

PD-ABW-524
File Copy

922312

UGANDA:

**1994 ASSESSMENT OF
PROGRAM IMPACT (API)**

**USAID/UGANDA
Kampala, Uganda**

**U.S. Agency for International Development
Washington, D.C. 20523**

SECTION I

SPECIAL FACTORS AFFECTING THE USAID PROGRAM

UGANDA'S ECONOMY STILL ON THE MOVE

The Government of Uganda (GOU) has been one of the most consistent reformers in sub-saharan Africa over the past five years. The results of these reforms have led to about 6% average annual growth in GDP over the past few years. In Uganda's FY 1994 (7/93 - 6/94), the GDP grew by approximately 5.2%. At the end of the calendar year, however, the GDP growth rate had reached 7%. By December 1994 the overall inflation rate had declined to approximately 7% from 16% in June.

The biggest story of FY 1994 relates to increased export earnings and their effects on the exchange rate. Coffee earnings increased about 60% in FY 1994, following successive years of declining revenues. In addition, non-coffee exports showed respectable growth, largely through increased exports of maize and beans to regional markets. As a result of the increased export earnings, the exchange rate appreciated significantly from January to June 1994. The exchange rate since that time has been stable.

These developments have important implications for our programs. At the Goal and Sub-goal level, movement toward meeting Indicators would be seriously undermined were the economy to stagnate. Of our Strategic Objectives, SO 1's focus on productive sector activity depends on good performance at the macroeconomic level: incomes cannot increase if the economy performs poorly. In addition, success in SO 3 and SO 4 (health and primary education) also requires adequate performance in the macro economy to boost government revenue (for needed investments in the social sectors) and household income.

REFORMS CONTINUE ALTHOUGH AT A SLOWER PACE

The key economic reform implemented in FY 1994 by the GOU was to bring foreign exchange transactions onto a fully market-determined basis, with the establishment of an interbank foreign exchange in November 1993. This final liberalization step followed on a steady evolution from administrative controls that saw retention schemes in the latter 1980s, the initiation of foreign exchange bureaus in the mid-1991, and the movement of all donor foreign exchange into a transparent auction system in early 1992.

In addition to exchange rate reform, FY 1994 also saw the GOU rationalizing fiscal expenditures through civil service reform; demobilizing a large part of the army; privatizing some of the

100-plus remaining state-owned enterprises; and carrying out widespread reforms in the financial sector.

EXTERNAL DEBT STILL REMAINS HIGH

The size of Uganda's external debt continues to be a concern. At the end of FY 1994, the debt stock was estimated at \$2.6 billion (equivalent to almost 100 percent of GDP), with two-thirds of the outstanding stock owed to multilateral institutions for which no rescheduling is feasible. However, debt service ratios have come down over the past couple of years (through rescheduling and increases in exports of goods and non-factor services). The GOU has sought external assistance to prepare a plan for reducing debt, and is now following this plan carefully. About a year ago, official commercial debt outstanding was sharply reduced through a donor-financed debt buyback arrangement. Uganda will, however, continue to require balance of payment support at a high level for the medium term. Cash transfers in support of policy reforms will, therefore, continue to be a valuable resource for the GOU and a useful tool for achieving USAID program objectives.

SOCIAL FACTORS

The effectiveness of Uganda's institutions was decimated by the violence and chaos of the 1970s and the 1980s. Critical institutions such as the schools and health care facilities were especially affected. As the violence was brought under control in the mid 1980s the impact of disease, particularly AIDS, made itself felt. More than its immediate impact, AIDS, and its resistance to prevention or treatment, has had a chilling effect on development. One result of all of this devastation is that Uganda has the lowest life expectancy in the world: 37 years. Its per capita GNP of \$170 is also one of the worlds lowest.

Rebuilding has proven a long and difficult job. The low level of domestic resources has proven a major impediment in the revitalization process. So too has the memories of past conflicts. However, despite these obstacles Uganda has mounted an effective development program that has shown impressive results. Perhaps more than any other country that has collapsed into chaos during the past 30 years, Uganda is coming back.

Both the health and education sectors are demonstrating signs of renewal. The participants in some AIDS programs are showing signs of changing their behavior to less risky practices and, most encouragingly, the incidence of HIV infection in prenatal mothers in Kampala has declined for three consecutive years. The number of children in primary school is increasing and the improvement in the systems needed to provide adequate education is growing with the growth of the student population.

MOVEMENT TOWARDS A CONSTITUTIONAL DEMOCRACY AT MID POINT

Establishment of a constitutional democracy is necessary to ensure stability in the future. The journey to complete Uganda's transition from autocracy to constitutional democracy is being under taken at a measured pace appropriate to Uganda's history. A number of issues remain to be resolved, including the role of the traditional kingdoms, resolution of land tenure systems, and determination of the mode of political competition. In a major step towards establishing constitutional democracy, 1994 saw the first free and fair national elections in Uganda's history. A constituent assembly was elected on March 28, 1994 to debate and ratify a national constitution. The Constituent Assembly (CA) is expected to finish its work by June 1995. Elections for president and parliament are scheduled for December.

USAID has been actively involved in the democratization process, funding civic education, election monitoring and technical assistance to the electoral commission. The investment paid off, as approximately 87% of the registered voters cast ballots in an election which both observers and citizens testified met international standards. The election established a key element of a total democratic system.

SECTION II

PROGRESS TOWARDS OVERALL COUNTRY PROGRAM GOAL

The Program Goal is to "establish the basis for sustained improvements in the standard of living." Achieving this Goal requires an integrated development approach that takes advantage of the linkages and synergy between economic growth, education, health and fertility, conservation of natural resources and a democratic, participatory society. USAID's program is addressing all of these factors both directly and indirectly; each of the Strategic Objectives has a direct impact on the Program Goal and also complements one or more of the other Objectives. Higher incomes for rural men and women growing crops for export, for example, can be expected to lead to higher levels of education and health in rural families, particularly where women control the new income. Ongoing efforts to enhance protection of Uganda's national parks, coupled with the development of management plans that increase the participation of people in buffer zones in sustainable utilization of the parks' resources, are already leading to increases in rural incomes for those involved. Over the longer term, efforts to improve the quality and efficiency of the primary education system will give people the requisite skills to be productive members of a democratic society, and higher educational levels among girls and women in particular are strongly associated with lower fertility rates and improved health status.

The Mission has selected four indicators to measure progress toward achieving the program goal. Progress, data collection problems and the validity of these indicators are summarized below.

Indicator 1: Food Budget

This Indicator is defined as expenditure on food as a percentage of total household expenditure for the bottom 50% of Ugandan households. The underlying assumption is that an increase in the percentage of household expenditure available for items other than food represents an improvement in a household's standard of living. In 1989-90, the baseline year, the food budget for the bottom 50% of households was 69.2% of expenditures. In 1993, the food budget for the bottom 50% of households decreased to approximately 65.6% of expenditures.¹

It is not clear what impact the dramatic decline in inflation in recent years will have on food expenditures. People may actually

¹ Data used were from the GOU's 1992 Integrated Household Survey (IHS). Based on the IHS, 49.6% of households have monthly per-capita expenditures below Ushs 8,000. However, the 65.6% figure was for households with monthly per-capita expenditure below Ush 10,000, which is slightly more than the bottom 50% of households.

It is not clear what impact the dramatic decline in inflation in recent years will have on food expenditures. People may actually increase food expenditures in order to buy meat and vegetables that were previously unaffordable or they may maintain their food budget but diversify food sources; in both cases, nutrition improves even if the indicator declines. On the other hand, per capita GDP has been growing at an average of 2.3% annually. If incomes for the bottom 50% of households are rising, the food budget as a percentage of expenditure should continue to decline.

Indicators 2 and 3: Child Mortality and Nutritional Status

The second and third Indicators are reduction in the mortality rate for children under five and reduction in the rate of chronic undernutrition in children under five. The USAID/Uganda strategy contributes to this Indicator through its health activities, by increasing women's and men's incomes from agriculture and tourism, through micro-enterprise development, and by improving primary education. The data for both these Indicators are provided by the Uganda Demographic and Health Survey, which was last published in 1989, and will be published next in 1995.

There is no surveillance mechanism in place to estimate these rates from year to year. Yearly changes in these Indicators are likely to be small to the extent they occur at all. The impact of HIV/AIDS, both mother-to-child transmission and the growing number of AIDS orphans, is likely to undermine gains in immunization and other factors affecting child survival in the near term. USAID's assistance to extended families caring for AIDS orphans will help improve the orphans' nutritional status and access to health care and schooling.

Indicator 4: Adult Literacy

Uganda's adult literacy rate, now estimated at between 48% and 53%, is the lowest in East Africa, and the lowest among Uganda's regional trading partners. This reflects the crisis in the education system where only 53% of school-age children are enrolled in school, and where approximately 50% of those who do start school drop out before they have mastered basic reading, writing and arithmetic.

Improvements in school quality resulting from USAID's investment in basic education, especially the reduction in the percent of children who leave school before mastering basic skills, will cause the adult literacy rate to rise. A significant improvement should be measurable by the date of the next national census in the year 2000.

increase food expenditures in order to buy meat and vegetables that were previously unaffordable or they may maintain their food budget but diversify food sources; in both cases, nutrition improves even if the indicator declines. On the other hand, per capita GDP has been growing at an average of 2.3% annually. If incomes for the bottom 50% of households are rising, the food budget as a percentage of expenditure should continue to decline.

Indicator 2 and 3: Child Mortality and Nutritional Status

Indicator 4: Adult Literacy

Uganda's adult literacy rate, now estimated at between 48 and 53%, is the lowest in East Africa, and the lowest among Uganda's regional trading partners. This reflects the crisis in the education system where only 53% of school-age children are enrolled in school, and where approximately 50% of those who do start school drop out before they have mastered basic reading, writing and arithmetic.

Improvements in school quality resulting from USAID's investment in basic education, especially the reduction in the percent of children who leave school before mastering basic skills, will cause the adult literacy rate to rise. A significant improvement should be measurable by the date of the next national census in the year 2000.

**PROGRAM SUB-GOAL: Sustainable Equitable Economic Growth
Promoted on a Competitive, Diversified Basis**

USAID's strategy for promoting economic growth is to "address the social and economic factors that enhance the capacity for growth."² USAID/Uganda's program is doing just that and thereby contributing directly to economic growth. Perhaps more important, the program is contributing significantly to sustainability and equity of economic growth in Uganda. Sustainability of the human resource base will be enhanced through improvements in primary education, a reduction in HIV transmission and general improvements in health. Sustainability of the natural resource base will be enhanced through better environmental policies and management practices and a reduction in fertility rates and hence, the population growth rate. The program's focus on increasing rural incomes, especially those of women, increasing girls' access to education and working with the generally marginalized people living in protected area buffer zones all improve the distribution of economic benefits to the poorer segment of the population.

Progress towards achieving the Program Sub-goal is tracked with three Indicators that measure the rate and distribution of economic growth and the extent to which the private sector has access to economic resources (with greater private sector access signifying a more competitive, diversified economy.)

Indicator 1: Percent with Annual Per Capita Expenditure Below \$55 and \$110

In the FY 1993 API, the Mission adopted the World Bank's poverty line figures of \$55 and \$110 per year in 1989 as our baseline indicator. The figures were from the World Bank's 1993 Country Economic Memorandum (CEM) which focused on poverty issues, and was based on the detailed analysis of the 1989/90 HBS data. According to the CEM, the HBS data suggest that if a poverty line of \$55 per capita is used, 19% of the 1989 population were below that level. If a \$110 figure is used, 55% of the 1989 population were poor. In 1993 the IHS data suggests that for a poverty line of \$55 per capita expenditure, approximately 15% of the 1993 population were below that level. If a \$110 figure is used, then approximately 50% of the 1989 population were below that level.³

² Encouraging Broad-Based Economic Growth: USAID's Strategy, XA Revision, 9/20/93, PP.2-3.

³ Based on the going exchange rate, the poverty line figures are about Ushs 4,200 and Ushs 8,400 per month. However, the data we could obtain were for expenditures below Ushs. 4,000 and Ushs 8,000. Consequently, our figures for this indicator for 1993 could be slightly higher than reported.

Indicator 2: Growth of Real Per Capita GDP

Positive real growth of per capita GDP indicates that the economy is growing faster than the population and therefore that individual economic welfare is improving, assuming some degree of equity. The average annual growth rate of per capita GDP between 1987 and 1993 is 3.3%. This is slightly higher than the 3.0% growth rate for 1992.⁴ We expect the 1994 rate to be up somewhat since GDP growth is projected at 8% and population growth is about 2.7%. Over the long term, a realistic scenario would be average annual per capita GDP growth rate of around 2.5%. This would be realized with average annual GDP growth of 5-plus percent and population growth of 2.7%.

Indicator 3: Private Sector Share of Gross Domestic Expenditure

This Indicator measures the extent to which the private sector has command over economic resources (Gross Domestic Expenditure) for investment and consumption, and is a proxy for the private sector's contribution to economic growth. A better indicator of the latter would be the private sector's share in the production of Uganda's GDP, but this information is not available. The private sector share of Gross Domestic Expenditure (GDE) in 1989 was 84%, which is already a large proportion of Uganda's resources.⁵ This share has increased to above 86% in 1993, reflecting increases in both private consumption and private investment as a share of GDE in the intervening period. We would expect to see some further increase in this share over the next 10-to-15 years, as the private sector assumes an even greater role in the economy.

⁴ The growth rate for 1992 is higher than the 2.3% rate reported in the 1993 API. This is due to the fact that the GOU recently revised the GDP estimates.

⁵ The 1993 API reported this figure to be 89%, but the GOU has since revised its estimates of GDP and GDE. The share figures reported in this current API are from data reported in February 1995 by the Statistics Department, and are from data in constant 1991 prices. The "expected performance levels" for 2000 and 2010 are revised downward, to 89% and 92%, respectively.

ASSESSMENT OF PROGRAM IMPACT

GOAL LEVEL

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCE	BASELINE	ACTUAL Data to be reported as it becomes available 1993	EXPECTED PERFORMANCE LEVELS			CRITICAL ASSUMPTION
				2000		2010	
PROGRAM GOAL: Establish the basis of sustained improvements in the standard of living.	1. Decrease in food budget as a % of household expenditure for the bottom 50% of Household	69.2% 1989-1990	65.6%	65%		60%	
	4. Increase in adult literacy rate	55% (1985)	48-53%	60%		70%	

10

Assessment of Program Impact

Sub-Goal Level

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATOR & DATA SOURCES	BASELINE	ACTUAL Data to be reported as it becomes available		EXPECTED PERFORMANCE LEVELS			CRITICAL ASSUMPTIONS
					2000		2010	
PROGRAM GOALS: Sustainable equitable economic growth promoted on a competitive, diversified basis	1. Decrease in % of population with per capita expenditure below a) \$55 per year; b) \$110 per year;	19% (1989) 55% (1989)	1992	1993				GOU continues to rein in spending especially on recurrent side
	2. Growth of per-Capita GDP Index Numbers Percentage Avg. Growth	100 (1987)	116.4 3.0	121.4 3.3	141.5 2.5		181.2 2.5	
	3. Increase in private sector share of Gross Domestic Expenditure (percent)	84 (1989)		86.5	89		92	

SECTION III

PROGRESS TOWARDS STRATEGIC OBJECTIVES AND RELATED INDICATORS

STRATEGIC OBJECTIVE 1: Increase Rural Men's and Women's Income

The Strategic Objective of increasing rural men's and women's incomes is being achieved through agricultural-related activities, including promotion of agricultural exports by two primary means. First, in the absence of any reduction in returns per unit of export, an increase in the value of agricultural exports will increase the incomes associated with those exports. Second, when returns per unit of export increase, such a productivity increase will also contribute to meeting the strategic objective.

Overall progress in meeting the above SO is indicated by a 36% increase in the value of Non-Traditional Agricultural Exports (NTAEs) from 1992 to 1993. Total returns to rural producers' labor from major NTAEs increased at an average annual rate of 44% in real terms, and returns per person day of labor in production of exports increased by 9%. Annual returns from NTAEs per hectare ranging from \$1,000 to \$4,000 were achieved. These two Program Outcomes of increased exports and increased returns to labor, therefore demonstrate good progress in meeting our Strategic Objective of contributing to increases in rural men's and women's incomes.

Rural men's and women's incomes will be increased through jobs which are being created through investments. The USAID-supported Uganda Investment Authority reports that new investments in 622 projects is to creating over 46,000 jobs. Ninety-seven percent of the jobs created will be local employment. Forecasts based on project completion indicate that total investments from the 622 projects will be between \$435 million and \$501 million.

We have included gender-disaggregated indicators at the Sub-program Outcome levels (see Figure 1 attached) to closely reflect the dynamics of gender at the production level. This approach has relevance to the Mission program and will capture benefits at the people level. We have also worked towards a gender-disaggregated income Indicator at the SO level, based on female and male headed households. Citing the income indicator disaggregated as male and female headed households overlooks the position of the majority of women in male-headed households. Nevertheless, we believe that the statistic will be useful to reflect women's income of at least 29% of the households in Uganda which are headed by females.

SO Indicator 1: Average Rural Household Expenditures

In the FY 1993 API, USAID/Uganda stated that although we had provided 1989 baseline data for this Indicator, the results of the 1992/93 Integrated Household Survey (IHS) had not been made available at the time we were preparing the API. Thus, we were

unable to provide actual data for a post-baseline year in the FY 1993 API. However, we indicated that we expected to be able to remedy this in the FY 1994 API, because the IHS data would be available.

Although the IHS data are now available, it is the view of most analysts inside and outside Uganda that comparisons between the 1989 data and the 1992/93 data from the IHS are not feasible. This is due to the existence of some fundamental differences in the two survey instruments. A more detailed explanation for this lack of comparability in the data sets is given in Attachment A to this SO.

Comparison of the two data sets seems to imply a decline in welfare especially for the rural areas. However, observations indicate the contrary, showing improved performance in rural areas particularly in areas where USAID devoted resources.

Given this inherent problem with the 1989 baseline, we have modified the baseline date for our index for this Indicator to 1992/93, dropping the 1989 base. In anticipation of future iterations of the IHS, the GOU has already conducted follow-on surveys based on the 1992 IHS framework which will give us a basis for measuring changes in income over time. The 1993 and 1994 follow-on surveys have been completed and data analysis is still underway. The change from the 1992 expenditure figures will be reported on, as and when the results are made available by the GOU.

Although we are unable to directly report on the change in expenditures indicator, we can comment on a proxy indicator for income, which is per capita consumption. The consumption component of Gross Domestic Expenditure increased at an average annual rate of 4.3% between 1989 and 1993, or about 1.5% more rapidly than population growth. This suggests that, contrary to the results of a comparison of the 1992/93 IHS with the 1989 baseline data, there has actually been an improvement in welfare.

Based on the IHS 1992 results only, there seems to be no significant differences in expenditure between female-headed households (FHH) and male-headed households (MHH). Rural FHH show average monthly consumption expenditure of about \$30 compared to the MHH expenditure of \$34. These monthly figures translate into \$360 and \$413 expenditures per year for FHH and MHH respectively. This level of expenditure can and has been affected by the high returns demonstrated from non-traditional agriculture exports (NTAEs) being supported by USAID, as illustrated in the case studies below. Participating families have realized annual returns from NTAEs ranging from \$1,000-4,000, which is a substantial increase over the national consumption expenditures.

SO Indicator 2: Returns to Rural Producers' Labor from Major NTAEs

The methodology used to derive this Indicator is explained in Attachment A. Analysis of the current data show marked improvements between 1990¹, 1992 and 1993 (the most recent data available). Gross margins associated with exports increased from US\$ 3,846 million in 1990, to US\$ 13,034 million in 1992, and to US\$ 23,576 million in 1993. This represents an annual increment of about 81% between 1992 and 1993. Total returns to rural producers' labor from major NTAEs² increased at an average annual rate of about 44% in real terms, or about six times the growth rate of per capita GDP in the same period.

This Indicator also tracks changes in the total earnings of all rural producers for that part of their on-farm activity that is associated with non-coffee exports. What this Indicator fails to take into account is rural incomes beyond the farmgate, because the data we are using are gross margins, or gross returns at the farmgate.

We established Performance Targets for this Indicator that projected a 20% average annual rate of growth. As is evident from the table, the Performance Targets we set have been substantially exceeded over the 1990-93 period, on average. This is in large part the result of a large increase in the volume of exports.

In the FY 1993 API, we demonstrated the impact silk, vanilla and bean exports had on rural men's and women's incomes. This reporting period, we will demonstrate income effects from other NTAEs like mushrooms, snowpeas and pyrethrum. The most important crops in terms of their income-generating potential and distribution remain maize, beans and simsim (sesame) but these are harder to document from a case study (Rural Rapid Appraisal) point of view. Income gains to date from NTAEs, when divided over the total population of producers, are not clear, when using "returns to rural producers' labor from major NTAEs" as a measure. We will therefore continue to use the case study approach of specific NTAEs to clearly reflect the impact of USAID assistance in particular zones.

In the case studies, acquisition of production or consumption assets is used as another proxy indicator for income. Variations in stocks of assets reflect the changes in income levels. In this regard, the impact of USAID intervention has been demonstrated by increases in assets of the target population after implementation/production of these export crops. It has been sufficiently large and significant to contribute to some

¹ Our selected base year for the second SO indicator above and for the Program Outcome 1.2 indicator.

² The Major NTAE crops include: tea, cotton, tobacco, maize, beans and simsim (sesame).

improvement in welfare³ status in the South Western zone of Uganda as will be highlighted in the case studies below.

The Case Studies:

1. The People-Level Impact of Pyrethrum

USAID supported a review of the Investment Act which put in place the Investment Code of 1991. Through USAID support to the Uganda Investment Authority (UIA), licensing of private investors was facilitated. One of the investors to be issued with the first investment license was an American private firm that has since supported pyrethrum growing in South Western Uganda (Kabale district).

Pyrethrum⁴ has become one of the major cash crops in Kabale District and is being grown by about 3,000 farmers, with almost 1,100 hectares already under cultivation. It is a crop that is grown primarily in the marginal areas where no other crops can be grown efficiently; as such it has not proved damaging to food security in the area. Once planted, the crop has a life span of 3 years. About 25% of the farmers are women who head households and have pieces of land in their own right.

A quick field rapid appraisal indicated that net annual returns of about \$3,300 per hectare were achieved by the farmers. The proceeds from pyrethrum were expended on buying the following assets: more parcels of land, paying school fees, clothing, iron sheets for roofing, foam mattresses, medical care, goats, bicycles, etc.

The acreage and the subsequent production so far achieved economically justifies putting up a pyrethrum processing plant. The pyrethrum promoters have expressed their intention of accessing a joint venture fund from the Development Finance Company of Uganda (also USAID financed) for construction of the factory sometime this year. The factory will not only provide employment to 25-30 Ugandans but will also stimulate increased production and therefore income for the farm families already participating as well as others expected to begin pyrethrum production.

2. The People Level Impact of Mushrooms

Like the pyrethrum growing venture, this project, which currently involves 104 families, is also located in Kabale District. Unlike pyrethrum, mushroom growing is rapidly spreading to neighboring districts. Women take the lead in growing mushrooms simply because they are grown indoors and do not require pieces of land per se except for growing rooms. The main advantage of

³ The development problem in Kabale (our case study zone) in S.W. Uganda is low income due to lack of cash crops and other income generating activities. Land fragmentation due to overpopulation also further aggravates the people's welfare.

⁴ Extract from Pyrethrum flowers is used in the making of insecticides.

this project, in a district like Kabale which has land shortage, is that mushroom production does not displace food crop production on land.

This activity needs little initial capital (for seed), and uses crop wastes (mainly wheat and sorghum) as substrate, enabling many women to start small. The farmers get seed (spawn) from Gloca Investments, a private Ugandan firm which is the main buyer and exporter of dried mushrooms. USAID provided technical assistance (TA) to Gloca Investments through VOCA to improve quality. The impact of USAID support to the mushroom growing operation (for six weeks of TA) is clearly demonstrated by the reduction in the contamination rate of the mushrooms from 80% (before TA) to 5% (after TA).

USAID also provided driers to needy womens' groups, designed and installed stoves which reduced fuel costs by 80%, and through Gloca, also provided free extension services to the mushroom farmers' association. This assistance helped increase the yield of mushrooms, as well as the quantity exported. Gloca Investments exports 40 kgs of dried mushrooms per week. They have a contract to fulfill an existing market demand up to 80 kgs/week. With future support from USAID which is detailed in Attachment A, they will soon be able to increase production to fully meet the current demand.

The economic analysis of mushrooms also indicates annual net returns of about \$1,500 per growing unit⁵. The income from mushrooms is used for paying school fees, buying clothing, iron sheets for roofing, foam mattresses, medical care, goats, bicycles etc. Most mushroom growers have also reinvested a portion of their proceeds to buy small plots in order to construct growing rooms.

It is sufficient to note that the number of women growing mushrooms is increasing. Further USAID support for the completion of the laboratory for production of spawn (mushroom seed), and the construction of growing rooms will enable them to meet the growing demand for spawn. Another VOCA volunteer will be working with the extension agents and the women's groups.

3. People-Level Impact of Snowpeas

One of the Mission's agricultural initiatives involved conducting crop trials on NTAEs for export. Snowpeas were among the crops deemed viable for export and therefore taken up for varietal and export trials, again in the highlands of Kabale District. Trials conducted in 1993 and in 1994 involved a total of 509 farmers. Trial shipments proved that the area is able to produce export quality peas. Analysis of the benefits to the experimental group of farmers demonstrates the tremendous impact that can be achieved at the people level from growing snowpeas.

⁵ Growing unit may comprise one farmer or a group of women ranging from 2-20 people.

This is a crop that is best suited for small-scale farmers due to the intensive care required, and is thus appropriate for areas with land shortage. Farmers cultivating 300 sq. meters of land were able to earn profits of about \$120 per season, and further analysis also indicates that net annual returns per hectare of \$4,000⁶ were achieved. The group of farmers interviewed expressed satisfaction with the proceeds from snowpeas⁷ since it provided them with extra income which they were able to use to pay for school fees, medical bills, buy mattresses, bicycles, etc. Future USAID support to extend the impact to more farmers is also highlighted in Attachment A.

As demonstrated by the analysis and impact mentioned above, NTAEs can be economical to produce and provide high returns to farmers. This is further demonstrated by the impact vanilla has had on the people over the seven-year period. An evaluation study conducted in November 1993, indicates that growing of vanilla results in an improvement in the quality of life in the vanilla growing area. There was an increase in the percentage of expenditures for education, medical care and savings after the onset of the vanilla growing activity. Also noteworthy was the reduction in the percentage expenditure on food.

Program Outcome 1.1: Increased Exports of NTAEs

Indicator 1: Annual Value of NTAEs

Based on the calendar year, available data show that actual value of NTAEs in 1993 increased to \$68.4 million, which is a 36% increase in NTAEs over the 1992 levels.

Indicator 2: Number of NTAEs Exceeding \$2 Million Per Annum

The number of new NTAEs with exports exceeding \$2 million per year has remained at nine in 1994. This indicator measuring the number of NTAEs exceeding \$2 million per year also attempts to measure the diversity of the production base and the reduction in the heavy dependence on coffee for exports and government revenue. The Program Outcome of \$2 million is too high to accurately reflect the diversity in exports that has already been achieved. This is because an additional eight NTAEs⁸, which would bring total number of NTAEs to 17 (instead of 9), in the range of \$100,000 - \$1,000,000 values.

Lack of cold storage facilities at the airport has been a major constraint to expanding exports. With USAID support, a contract

⁶ However, the margins are artificially higher than those demonstrated by pyrethrum and mushrooms because some of the production costs like the intensive spraying regime were not borne by the farmers.

⁷ Being an experimental crop, most farmers had grown it as an additional venture, on top of their other income generating crops/activities.

⁸ These include; Pepper, vanilla, fruits, ground-nuts, bananas, roses, cocoa beans and ginger.

for the construction of such facilities has been awarded. The cold storage facility is expected to be in operation during this year's peak export season. This will greatly enhance the amount of perishables, especially flowers, being exported so that many more NTAEs are expected to reach the \$2 million level during the next reporting period. This will lead to increased income and higher living standards for Ugandans and will also contribute to reducing the balance of payments deficit.

Program Outcome 1.2: Increased Rates of Return to Producers and Exporters from NTAEs

The focus of USAID/Uganda's program under this Strategic Objective is on increasing rural incomes, rather than incomes in general in Uganda. Rural incomes directly affected by NTAEs are predominantly those of producers, although between the producer and the ultimate market there are likely to be other Ugandans in rural areas who directly benefit from NTAEs.

Indicator 1: Returns Per Person-day of Family Labor for Major NTAEs

The Indicators for Program Outcome 1.1 relate to the value of exports and the change therein. Program Outcome 1.2 focuses on productivity changes, because an increased volume of exports could (at least in theory) occur with a reduction in labor productivity, and USAID/Uganda is interested in increasing incomes in rural areas through improved productivity. The calculation of average returns from major NTAEs is based on average returns from the six major non-coffee exports (tea, cotton, tobacco, maize, beans, and simsim), which account for over two thirds of total NTAE earnings.

As the data in the table indicate, our projection for this Indicator was for an average annual rate of growth of 10%. As the table also indicates, this was not realized over the 1990-93 period, which only saw 8.5% average annual growth in returns per person-day, and annual declines in both 1992 and 1993. There is one clear-cut reason for this less-than-projected performance. Declining world prices for cotton over the period saw a reduction in real returns for production of cotton. Had the gross margin/person-day of cotton in 1993 remained at its 1992 level, the overall performance target for a 10% average annual increase in returns per person-day for the 1990-93 period would have been easily exceeded. A second reason which has been advanced for the performance of this indicator is that rural labor prices have increased at a relatively rapid rate.

Nevertheless, the increase in returns obtained in 1993, even though less than that of 1992, compares favorably with the 7.2% average annual growth rate of GDP and 9.2% average annual growth rate in agriculture during the same period.

Parenthetically, we expect to see a relatively large decline in this Indicator in next year's API, a direct function of the sharp

appreciation in the exchange rate of the Uganda shilling during 1994.

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE		ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
		YEAR	VALUE	1991	1992	1993	1994	1995	1996	1997	
STRATEGIC OBJECTIVE # 1 Increase rural men's and women's incomes.	1. Average rural household expenditure. DATA SOURCES: - Household Budget Survey (1989 - 90). - Integrated Household Survey 1992.	1992	100	-	100		107	111	127	132 ⁹	GOU will continue its policy of priority emphasis on exports from the NTAE sector, and continued liberalization of the economy.
	2. Returns to Rural Producers' labor from major NTAEs. (index number) DATA SOURCES: - Customs Department - Ag.Secretariat crop budgets	1990	100	-	172	200	247	296	356	427 ¹⁰	Domestic markets continue to liberalize and become more efficient.
Program outcome # 1.1 Increase exports of non-traditional Agricultural exports.	1. Annual export value of NTAEs. (In million US \$) DATA SOURCES: Customs Department, MFEP Key Economic Indicators, MFEP.	1990	33.7	43.7	50.2	68.4	81.4	93.4	107.4	123.5	European countries will continue policy of non-tariff entry of products from Sub-Saharan countries.

⁹ This represents a 3.5% annual growth rate in average rural expenditures.

¹⁰ Represents a 20% annual growth rate in total returns.

Assessment of Program Impact - Strategic Objective 1

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE		ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
		YEAR	VALUE	1991	1992	1993	1994	1995	1996	1997	
	<p>2. Number of NTAEs with a dollar value exceeding \$2 million per annum.</p> <p>DATA SOURCES:</p> <ul style="list-style-type: none"> -IDEA Project Annual Reports -Customs Department 	1989	3	8	8	9	12	14	16	18	<p>PTA stability and increased market, particularly of basic food products such as beans and maize.</p> <p>Middle East and European new market initiatives are successful.</p>
<p>Program outcome 1.2 Increase Rate of Return to producers and exporters from NTAEs.</p>	<p>1. Returns per person-day of Family labor for major NTAEs.</p> <p>DATA SOURCES:</p> <ul style="list-style-type: none"> -Survey Data -Ag.Secretariat,BOU -Key Economic Indicators 	1990	100	-	133	124	161	177	195	215 ¹¹	<p>Domestic markets continue to liberalize and become more efficient.</p>

¹¹ Represents a 10% growth rate in unit returns.

Attachment A:

As referenced on Page III-2, when data on average household expenditures from the 1989 survey and the 1992/93 survey are appropriately deflated for changes in the price level in the economy over the intervening period, household expenditures have apparently declined by 35% over the period. As one external analysis of this statistical result states, such a comparison of the results of the two surveys implies "...a dramatic and wholly implausible fall in living standards." This same analysis points out that future versions of the IHS, which will use survey instruments identical to those used in the 1992/93 IHS, should permit better intertemporal comparisons of welfare (as measured by household expenditures). At the same time, this external analysis does state that certain factors in the economy in 1992 (such as drought in portions of the country) could have had at least some negative impact on welfare. However, the analysis concludes by saying that the overall results of the comparison should not be considered seriously.

The indicator on Returns to Rural Producers' labor from major NTAEs (discussed on Page III-3) is used as a proxy for incomes generated by production for export, and provides information on real growth of such incomes, in both index number and growth rate terms. First, the "major NTAEs"¹² we use comprise about three-quarters of total NTAEs. Second, the indicator aggregates margins¹³ for the six major NTAEs for each period in question in order to compare total incomes from production of NTAEs between periods. Third, an index derived from the bundles of aggregate income (actually margins) producers earned from producing NTAEs in the periods in question is then deflated by the Uganda-wide CPI (consumer price index) to enable us to compare "real" increases in incomes. The data to carry out these calculations are all produced on an annual basis by GOU entities.

The final evaluation of these trials (case study on snowpeas page III-5) proved them viable for export and interested exporters are going to be supported by USAID to carry out an in-depth analysis for export of snowpeas through Kigali (nearer to growing area) or Entebbe. The exporter picked will have to have the capacity to put up small cooling plants in the growing areas, a central packing house and a cooler truck to take it to the airport.

¹² These include six crops: tea, cotton, tobacco, maize, beans and simsim (sesame).

¹³ Gross margins remove variable costs, other than household labor, from farmgate revenues, but include some fixed costs such as land value inputs and inputs of farm structures. These are likely to be minimal in most cases. In those cases where we have additional data to provide net margins, we have done so. In any event, inasmuch as we are comparing results over time and are not relying on absolute returns, the use of gross margins should not bias results significantly.

STRATEGIC OBJECTIVE 2: Stabilize Biodiversity in Target Areas

The magnitude and complexity of Uganda's environmental problems were recently underscored in the "State of the Environment Report for Uganda 1994" published by the Ministry of Natural Resources. This report reemphasized the need for a comprehensive and coordinated national environmental management policy and legislation. The Mission strategy under this Strategic Objective is to assist the GOU in reorienting both national- and local-level efforts to address effectively environmental problems and natural resource management issues, and thereby set the stage for stabilizing Uganda's biodiversity resource base. The Mission will achieve this through four primary Program Outcomes:

An improved policy and institutional framework that promotes sustainable natural resource use, the first Program Outcome, is being achieved through the preparation and implementation of a National Environmental Action Plan (NEAP). A major step has been taken during this reporting period with the completion and finalization of the NEAP. Implementation of the NEAP awaits passage of the Environment Bill, expected to be voted into law at the next session of Parliament.

Increased ecotourism through private organizations, local community-based groups in particular, is the second Program Outcome. Realization of the economic value of ecotourism by local communities provides a positive incentive for sustainable natural resource management. Mission experience in two parks demonstrates strong local capacities to manage ecotourism successfully. This encouraging trend is anticipated to be manifest in other park areas as well.

Strengthened incentives for local participation in the management of protected areas is the third Program Outcome. In addition to realizing the benefits of ecotourism, local communities are being directly involved in decisions affecting the management of protected areas and their surrounding buffer zones. An example of such an incentive is Uganda National Parks' (UNP) recently promulgated policy on the sharing of park revenues with surrounding communities. Increased activity in the parks also creates direct employment opportunities with UNP.

Establishment of an improved basis for management of selected protected areas is the fourth Program Outcome. Here, the Mission focuses on the institutional strengthening of UNP, the parastatal responsible for managing Uganda's protected areas, by providing support in park management planning, human resource development and capital investment. Significant progress in the strengthening of UNP continued during this reporting period. In addition, the Mission is supporting the GOU's proposed merger of UNP with the Game Department - a move that would integrate

management of all protected areas under one body and greatly increase prospects for biodiversity conservation.

This is the fourth year of the Mission's major natural resource management activity, the Action Program for the Environment (APE). Progress achieved to date under the Mission's four-Program Outcome approach by APE appears to have placed Uganda on the road to conservation of its biodiversity, and ultimately, sustainable management of its natural resources.

Uganda's ten national parks constitute the Mission's target areas for stabilization of biodiversity.

SO Indicator 1: Current Levels of Tree, Mammal and Bird Species Maintained

Inventories of Biodiversity

Inventories are the first step towards tracking biodiversity levels. A National Biodiversity Data Bank has been established by the Makerere University Institute for the Environment and Natural Resources (MUIENR). This Institute, together with its network of field stations in and around Uganda's protected areas, is responsible for conducting biodiversity inventories and maintaining the data bank. MUIENR's ultimate goal is complete biodiversity inventories for all protected areas. During this reporting period, the inventory process continued, as both new and up-dated inventories were undertaken.

Last year's API introduced an index system for measuring the status of park biodiversity inventories currently in progress. For each park, partial (species or specie group) inventories completed receive partial credit towards complete biodiversity inventory. A complete inventory receives an index of 1.0. Individual key species (e.g., gorillas) work receives a partial index of 0.1, while specie group (e.g., trees) work receives a partial index of 0.3. Complete inventories in all ten national parks will give a total cumulative index of 10.0. During this reporting period the total cumulative index has increased from 4.7 to 6.0, reflecting new inventory work in eight of the ten parks, as presented in the table.

In terms of population levels of key indicator species, ongoing inventory work suggests that populations of mountain gorillas and elephants continue to increase.

Target Area	Prior	Work completed FY 94	Total
Kibale Forest	0.8		0.9

Lake Mburo	0.5	Mammals, birds and plant inventories	0.8
Queen Elizabeth	0.5		0.6
Kidepo	0.0	Large mammals	0.3
Murchison Falls	0.4	Large mammals	0.5
Mgahinga Gorilla	0.3	Gorilla inventory	0.4
Semliki	0.1	Crowned crane	0.2
Mt. Elgon	0.0	Vegetation inventory	0.3
Bwindi Impenetrable	0.4	Gorilla and large mammal inventory	0.7
Rwenzori Mountains	0.1	Blue monkeys	0.3
Total	3.1		6.0

SO Indicator 2: Percent of Target Areas where Current Surface Area Maintained

This Indicator refers to the integrity of both the surveyed park boundaries and the interior of the protected area. For the last reporting period, a number of target areas were reported to have had their boundaries fully rehabilitated. The performance level as shown in the table below is the percentage of total boundaries for the ten parks that have been rehabilitated. The baseline was 40 percent (in 1986, the start of rehabilitation period) and the actual for the last reporting period was 74 percent. During this period, the level has gone down to 64. This decrease in park integrity is due to the destruction of boundaries and encroachment by surrounding communities into the parks. USAID continues to assist UNP to counter such encroachment by strengthening incentives for local participation in management of protected areas and associated buffer zones.

The following table shows areas with on-going or completed boundary rehabilitation:

Target Area	% completed 1992	% completed 1993	% completed 1994	Ranger Patrols
Kibale Forest	100	100	100	1
Lake Mburo	100	100	80 ✓	0
Queen Elizabeth	100	100	100	1
Kidepo	0	0	0	0
Murchison Falls	30	30	30	0
Mgahinga Gorilla	80	100	100	1
Semliki	30	100	50 ✓	0
Mt. Elgon	50	100	80 ✓	1

✓ due largely to population encroachment (e.g. fences torn down.) 3

Bwindi Impenetrable	100	100	80 ✓	1
Rwenzori Mountains	10	10	20	0
Average %/TOTAL	60	74	64	5

Ranger Patrols

The Ranger Patrol indicator in the above table measures the level of surveillance currently taking place within the target areas. If an area is adequately patrolled, the indicator index is 1. Inadequate patrols receive an index of 0. All ten parks areas are being patrolled. However, in the parks recently upgraded to National Park status by the GOU to satisfy APE conditions precedent, UNP is still adjusting to the increased mandate and has yet to attain the required numbers of ranger patrols in some areas. In some of the old areas, destruction of boundaries have made adequate patrolling problematic. Once newly gazetted areas have completed their recruitment of rangers, they will be in a better position to provide the required level of surveillance to maintain park integrity. Currently, only half of the ten parks are adequately patrolled.

SO Indicator 3: Increase in Percent of Local Men and Women Deriving Benefits from Activities Related to Protected Area Management

Benefits to Local Men and Women

There are two ways to determine if local communities are deriving benefits from protected area management. The first is by gauging individual perception of the protected area in relation to the household unit and how this changes over time. The second is by monitoring actual economic impact on the household as a result of protected area management. To accurately estimate all of the above, baseline surveys of the target areas are required. Baseline work for six of the parks is now complete and baseline surveys for Murchison Falls, Semliki and Queen Elizabeth are planned. Ongoing monitoring of these factors will be an important measure of success in coming years.

One such baseline study, recently completed by the Development Through Conservation (DTC) project, surveyed local farming communities surrounding the Bwindi Impenetrable National Park (BINP) that depended heavily on forest resources in the past. The loss of resources which occurred with the gazetting of BINP was a hardship for many households, particularly those located near park boundaries. Given the traditional reliance of these communities on forest resources, they were ill-equipped to adjust when these same resources were declared off-limits. Prior to the establishment of the park, local communities valued the forest

for the products found within, for its role in environmental protection, and, more recently, for its part in attracting tourists and donor dollars. However, with the gazetting of the park and the inaccessibility of the resources they valued so highly, perceptions of the park became negative. To address the problems of these communities, the DTC project is working with beekeepers, traditional herbalists, bamboo collectors, rescue teams, gold miners and other groups in an effort to provide new options, and economic incentives, for these local communities to once again view their surrounding environment in a positive light. Follow-on surveys will monitor changes in local perceptions.

Program Outcome 2.1: Improved Policy and Institutional Framework that Promotes Sustainable Natural Resource Use

National Environmental Action Plan (NEAP)

There has been significant progress on this Program Outcome at all levels. At the national level, the National Environment Action Plan (NEAP) has been completed. The NEAP includes a new National Environment Management Policy, an Environment Bill, an Environmental Investment Program, a State of the Environment Report, and a new institutional framework that provides for the creation of a National Environment Management Authority (NEMA). The policy has been approved and is in operation. The Investment Program is currently being reviewed by Ministry of Finance and Economic Planning but many elements have already been incorporated into Uganda's Public Investment Program. The new institutional framework is delayed until the Environment Bill is passed in Parliament. However, the Bill appears to have nearly universal support and is expected to be passed when Parliament reconvenes during early 1995.

At the sub-national level, the APE project has developed guidelines for the decentralization of natural resource management which include a sub-national institutional framework. The decentralized institutions will be responsible for translating national policies into field-level activities, as well as for voicing local concerns to central authorities. This is to be accomplished as laid out in the NEAP through a series of guidelines including the creation of local bylaws, environmental information systems, tax incentives and gender issues.

Game Department and Uganda National Parks Merger

The planned merger of UNP with the Game Department was advanced during this reporting period. Draft policy statements on this important merger were formulated through a participatory process, and a definite timetable for creation of the new body was established (by July 1996). An interim arrangement, under which

UNP will temporarily absorb the Game Department pending establishment of the new body, was approved. If the draft policy statements are ultimately adopted, Uganda's protected areas system will be greatly strengthened by the integration of large game reserves surrounding existing protected areas. The importance of this integration of protected areas with respect to biodiversity conservation cannot be overemphasized. Several challenges remain, including a clarification of whether management of certain game reserves might be removed from national responsibility in favor of decentralized district control. Another issue is financing the substantial capital and recurrent costs necessary to effect this expansion.

Program Outcome 2.2: Increased Ecotourism through Private Organizations, Especially at the Local Level

Ecotourism

Ecotourism Performance Indicators continued to show impressive progress. More tourist attractions have opened to the public and there is continued effort by the GOU to revitalize this sector. As anticipated in the last reporting period, gorilla tourism in Mgahinga Gorilla National Park (MGNP) began in 1994, and has become an important source of revenue for the park.

Tourism programs at the Kibale Forest and Queen Elizabeth National Parks have continued to be popular and the level of visitor service in these two locations has been evaluated very highly. Six of the ten target areas have employed Tourism Wardens who are working together with Peace Corp Volunteers to boost tourism. Political unrest in neighboring countries has also had a positive impact on tourism in Uganda. For example, closure of gorilla tourism in Rwanda may be responsible for more tourists arriving at Uganda's BINP and MGNP - presenting an opportunity for these parks to develop a tourist activity which had generated little revenue in the past. For example, during the period April-July 1993, approximately 480 gorilla tracking permits were issued for Bwindi Impenetrable National Park. Over the same period in 1994, 730 permits were issued. The APE Project is actively assisting UNP to avail itself of this opportunity.

Over 80,000 tourists visited Uganda in 1994, a 50% increase over 1993. Park revenues from user fees also went up. Over \$700,000 was realized from tourism activities in the target areas. This was mainly from gorilla tracking fees, an activity which is considered to be the most successful revenue generating tourism activity. Several officially recognized local groups are providing services. Numerous other groups have sprung up around tourist areas. Peace Corp Volunteers are working with these groups to assist them make their operations economically viable.

Seven new concession agreements were signed bringing the total to 16 out of the 20 planned in the seven original national parks. This represents an 80% privatization of these parks.

Program Outcome 2.3: Strengthen Incentives for Local Participation in Management of Protected Areas and Associated Buffer Zones

Revenue Sharing

A revenue sharing policy was drafted and approved by the Board of Trustees of UNP for local retention of park revenues for recurrent costs and community development. The policy has been in force since January 1, 1995; funds will be available for use from January 1, 1996. Communities targeted for revenue sharing are those closest to, and which are affected by or are affecting, the parks. Twelve percent of all revenues collected from each park from user fees and concession franchises will be set aside for revenue sharing. Eighty percent of the amount set aside for revenue sharing will remain with the park that generated it, and twenty percent will be consolidated in a national pool. Funds will be shared as either materials or cash for approved community projects that are consistent with UNP conservation principles. They will be administered through Park Management Advisory Committees (PMAC) which include local government and community representatives and will have decision-making power over selection and monitoring of projects.

While actual revenue sharing has not yet begun, a number of policies and mechanisms were developed so that a percentage of park revenues will start to be shared with local communities in late 1995, while a few parks (e.g., BINP) may start sooner. With the Mission's assistance, GOU established guidelines for carrying out the baseline for this Indicator.

Incentives for Local Participation in Protected Area Management

Estimates of increased employment are not available for this reporting period. However, the newly gazetted national parks have continued to increase staff, particularly at the junior level (Field Rangers, Tourist Guides), which tends to be recruited from the surrounding communities. This is especially true for Semliki and Kibale.

Work on Park Management Plans by PMACs has continued. The number of completed and approved management plans now stands at four, with one additional plan completed but pending approval, two near completion and three scheduled for completion by the end of 1995. The three oldest park management plans (Kidepo, Murchison and Queen Elizabeth) are scheduled for revision as funds become available.

The PMACs noted above have continued to function in several of the parks, and with some exceptions the concept appears to be working well. The exceptions relate to difficulties in ensuring a diverse representation of members, and of the relatively high costs of travel and per diem required for routine meetings. The outlook is still positive; the PMACs are active partners in management planning, and are being considered for decision-making roles in revenue sharing activities soon to be implemented.

Program Outcome 2.4: Establish Basis for Improved Management of Protected Areas

This Program Outcome focuses on the more fundamental aspects of protected area management, including training, infrastructure development, education and administration. A major USAID-sponsored training needs assessment for protected area managers in Africa was completed. Uganda participated directly in the survey and useful information was developed. Uganda has been selected for a pilot second phase which will result in more specific designation of local and external training options. A training officer associated with the pilot project arrived shortly after the end of the reporting period and is expected to assist local reserve management agencies in developing comprehensive training plans.

There was continued road opening and maintenance activity, particularly in Queen Elizabeth (6 Km to a new tourist concession at Nyamsengiri), Murchison Falls (main entrance roads) and Lake Mburo (main entrance road and game drives) National Parks. Important access road connections to Mgahinga Gorilla and Rwenzori Mountains National Parks tourism areas are yet to be completed, but site survey and environmental analysis and some actual construction are anticipated within the next reporting period. Building construction continued on small projects, such as wardens' quarters, under local initiatives. Site planning has begun for headquarters complexes (Lake Mburo National Park has made substantial progress) and construction of some priority structures within those complexes is anticipated within the next reporting period.

Community conservation education programs established at Mount Elgon, Kibale Forest, Semliki, Bwindi Impenetrable, Mgahinga Gorilla and Rwenzori Mountains National Parks are very active, while the Lake Mburo National Parks activities continue at a modest level. These parks in particular have been participants in donor-funded integrated conservation and development projects, in which community conservation education has been heavily featured.

As projected in last year's API, the APE Project contracted a financial advisor to help UNP set up new, standardized accounting systems in all ten target areas to improve UNP financial

operations. All national parks are now required to have a budget at the beginning of each fiscal year as a part of the planning exercise. It is expected that this policy will increase financial sustainability of UNP activities. A policy of providing each park with an accountant warden and employing an internal auditor at UNP headquarters to oversee all financial systems and transactions in the ten national parks was also adopted. The internal auditor will spending sixty percent of his/her time in the parks reviewing and auditing accounts. The baseline for this Indicator was zero.

Assessment of Program Impact - Strategic Objective 2

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED PERFORMANCE LEVELS				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
STRATEGIC OBJECTIVE 2 Stabilize biodiversity in target areas	1. Current levels of tree, mammal and bird species inventoried by target area.	3.1 (1992)	NA	3.1	4.8	5.0*	8.5	10	10	
	2. % of target areas where current surface areas maintained.	40 (1986)	60		74/ 5	64*	90/8	100/10	100/10	
	3. Levels of Surveillance	5 (1993)				5*	7	9	10	
	4. Increase in % of local men and women deriving benefits from activities related to protected area management	TBD			TBD	TBD	TBD			
DATA SOURCES: 1. Field stations, periodic inventories, National Biodiversity Data Bank, other records 2. protected area records 3. project surveys with assistance from LTC/MISR study										
* These are actuals										

Assessment of Program Impact - Strategic Objective 2

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED PERFORMANCE LEVELS				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
<p>PROGRAM OUTCOME 1</p> <p>Improved policy and institutional framework that promotes sustainable natural resource use.</p>	<p>1. NEAP:</p> <p>(1) completed & endorsed by GOU</p> <p>(2) implementation plan approved</p> <p>2. Upgraded legal status of targeted parks & reserves</p> <p>(1) Bwindi, Rwenzori & Mgahinga forest made national parks</p> <p>(2) Kibale, Semiliki & Mt. Elgon raised to forest park status</p> <p>(3) Mgahinga, Bwindi & Rwenzori made world heritage sites</p> <p>3. Policies for local retention of park/reserve user fees for recurrent costs & local people</p> <p>(1) policy developed</p> <p>(2) policy enacted</p> <p>(3) policy institutionalized in 10 target areas</p> <p>DATA SOURCES:</p> <p>1. Project records, GOU gazette</p> <p>2. GOU gazette, GOU gazette, UNESCO</p> <p>3. GOU gazette, project records</p>			completed	completed		expected	expected		
<p>* These are actuals</p>						completed			expected	

Assessment of Program Impact - Strategic Objective 2

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED PERFORMANCE LEVELS				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
PROGRAM OUTCOME 2 Increased ecotourism through private organizations, especially at the local level	1. Number of tourist visits increases in target sites	10,800 (1986)	14,000	22,000	40,000	80,000*	85,000	95,000	105,000	
	2. Annual revenue from park/reserve user fees increased (million US\$)	66.3 (1991)	66.3	210	400	700*	800	900	1000	
	3. Number of officially organized local groups providing tourist services increases.	0	1	1	4	4*	5	7	9	
<p>DATA SOURCES:</p> <p>1. MTWA, UNP, Forest Dept. and records for 10 target parks/reserves</p> <p>2. MTWA, UNP, Forest Dept. and records from 10 target parks/reserves</p> <p>3. MTWA, UNP, Forest Dept. project surveys</p>										
* These are actuals										

Assessment of Program Impact - Strategic Objective 2

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED PERFORMANCE LEVELS				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
PROGRAM OUTCOME 3 Strengthened incentives for local participation in management of protected areas & their buffer zones	1. Increase in number of male and female farmers adopting agricultural/natural resource practices extended/promoted by project activities	TBD	0	TBD	TBD	TBD	TBD	TBD	TBD	
	2. Increase in number men and women from buffer zones employed by parks & reserves	0 (1989)	400	500	630 ¹	4,000 ¹	6,000	10,000	12,000	
	3. Increase in number of target areas where local communities participate in development of management plans	0	0	0	5	2	5*	10	10	
	SOURCES:									
	1. Project NGO records									
	2. Project NGO records									
	3. Project records									
These are actuals										

¹ Includes only Government employment. Private sector employment figures not yet available.

35

Assessment of Program Impact - Strategic Objective 2

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED PERFORMANCE LEVELS				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
PROGRAM OUTCOME 4 Established base for improved management of protected areas.	1. Increase in the % of park/reserve staff and managers participating in project related training and workshops on an annual basis	0 (1989)	10	15	25	40	40	50	60	
	2. Increase number of kms of improved road infrastructure	0 (1989)	50	120	130	200	225	250	275	
	3. Decrease number of target parks/reserves offering community conservation education programs	2 (1988)	2	3	7	7	9	10	10	
	4. Increase headquarters, lodging & other support infrastructure in target parks/reserves	0 (1989)	3	4	4	7	9	10	10	
	5. Park Accounting Systems established	0	0	0	0	4	6	10	10	
SOURCES:										
1. Project records and GOU										
2. Project records and GOU										
3. Park/reserve records										
4. Project records										
5. Project records and GOU										

* These are actuals

36

**STRATEGIC OBJECTIVE No. 3: Improve the Quality and Efficiency
of Basic Education**

Previous impact reports described Uganda's shattered education system. This year some key impact indicators began to register improvement. For the first time, schools were given a budget for textbooks and allowed to select the books they wanted. The resulting purchase of over 700,000 books is an important step towards achieving Program Outcome 3.1. A national census of primary schools deleted over 9,000 teachers from the payroll, resulting in savings of over \$300,000 per month and an increase in qualified teachers (Program Outcome 3.2). The census has been used to set staff ceilings at 8,443 primary schools, effectively re-establishing control over the posting and payment of teachers. Teachers' salaries have continued to rise toward a living wage. These improvements have a direct impact on over two million school children and 70,000 teachers.

Our impact Indicators do not capture the growth in management capacity and confidence evident in the behavior of Ugandan educators. USAID's support has enabled many educators to practice their profession for the first time in years. Renewal can be seen in small day-to-day changes: once complacent officers are now enthusiastic; people are more willing to question authority; tasks are followed through to completion.

New data generated by the education reform program allowed USAID to recalculate API baseline indices. The adjustments show that the education system's performance and efficiency were worse than previously reported. Better information also allowed us to revise the Indicator for Program Outcome 3.1 to measure textbook availability by grade. Performance objectives have been adjusted accordingly.

The excitement generated by the primary education reform program is accelerating the pace and breadth of change in the education sector. Impact, however, has not yet reached the classroom. The in-service teacher training program, the activity that will take the reform into the classroom, has been delayed nine months from the pre-implementation estimate in order to recruit, appoint, post and train 260 new Teacher Tutors, a process that is on-going. Progress in achieving the SO's key API impact Indicator - improving student achievement - is dependent upon positive changes at the classroom level.

**Program Outcome 3.1: Increased Number of Students Using
Relevant Educational Materials**

This Program Outcome addresses the dearth of textbooks and supplementary learning materials in the classroom. During the last reporting period the GOU liberalized procurement procedures by allowing competition among private publishers and delegating

book selection decisions to the school level. This year the new system performed well. The GOU allocated \$2.75 million directly to primary schools and executed contracts with eight publishers for over 700,000 core textbooks. The books will be distributed during the 1995 school year.

Our growing understanding of the textbook sub-sector enabled us to restate the indicator in Program Outcome 3.1 in a more useful, comprehensive manner. Instead of targeting a simple ratio of one set of core texts for every three pupils we are now able to measure book availability by grade and subject. This deeper analysis has resulted in positive policy changes that will help to direct resources to areas of need.

Program Outcome 3.2: Increased Number of Effective Teachers

This Program Outcome will be achieved through policy reforms to improve teachers' terms of service and through project-supported teacher training. The number of untrained teachers decreased during the reporting period as a result of policy actions to remove surplus unqualified teachers from the payroll. All untrained teachers in the country were given a competency test to identify those who are trainable. Those who failed the test are being laid off. The GOU also has instituted ceilings on the number of teachers that a school may employ. These management improvements are essential pre-requisites to continued improvement in teachers' salaries and better school management.

Teachers' salaries increased by 24% in nominal terms and 17% in real terms, moving more than halfway towards the stated "living wage." The lowest-paid teacher receives \$44 per month (up from \$8 in 1992). Although still pitifully low, the real wage increases over the last two years appear to be attracting teachers to the profession.

In-service training programs have been designed, materials produced, and Tutors are being trained. The GOU created 260 new tutor positions at Primary Teachers Colleges to implement the new training program. Creating so many new positions during a period of severe government downsizing is one demonstration of the GOU's commitment to increasing the number of effective teachers.

Program Outcome 3.3: Increased Girls' Persistence

The consensus within the educational community in Uganda is that the only way to effectively address girls' persistence is by sensitizing parents and communities to the importance of education in general, and educating girls in particular. An experimental program to grant funds directly to schools to encourage girls' education disbursed \$300,000 in small grants to 100 schools. It is too early to assess the impact of this program. School-based activities have been planned but not

implemented. Launching training and mobilization programs for teachers and communities around the theme of educating girls will be an important focus during the up-coming reporting period.

Assessment of Program Impact - Strategic Objective 3

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
			1991	1992	ACTUAL 1993	EXPECTED 1994	1995	1996	1997	
<p>STRATEGIC OBJECTIVE 3</p> <p>Improve the quality and efficiency of basic education</p>	<p>1. Increase in the percent of pupils who pass grades 1-7</p> <p>2. Decrease in the number of years of school provided per primary school graduate.</p> <p><u>DATA SOURCES:</u></p> <p>1. MOES Planning and Statistical Unit 2. Uganda National Examinations Board</p>	<p>Pass rates:</p> <p>P1:55% P2:72% P3:65% P4:66% P5:65% P6:63% P7:72% (1990)</p> <p>32 yrs. per graduate (1990)</p>	<p>NA</p> <p>N.A.</p>	<p>NA</p> <p>N.A.</p>	<p>56% 78% 68% 66% 64% 63% 68%</p> <p>28ys. per graduate.</p>	<p>56% 78% 68% 66% 64% 63% 68%</p> <p>28 yrs. per graduate</p>	<p>58% 78% 68% 66% 65% 65% 70%</p> <p>26 yrs. per graduate</p>	<p>60% 80% 70% 70% 67% 65% 72%</p> <p>22 yrs. per graduate</p>	<p>65% 80% 72% 74% 70% 65% 75%</p> <p>20 yrs. per graduate</p>	<p>MOES raises teachers salaries to a living wage.</p> <p>World Bank Education Sector Credit is approved.</p>
<p>Program Outcome 3.1</p> <p>Increased number of students using relevant educational materials.</p>	<p>1. The ratio of books to pupils will increase to one set of four core books for every three pupils.</p> <p><u>DATA SOURCES:</u></p> <p>1. MOES Project Implementation Unit 2. School surveys</p>	<p>P1: 1:6 P2: 1:5 P3: 1:4 P4: 1:3 P5: 1:2 P6: 1:2 P7: 1:1</p> <p>(1990)</p>	<p>P1: 1:6 P2: 1:5 P3: 1:4 P4: 1:3 P5: 1:2 P6: 1:2 P7: 1:1</p>	<p>P1: 1:6 P2: 1:5 P3: 1:4 P4: 1:3 P5: 1:2 P6: 1:2 P7: 1:1</p>	<p>P1: 1:6 P2: 1:5 P3: 1:4 P4: 1:3 P5: 1:2 P6: 1:2 P7: 1:1</p>	<p>P1: 1:6 P2: 1:5 P3: 1:4 P4: 1:3 P5: 1:1 P6: 1:1 P7: 1:1</p>	<p>P1: 1:4 P2: 1:4 P3: 1:2 P4: 1:2 P5: 1:1 P6: 1:1 P7: 1:1</p>	<p>P1: 1:3 P2: 1:3 P3: 1:1 P4: 1:1 P5: 1:1 P6: 1:1 P7: 1:1</p>	<p>MFEP budgets funds for the purchase of textbooks.</p>	

01/

GOALS/OBJECTIVES/ OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCE	BASE LINE	ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
Program Outcome 3.2 Increased number of effective teachers.	<p>1. Increase in the number of teachers receiving non-credit in-service training</p> <p>2. Increase in the percent of primary school teachers who hold a Grade III or a Grade V qualification.</p> <p><u>DATA SOURCES:</u> MOES Planning Unit 1994 Headcount</p>	<p>800 (1992)</p> <p>49% (1990)</p>	<p>800</p> <p>49%</p>	<p>800</p> <p>49%</p>	<p>650</p> <p>51%</p>	<p>900</p> <p>53%</p>	<p>5000</p> <p>60%</p>	<p>9000</p> <p>60%</p>	<p>9000</p> <p>65%</p>	TDMS program is successfully implemented.
Program Outcome 3.3 Increased girls' persistence.	<p>1. The percent of girls enrolled in P3, P5, and P7 as a percentage of girls who start school.</p> <p><u>DATA SOURCES:</u> MOES Planning Unit, School Censuses 1. 1990 School Census</p>	<p>P3:66%¹</p> <p>P5:43%</p> <p>P7:24% (1990)</p>	<p>N.A.</p> <p>N.A.</p> <p>N.A.</p>	<p>67%</p> <p>N.A.</p> <p>28%</p>	<p>N.A.</p> <p>N.A.</p> <p>N.A.</p>	<p>69%</p> <p>44%</p> <p>28%</p>	<p>70%</p> <p>45%</p> <p>28%</p>	<p>70%</p> <p>47%</p> <p>30%</p>	<p>75%</p> <p>50%</p> <p>30%</p>	

STRATEGIC OBJECTIVE 4: Stabilize the Health Status of Ugandans¹

For the first time, as yet unpublished data indicate that the HIV infection in Uganda may be leveling off. In addition, there are definite indications that contraceptive prevalence is increasing substantially. Nonetheless, largely due to AIDS and its effects on adult and infant deaths, Uganda has the lowest life expectancy in the world², and fertility remains far too high.

SO Indicator 1: Total Fertility Rate is Reduced to 6.9 in Intervention Areas

A Demographic and Health Survey (DHS) conducted in 1988/89 estimated Uganda's Total Fertility Rate (TFR) to be very high at 7.4 and contraceptive prevalence among married women to be very low at 2.5% for modern methods. This DHS remains the most commonly quoted source of information on fertility and contraceptive prevalence in Uganda, but this information cannot be updated every year and is now obviously outdated. The U.S. Census Bureau estimates that fertility has already declined to 6.8³, a figure which is still quite high and which needs to be verified in the next DHS to be conducted July/August 1995. (This DHS was scheduled for 1994, but was delayed by conflicts, now resolved, with other survey work conducted by the GOU's Department of Statistics.)

Several successful USAID activities, evaluated over the past year, may have contributed to a decline in fertility. One hundred sixty-four midwives, including personnel trained under DISH's predecessor project, Expanded Family Health Services (EFHS) and 'untrained' controls, were surveyed at 103 health facilities (public and private) in 10 districts. Results

¹ USAID/Uganda's health and population program focuses on high fertility and high incidence of HIV infection as fundamental constraints to development. Our new Delivery of Improved Services for Health (DISH) Project, which will be our principal health-sector activity for the next several years, is intended to increase contraceptive prevalence and reduce the transmission of HIV through the sustainable provision of family-planning and maternal-health services; services related to sexually transmitted diseases (STDs); HIV testing and counseling; contraceptive social marketing; and related information, education and communication activities.

A contract for DISH was signed in April 1994, most long-term advisors had arrived by September, and the remainder of 1994 was spent in basic implementation-planning tasks. No services were rendered under the project in 1994. (Approximately 20 months - from February 1993 to September 1994 - were required to design, contract and begin to implement this project, which, due to two early resignations, still does not have a full complement of long-term staff.)

² Average life expectancy at birth is now estimated at 37 (down from 48 in the mid-1980s) and may drop to 31.5 by 2010, with correspondingly adverse changes in dependency ratios.

³ A considerable portion of this estimated decline is due to lowered life expectancy due to AIDS.

indicated substantial differences in knowledge and skills between trainees and controls, which varied with the level of training received. Facilities with trained staff had an average increase of 300% in new family-planning acceptors per month (from 103 to 412) following the training.

One hundred and thirty six trained nursing aides were surveyed with similar findings. Service statistics at the facilities with trained nursing aides showed that, on average, new family planning clients nearly doubled after training, from 236 per month to 435.

An evaluation of 51 graduates of an EFHS-supported program to enhance midwives' skills in pre-natal care and conducting safe deliveries noted substantially improved performance on the part of nearly all midwives trained. The evaluation, based on interviews and client-record reviews, also noted that the project trained substantially more midwives than planned and had continued to function well in the year since the departure of the resident advisor. However, frequent staff changes precluded successful institutionalization of the program in nursing schools, and it was not possible to observe trainees actually delivering babies.

The contraceptive social marketing project, SOMARC, assessed the distribution of Protector condoms and Pilplan oral contraceptives in 312 retail outlets of various types. Although contraceptive sales have increased substantially over the past year, retail distribution has been primarily through pharmacies, to the neglect of other potential outlets such as general-merchandise shops. Alternate distribution mechanisms are under active investigation. Intensified social marketing efforts are a major component of DISH.

An evaluation of family-planning communications activities indicated some success as a "first-try" effort to initiate a serious program, but recommended that fewer, more intensive activities with a more focused, marketing-communication approach be undertaken in the future. This is being done under DISH, which will focus on publicizing and promoting service sites and on removing perceived obstacles to service utilization among the considerable portion of the population which desires to use family planning but doesn't.

**SO Indicator 2: Reduced HIV Prevalence in Intervention
 Areas⁴**

⁴ Under the AIDS Prevention and Control Project (APCP), USAID/Uganda supports AIDS education and prevention activities of six indigenous NGOs and the National Resistance Army, including the provision of HIV testing and counseling, prevention counseling/social support for HIV-positive persons, and community education to change sexual behavior. (APCP ends in January 1996, and the Mission plans to

USAID has selected six sites from which to report prevalence data in the API: three MOH prenatal clinics (pregnant women only) in Kampala, Jinja and Mbarara and three AIC branches (anonymous HIV testing and counseling for men and women⁵) in these same cities.

As noted above, recent, and as yet unpublished, data from the MOH and the USAID-supported AIDS Information Center (AIC) indicate that decreases⁶ in HIV prevalence, observed at the surveillance sites between 1992 and 1993, have continued in 1994. Similar decreases were previously reported among AIC clients between 1992 and 1993. Between 1993 and 1994, however, rates among AIC clients stayed about the same, except for Kampala where rates increased. (See the Tables.) This increase is due primarily to the extension of AIC services in 1994 to a high-prevalence slum (Kisenyi); rates elsewhere in Kampala were only slightly increased over 1993 levels. However, AIC clients are not randomly selected. The fact that they want to be tested may mean that they are at a higher risk of HIV infection than the general population, and prevalence among AIC clients may exceed prevalence in the general urban population. Rural rates are almost certainly substantially lower.

Although it is extremely difficult to establish clearly the causes of this apparent decline or leveling off in HIV prevalence, it may be related to increased condom use and fewer casual partners associated with education and counseling (or perhaps to the avoidance of pregnancy among women who know that they are HIV-positive). USAID has supported some of Uganda's most innovative and successful condom-promotion and AIDS education and counseling programs during this period, and these programs have been implemented in the areas covered by the reporting facilities.

Program Outcome 4.1: Increased use of Modern FP in Intervention Communities

integrate future AIDS activities more fully into DISH rather than continue with a vertical AIDS project.) USAID also provides PL-480 local currency to the Ministry of Health (MOH) AIDS and STD Control Program for community-level AIDS education and communication programs.

⁵ Demand for HIV testing and counseling in Uganda remains high, and 64,930 clients received this service from the AIC in 1994. Forty-seven percent were women, up from 34% in 1990. Although slightly over 200,000 people have been tested and counselled at the AIC since its founding in 1990, this probably represents only a small percentage of the sexually active population who could profit from testing and counselling.

⁶ Based on the most recent MOH data available at the time, which eventually proved to be incomplete, we reported an apparent increase in prevalence at sentinel sites from 1992 to 1993 in last year's API.

As noted in the 1993 API, a good start has been made in training and equipping family-planning service providers under the EFHS project. These activities remain to be expanded in ten districts under DISH and integrated with other activities related to AIDS, other STDs and maternal health.

As noted above, the 1989 DHS estimated contraceptive prevalence at 2.5%, one of the lowest rates in the world. Prevalence has probably increased since then, and one study by the National Population Secretariat estimated prevalence in eight districts assisted by UNFPA at 8.7%. However, changes in national contraceptive prevalence will remain largely conjectural until completion of the 1995 DHS, which will provide both national data and baseline information on DISH districts.

Contraceptive sales under SOMARC's contraceptive social marketing program have continued to increase dramatically. Since oral contraceptives were added to the project in July 1993, sales have increased to 240,000 cycles sold in 1994. Under SOMARC's "Market Midwives Project," 27 members of the Uganda Private Midwives Association sell orals and condoms at stalls in 52 market places in nine districts. Through December 1994, these midwives had introduced orals to almost 9,000 new clients and sold nearly 80,000 condoms since the program began in December 1993. (See also 4.2 below for comments on condom sales.)

A centrally funded CARE project has expanded family planning services in three (non-DISH) districts. One hundred and ten clinic staff and 70 community based distribution (CBD) agents have been trained, and all contraceptive methods are offered. Long-term and permanent methods have been accepted at increasing rates. Approximately 4,000 new acceptors were seen by CBD agents or at clinic sites in the project area during 1994, and provided 5,000 couple years of protection (CYP). These rates are essentially unchanged from 1993, but indicate steady progress in recruiting new acceptors.

The AIC branch at Kisenyi (Indicator 2 above) began to offer integrated AIDS, FP, and STD services in late 1993. Approximately 29% of the 7,659 clients who received HIV testing and counseling in 1994 received FP counseling and contraceptives as well; 608 were treated for STDs.

Couple years of protection from long-term and permanent family planning methods approximately doubled in 1994 compared to 1993. USAID support for voluntary surgical contraception through AVSC, initiated under EFHS, will continue under DISH.

Program Outcome 4.2: Increased Condom Use

Sales of SOMARC's Protector condoms in 1994 totaled 4.043 million, almost double the number sold in 1993 (which was nearly double the number sold in 1992). The increase is attributed to

several factors, including improved management oversight with the arrival of a SOMARC regional representative in Nairobi in early 1994 and a DISH-funded, in-country advisor in September. In addition, NGOs participating in the USAID's APCP project have sold over 1.25 million condoms - a significant shift in strategy from the previous year when these organizations distributed 2.6 million condoms for free and sold very few. Access to advertising also improved in 1994 with the opening of two commercial radio stations in Kampala, which have regularly run SOMARC ads for Protector and Pilplan. (One of these stations plans to initiate national coverage in 1995.) One of these stations broadcasts a popular weekly call-in medical program, which often focuses on AIDS, STDs and family planning and which is sponsored by Protector. Although condoms still cannot be advertised in government media and still cannot be considered popular, they nonetheless continue to become less controversial.

In addition to the greatly improved condom sales, an additional 13.5 million condoms were imported by USAID in 1994 for free distribution by the MOH and others.

The number of condoms distributed at no cost by USAID-supported NGOs has increased dramatically, to over 5 million in 1994, more than twice the number in 1993. Many of these groups encountered initial resistance to condom promotion, but this has diminished significantly, permitting more vigorous condom-promotion activities. "Ever-use" (Z) of condoms among beneficiaries surveyed in communities served by USAID's community-education project with the Islamic Medical Association of Uganda in two districts increased from 6% to 15% over two years. In a similar project with the Church of Uganda in two districts "ever use" increased from 4.5% to 10% of beneficiaries surveyed. A study in Rakai district estimates that "ever use" increased from 9% of those contacted by a peer educator to 32% over 13 months. Among HIV-positive clients of The AIDS Support Organization (TASO), consistent use went from 15% to 35% after intensive counseling and supportive care. Among members of the AIC's "Post Test Club," use with steady partners on their last sexual encounter increased over six months from 70% to 94% for HIV-positive people and from 51% to 66% for HIV-negative individuals. In all of these studies, project beneficiaries appear especially prone to use condoms in high risk sexual encounters.

Program Outcome 4.3: Increased Correct STD Diagnosis and Treatment in Intervention Communities

Given the state of Uganda's Health Information System (HIS) and the recent start-up of DISH, reliable statistics on STD diagnosis and treatment are not available. However, most health workers are unskilled in STD diagnosis and treatment, and requisite diagnostic facilities and drugs are scarce. The HIS is currently being revamped by the MOH, and DISH will work within that system

to improve and track STD diagnosis and treatment in the 10 project districts. The Demographic Health Survey will also provide baseline estimates of STD prevalence.

The 2,190 HIV testing and counseling clients at the AIC's Kisenyi clinic also received family planning counseling and contraceptives in 1994. Of that number, 504 (23% chose two methods, a contraceptive plus condoms to protect against STD/HIV. Slightly over 600 of those screened for HIV were also diagnosed with STDs during 1994; 60% were women. Although this pilot program was initially hampered by an irregular supply of drugs, management problems (now solved) at the AIC generally, a nurse with poor clinical and counselling skills, and reliance on a part-time physician for diagnosis and treatment, these problems have now largely been dealt with and services at Kisenyi have improved.

At another AIC site in Jinja, plans are well advanced for routine syphilis testing and counseling to augment ongoing HIV testing and counseling services.

In December 1993, USAID assigned an STD advisor to assist the MOH's STD Unit to help formulate and implement STD policies and programs. This advisor also works closely with the management of the World Bank's new (July 1994), \$75 million Sexually Transmitted Infections (STI) Project and serves on the Project's Steering Committee and Technical Committee. This close collaboration between STI and USAID has secured \$633,000 in STI funds to purchase lab equipment and supplies for DISH districts and has been instrumental in USAID's current plans for major reductions in condom supplies to Uganda starting next year.

Program Outcome 4.4: Reduction in Casual Sexual Partners in Intervention Communities

As previously reported, USAID projects have begun to document decreases in the rates of persons reporting casual sexual partners. In a study carried out in 1993 at the AIDS Information Center, rates of casual partners declined from 7% to 2.6%. Among TASO clients, clients reporting two or more partners declined from 23% to 3% after counseling. More recently, members of the AIC's Post Test Club reporting casual partners declined from 3% to 1.7%.

While data and case studies from interventions involving HIV testing and counselling are encouraging, preliminary data from USAID's community-education projects are, with one interesting exception, less conclusive. Muslims served by the Islamic Medical Association's project reported casual partners decreased from 13% at baseline to 5% approximately 18 months later. However, persons reporting two or more partners 13 months after baseline in a similar project conducted by the Rakai AIDS

Information Network in selected areas of one district declined only slightly (from 17% to 15%), and people reporting two or more partners in the Church of Uganda project declined from 15% to 12% over approximately 18 months.

While some of these declines are slight and the consistency of the trend is reassuring, it appears that our community education activities may be more effective in promoting condom use than in discouraging multiple partners⁷. However, in most of these studies, the length of time between baseline and follow up was less than two years, and changing sexual behavior in a short time is difficult. In addition, anecdotal and AIC data suggest that social norms are changing to discourage casual and multiple partners.

⁷ While these declines are less than hoped for (if they are real at all), there has been an unanticipated bright side to these results. Since condom utilization has gone up in all project areas, it has been possible to argue to religious leaders and others that condom use does not increase casual sex.

Assessment of Program Impact - Strategic Objective No. 4

ALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
STRATEGIC OBJECTIVE 4 Stabilize health status of Ugandans RESPONSIBILITY: General Development Office (DO)	1. Total fertility rate reduced to 6.9 in intervention areas. 2. Reduced HIV prevalence in intervention areas DATA SOURCES: 1. Demographic and Health Surveys (DHS) 2. Sentinel surveillance (SS) system (ante-natal clients only) and AIDS Information Center (AIC). (a= Kampala, b=Jinja, c= Mbarara.)	1. 7.4 (1988) 2. 25% (a) 24.9% (b) 21.6% (c) (SS, 1989) 23% males (a) 35% female(a) (AIC, 1990)	NA 27.8% 22.0% 24.5% 21% m (a) 34% f (a) 16% m (b) 30% f (b) no data (c)	NA 29.5% 19.9% 30.2% 21% m (a) 35% f (a) 18% m (b) 31% f (b) 25% m (c) 34% f (c)	NA 26.6% ⁸ 16.7% 18.1% 14% m (a) 26% f (a) 15% m (b) 29% f (b) 15% m (c) 32% f (c)	NA ⁹ 21.8% 16.3% 17.3% 18% 30% 15% 28% 16% 29%	6.8 ¹⁰ NA ¹¹ NA NA NA NA NA	NA ¹² NA NA NA NA NA NA	No major deterioration in other health indicators	

⁸Last year higher figures were reported based on preliminary data from the MOH. The final report gave significantly revised numbers that are now included here as corrected data for 1993, showing a slight decline in rates. As noted in the text, this decline has continued in 1994.

⁹Last year's API projected a TFR of 7.2 for 1994, based on the expectation that a DHS would be conducted. The DHS, however, has been delayed until 1995.

¹⁰U.S. Census Bureau estimate.

¹¹As stated in the 1993 API, Annex A, projections will not be made for HIV prevalence.

¹²As stated in the 1993 API, there will be no measurement of this data in 1996 or 1997; therefore, no projections will be made.

OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
<p><u>Program Outcome 4.1</u></p> <p>Increase use of modern family planning in intervention communities.</p> <p>RESPONSIBILITY: GDO</p>	<p>1. Contraceptive prevalence rate; (modern methods)</p> <p>2. Couple years of protection distributed</p> <p>DATA SOURCES:</p> <p>1. Demographic and Health Surveys</p> <p>2. DISH MIS</p> <p>SOMARC data (S)</p> <p>AVSC data</p>	<p>1. 2.5% (1988)</p> <p>2. DISH: none</p> <p>S: see 1991</p> <p>AVSC: see 1992</p>	<p>NA</p> <p>NA</p> <p>1,987</p> <p>unkn</p>	<p>NA</p> <p>NA</p> <p>8,473</p> <p>17,375</p>	<p>NA¹³</p> <p>NA</p> <p>20,729¹⁴</p> <p>21,763</p>	<p>NA</p> <p>NA</p> <p>42,995¹⁵</p> <p>48,720¹⁶</p>	<p>8.7%¹⁷</p> <p>59,200</p> <p>60,900</p>	<p>NA¹⁸</p> <p>71,040</p> <p>76,125</p>	<p>NA</p> <p>85,248</p> <p>95,156</p>	<p>Significant portion of CPR is accounted for by longer-acting methods</p>

¹³The 1993 API projected a CPR of 8 percent, based on the expectation that a DHS would be conducted. The DHS has been delayed until 1995.

¹⁴This figure has been revised from last year's API, based on corrected and more complete data.

¹⁵Condom sales in the social marketing program doubled 1993 totals and orals have been added and are selling well. Projections for future years have been revised upward accordingly.

¹⁶Expanded voluntary surgical contraceptive activities, and the addition of Norplant, have resulted in a large increase in CYPs. Projections for future years have been revised accordingly.

¹⁷FPAU survey in eight non-DISH districts.

¹⁸Ibid, note 5.

Assessment of Program Impact - Strategic Objective No. 4

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
<p><u>Program Outcome 4.2</u></p> <p>Increased condom use in intervention communities</p> <p>RESPONSIBILITY: GDO</p>	<p>1. Condom distribution data (000s)</p> <p>2. Consistency of use, especially in high-risk situations</p> <p>DATA SOURCES:</p> <p>1. AIDS NGO grantees' records¹⁹</p> <p>SOMARC sales figures (S)²⁰</p> <p>DISH management-information system (MIS)²¹</p> <p>2. AIC data; case studies in intervention communities.²²</p>	<p>1. NGOs: unkn</p> <p>S: see 1991</p> <p>DISH: NA</p> <p>2. unkn</p>	<p>unkn</p> <p>298</p> <p>unkn</p>	<p>> 1,000</p> <p>1,271</p> <p>unkn</p>	<p>2,600²³</p> <p>2,109²⁴</p> <p>NA</p>	<p>5,425</p> <p>4,043</p>	<p>3,438²⁵</p> <p>6,000²⁶</p>	<p>2,200</p> <p>7,200</p>	<p>1,000</p> <p>8,640</p>	<p>Condoms are used correctly.</p> <p>Condom supply keeps pace with demand</p>

¹⁹Includes only condoms given away free of charge; Protector condoms sold by NGOs are reported in the SOMARC totals.

²⁰Includes Protector condoms sold by NGOs/subgrantees.

²¹To be developed under DISH project, authorized 8/31/93.

²²See API narrative, Program Outcome 4.2 for information on this indicator.

²³Figure revised from 1993 API based on corrected and more complete data received.

²⁴Ibid., note 16.

²⁵Condoms for distribution without charge will be provided in decreasing numbers as social marketing sales increase proportionately.

²⁶Projections for social marketing sales have been revised upward since 1993 API based on increased sales.

Assessment of Program Impact - Strategic Objective No. 4

GOALS/OBJECTIVES/OUTCOMES	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
<p><u>Program Outcome 4.3</u></p> <p>Increased correct STD diagnosis and treatment, by sex, in intervention communities</p> <p>RESPONSIBILITY: GDO</p>	<p>1. Number of cases diagnosed and treated by NGOs and DISH districts.²⁷</p> <p>2. Performance assessment reports from NGO grantees and DISH-district supervisors.²⁸</p> <p>DATA SOURCES:</p> <p>1. NGO records; DISH MIS system²⁹</p> <p>2. DISH supervisory system³⁰; reports from USAID AIDS and STD advisors.</p>	<p>1. None</p> <p>2. None</p>	NA	NA	NA	608 ³¹	NA	NA	NA	<p>Drug therapy is effective; client compliance is high.</p> <p>STDs are major cofactors in HIV transmission</p>

²⁷ No NGO STD activity to date; DISH Project not yet operational.

²⁸ AIC will begin treating STDs on a pilot basis at one site in Kampala in November 1993. DISH MIS and supervisory system will not be operational until CY 1995.

²⁹ Ibid., note 21.

³⁰ Ibid., note 20.

³¹Reported cases from Kisenyi clinic only.

GOALS/OBJECTIVES/OUTCOME	PERFORMANCE INDICATORS & DATA SOURCES	BASELINE	ACTUAL			EXPECTED				CRITICAL ASSUMPTIONS
			1991	1992	1993	1994	1995	1996	1997	
<p>Program Outcome 4.4</p> <p>Reduced number of persons with casual sexual partners in intervention communities</p> <p>RESPONSIBILITY: GDO</p>	<p>1. Case studies in intervention communities.</p> <p>2. Percent of counseled clients reporting 'non-steady' partners</p> <p>DATA SOURCES:</p> <p>a. AIC studies (Kampala)</p> <p>b. Post Test Club</p> <p>c. Islamic Medical Assoc.</p> <p>d. CHUSA</p> <p>e. Rakai AIDS Info. Net.</p>	<p>1. None</p> <p>2.a. 7%³²</p> <p>b. 3%³³</p> <p>c. 13%³⁴</p> <p>d. 15%³⁵</p> <p>e. 17%³⁶</p>	<p>1.NA</p> <p>2.NA</p>	<p>2a7%</p>	<p>2a2.6%</p>	<p>1.None³⁷</p> <p>2a. NA</p> <p>b. 1.7%</p> <p>c. 5%</p> <p>d. 12%</p> <p>e. 15%</p>	<p>2%</p>	<p>2%</p>	<p>2%</p>	<p>None</p>

³²Data collected in 1992

³³Data collected in 1993.

³⁴Ibid , note 25.

³⁵Ibid, note 25.

³⁶Ibid, note 26.

³⁷See API narrative, Program Outcomes 4.2 and 4.4 for information on this indicator.

SECTION IV

OTHER PROGRESS IN PRIORITY AREAS

GENDER ISSUES AND PROGRAMS

Program Integration

USAID has taken an integrated approach to gender issues in the Uganda program. That is, all projects have been analyzed with the view to determining how the Mission can maximize both women's participation in and the benefits they derive from the project. The individual sections of the API give detailed explanations on each sector but it is worth noting several of the successes the Mission has achieved.

Section I demonstrates that the income of rural women has increased significantly and is now approaching that of men. In specialty crops, such as mushrooms, women are doing much better. Perhaps more important than the overall increase in income is the fact that women are now controlling income that they earned and this income is being spent on productive items such as health care and school fees. It has been particularly difficult to desegregate natural resource data but antidotal evidence suggests that women are participating approximately equally with men in the benefits of the activities.

A specific goal of the primary education program is to increase girls' persistence in school. Because the project is only two years old, hard data are not yet available to show success in achieving this goal. However the fact that 100 schools have entered a program designed to increase girls' persistence is highly encouraging. Ugandan women are particularly vulnerable to AIDS, thus the indications that the rate of HIV infection in prenatal women is coming down in Kampala is exceptionally encouraging.

Special Emphasis

In addition to fully integrating women into the Mission's overall program, USAID has undertaken several special initiatives to enhance the role of women. Because of the democratization process that Uganda is going through, we have placed special emphasis on the role of women in politics. In that sphere over the past twelve months we have achieved some notable successes in assisting womens' organizations to become more effective in the political realm. The most important of these are listed below.

NOCEM

The is an umbrella organization created to perform civic education and election monitoring. Four womens' organizations are members and have played a major role in the management of NOCEM. The Chairperson of NOCEM is a woman.

FIDA

FIDA is the women lawyers' organization which has approximately 70 members. They are engaging in a number of activities, several of which are funded by USAID. A particular emphasis of FIDA, as well as USAID, has been protection of women and children against sex crimes and abuses.

To this end USAID sponsored 3 women lawyers in getting Masters in Law with a specialty in family and sex abuse laws. These attorneys have just returned from the US and have begun working with the Ministry of Justice and FIDA in developing an action program to prevent the crimes and abuses and to prosecute when violations occur.

WOMENS CAD CAUCUS

USAID encouraged the women delegates to the Constituent Assembly, which is considering a new constitution, to form a caucus to represent more effectively their constituents. They have done so and all 51 women delegates are members. Some locally arranged training and seminars with about 1/4 of the women has been done. A major seminar is planned for late April to assist the women in becoming more effective parliamentarians.

CAD SEMINARS SPONSORED BY WOMEN CADS

Of the 21 seminars held to date eight have been sponsored by womens' organizations. Of the total estimated attendance of 5,000 approximately 3,000 have been women.

Measurement

There are significant difficulties in enhancing the participation of women in Ugandan society. The most immediately apparent has been to measure that participation. Developing hard data on Uganda is a difficult and expensive proposition. Desegregating that data by gender has proved especially difficult. We discussed this difficulty at length with the Participation of Women in Economic Reform (POWER) team during their recent consultation in Uganda. The Mission and the POWER team recognized the difficulty of rigorously measuring progress which is visually evident on an antidotal basis and agreed to work together on developing simple cost-effective methods of measurements.

PL 480 TITLE II VEGETABLE OIL MONETIZATION PROGRAM

Uganda suffered a sharp decline in food production during the years of political and social unrest. Production of many food commodities, including vegetable oil, is still insufficient to meet local demand. A report done by Appropriate Technologies International (ATI) in 1994 indicated that consumption of edible oils and fats in Uganda is well below recommended minimum levels and low consumption of fats contributes to high levels of chronic undernutrition and the stunting of 45% of children under five.

The monetization project, the funding mechanism for the local currency component of the Cooperative Agriculture and Agribusiness Support (CAAS) Project, puts additional edible oil on the market for consumers, stimulates the local edible oil market and stabilizes edible oil market prices. Local currency generated from the sales of vegetable oil is used in the form of grants and loans in the agricultural sector to stimulate food production and individuals' income. A significant portion of this has been done through cooperative enterprises.

This program began in FY 1990 and is scheduled to end in FY 1996. Funded at approximately \$24 million for FY 1990-1994, the program is managed for the Mission by Agricultural Cooperative Development International (ACDI). Phase III is envisioned to be supplied with 6,500 MT with an estimated value of \$9.75 million.

The following comments come from the Impact Assessment/Program Evaluation (October 14, 1994): "The present Evaluation corroborates the generally positive findings and impact assessments of the USDA report [9/94 - see below]. In addition, the following review of the particular activities characterized as PL 480 Monetization, also produced generally positive conclusions. The objectives of Phase II have been 1) increasing the production and incomes of small farmers, ... 2) enhancing the effectiveness of agricultural cooperatives ... and 3) promoting cooperative and non-cooperative agribusiness. Strengthening the Cooperative Bank [is] related to goal number two."

These objectives were achieved in FY 1994 through the following activities:

- Promotion of edible oil production and processing: Loans of \$75,000 to two edible oil processing companies for the purchase of sesame and sunflower seed for oil, putting money directly into farmers' pockets, placing more edible food oil on the market and strengthening the edible food oil market.

- Cooperative development fund for loans: \$410,000 went to a cooperative union for coffee purchases; \$200,000 went through the Cooperative Credit Scheme making loans of \$50 - 100 assisted

approximately 1,350 farmers. Both of these activities increased farmers' incomes and capital levels and strengthened markets.

- Non-cooperative loans: \$779,000 was released (in loans ranging from \$2,000 to \$20,000) to 81 companies in various businesses across the country, providing essential capital to capital-starved small-medium sized businesses.

- Discretionary grants: \$308,860 were disbursed in an improved oil seed multiplication project (126 tons of improved oil seed were produced during the period); \$60,000 were disbursed to strengthen the Ugandan Oil Seed Processor's Association. (This group will take over the seed multiplication scheme); \$531,516 went to the Cooperative Bank (244 staff members received training, loans and deposits increased); \$124,702 went to 600 women through the Heifer Project, providing milk and income to their families and villages; \$170,955 went to Volunteers in Overseas Cooperative Assistance (VOCA) in support of 25 short-term technical assistants to small agribusiness in the areas of sunflower seed production, mushroom and chili production and edible oil production.

- Institutional budget support to the Ugandan Cooperative Alliance, the national cooperative coordination and support agency: \$1,268,000 went to the Ugandan Cooperative Alliance to strengthen its staff through training, and to provide cooperative services (training, audits, management planning), operational budget support and matching grants. Training and matching grants account for over two thirds of the total amount.

The USDA Mid-term Evaluation Report on the CAAS Project did not specifically evaluate the Monetization Program; however, as an integral part of the CAAS project, success or failure of that project necessarily reflects on the impact of the PL-480 Monetization Program. The following is taken from the Executive Summary of that Report:

"The evaluation team found the CAAS project has been successful in achieving many of its objectives. Training, financial assistance, matching grants, and audit services have all worked to create a strong, disciplined, and unified cooperative movement. Project activities increased farm household-level income and improved the quality of life for Society members. CAAS policy recommendations were influential in liberalizing GOU agricultural marketing policies. The team found solid evidence that... CAAS activities have directly increased the participation of women as active Society members and their assumption of leadership positions..."

The focus for Phase III of the Monetization Program will be on promoting an increase in local edible oil production and marketing and, the recapitalization of the Cooperative Bank, (in

support of, generally, increased agricultural production, incomes and marketing).

The Mission is proud of the 'independently verified' positive impact the program has had. Mission comments, submitted to BHR/FFP annually on the Title II Monetization Program's Annual Progress Report, have been and continue to be positive and supportive of the program and ACDI's management.

PL 480 TITLE III TALLOW IMPORTATION PROGRAM

We are currently in the last year of the PL 480 Title III tallow import program which began in FY 91. The primary objective of the program is to increase rural incomes through increased production and productivity, by improving private sector access to imports and to improve private sector returns on export earnings. Increased private sector activity, particularly in the agriculture sector, was identified as a necessity for future food security in the original project design. To achieve this objective, program conditionalities have supported the liberalization of the foreign exchange allocation system and the administrative barriers to exports and imports. As the system moves towards being entirely market based and transparent, agricultural producers and exporters are assured of receiving higher returns on their activities which provide incentives for increased production.

This is working. As a result of the complete liberalization of the foreign exchange and retention restrictions, and changes made in import and export procedures, a number of joint ventures have recently begun in such non-traditional agricultural activities as silk production, vanilla and pyrethrum production, floriculture, and fish processing, which have provided income producing opportunities to literally thousands of Ugandans (pyrethrum production involves 2,800 growers at present and vanilla involves more than three thousand private growers). These activities would not have been possible five years ago due to financial and import/export restrictions.

With a stabilized currency, foreign exchange readily available on the open market to purchase imported inputs, and a streamlined and more efficient import and export system, many Asians, foreign companies and external Ugandans have returned to Uganda to rehabilitate or expand old coffee and tea estates or to start other businesses that will increase income producing opportunities in the rural areas.

A secondary objective of the program is to promote the creation of a competitive soap industry with several producers. Through the sale of the Title III tallow to private soap manufacturers, we are promoting the expansion of private enterprise, job

creation, and competition among producers. To achieve this, the imported tallow has been allocated to the smaller and emerging producers on a priority basis.

Since 1990 the number of soap companies operating successfully in Uganda has increased from one to four. A fifth operates intermittently, and a sixth company is currently being renovated. Soap production has increased from 33,284 metric tons per year in 1990, to over an estimated 48,000 metric tons in 1994; an increase of approximately 43 percent. Exports of soap to neighboring countries were zero in 1990 and have grown to approximately 3,000 metric tons per year in 1994. All of the soap manufacturers in Uganda started operations as a direct result of our tallow imports.

The program has created a potential export market for American tallow producers and exporters. With the cooperation of the National Renderers Association, a soap manufacturers' seminar was held in Uganda last year which introduced all of the soap manufacturers in Uganda to a representative of an American tallow manufacturer and a tallow broker. Information was provided to the soap manufacturers on how to purchase American tallow and a list of all American renderers and brokers was provided for future use when this program ends.

In addition, local currency generations are jointly programmed with the GOU to support projects in all four of the Mission's focus areas to support projects related to increased food security. Approximately thirty percent of all generations have been used to support the Government's Rural Feeder Roads Rehabilitation Program which has rehabilitated over 7,500 kilometers of roads throughout the country since its beginning. The remainder of local currency generations have been used to support projects in agriculture, health, small enterprise development, and democracy and governance.

DEMOCRACY AND GOVERNANCE

In the FY 1993 API USAID/Uganda reported that Uganda had made a commitment to become a constitutional democracy and that the beginning stages of that transition had started. In 1995 we can report that a critical first step, the establishment of a sound electoral system, has been successfully completed. On March 28, 1994 in the first free and fair national election in its history Uganda elected a constituent assembly to debate and ratify a national constitution.

More important than the election itself was the way it was conducted. A system has been established which should form the basis of a truly independent national electoral system. Critical components of the system include: 1) registration, 2) equally

applied campaign laws, 3) candidates meetings in which all candidates appear jointly before the voters in local meetings, 4) voter education, 5) a monitoring system in which national and international observers are linked, and 6) independently verified ballot counting.

All of these elements need some explanation.

Registration

This was Uganda's first attempt at voter registration since 1980. Thus it was essentially a totally new experience for the nation. The registration was done at the parish level (US equivalent of the township) and supervised by the District Executive Secretary, the highest ranking civil servant in the District. The understanding of the instructions varied widely and resulted in difficulties in many areas. The Commission for the Constituent Assembly, the organization responsible for conducting the elections, was very quick in responding to these difficulties, normally by sending out teams to assist with registration. In the end 7,181,394 voters, 87% of those eligible, registered. This is a figure that compares favorably with the 1992 US figure of 51%.

Equally Applied Campaign Laws

This is perhaps the most important change in electoral procedures in 1994: the regulations governing campaigning were equally applied to everyone. The most significant advantage enjoyed by senior government officials, ready access to transport, was largely neutralized in the last month of the campaign when the CA Commission ruled that official vehicles could not be used for campaigning. Illustrative of the Commission's effectiveness in conducting the election, they made their ruling stick. They also were successful in confining campaigning to the authorized candidates' meetings and door-to-door campaigning on the part of individual candidates.

Candidates' Meetings

The candidates' meetings were a major success. All candidates were given the opportunity to speak in joint appearances with other candidates. The number of candidate meetings varied with the constituency but 10 to 12 meetings per constituency were typical. Since individual rallies or other public campaign appearances were not allowed, candidates needed to appear in order to be competitive. Each candidate was allowed 20 to 30 minutes to present his or her views. The candidates were then questioned by the voters. The proceedings which were chaired by a "Presiding Officer" were a major success. The candidates stated it substantially reduced the number of personal attacks from other candidates because the attacks had to be made

directly, they could be responded to immediately , and the person making them was likely to be ruled out of order by the Presiding Officer and criticized by the voters. The voters liked them because they got to see and make direct comparisons of candidates, and because they could question the candidates directly. (In judging the pace and commitment of Ugandan democratization it is interesting to note in 1992 then Governor Clinton proposed a similar system for US congressional campaigns, which almost all "good government groups" in the US supported. That particular proposal along with many other campaign reform measures did not make it through the 103th Congress.)

Voter Education

USAID provided funding to the CA Commission, the Ugandan Joint Christian Council (UJCC) and to the National Organization for Civic Education and Election Monitoring (NOCEM) to conduct voter education programs. NOCEM is an umbrella organization composed of twelve Ugandan NGOs with an interest in some area of civic education. UJCC is a joint Catholic-Protestant organization that conducts various types of outreach and education programs. By coordinating their programs, the two organizations had a presence in almost all areas of Uganda. An important ancillary benefit of the program was that utilizing church-related NGOs, especially UJCC, has given the groups a significant political roll without involving them in partisan activity. The churches are frequently accused in Uganda of getting inappropriately involved in partisan political activity.

There was many problems and much criticism of the voter education program but in the end 87% of the registered voters cast ballots. The spoilage rate of those ballots was 3.4%. By any standards that is a major success.

Some of the criticism was valid. The major criticism being that in some cases the voter education groups, mainly NOCEM, appointed persons widely viewed as being highly partisan, to leadership positions in what should be a non-partisan organization. NOCEM was slow to change the appointments, which tended to exacerbate the complaints. To be fair to NOCEM both candidates and government leaders tended to be suspicious of anyone who was not clearly in their favor.

A second criticism, that the voter educators either did not tell the voters enough, or that they shaded their commentary to favor one candidate or another, does not appear to be valid. The instructions to the voter education personnel were quite clear; voters were to be told how to register and how to cast their ballots. They were not to be told for whom to cast their ballots nor were views as to what the issues in the election were to be offered. The observation of USAID officers involved in the election found very few actual violations of those instructions.

Monitoring System

Prior to the 1994 CA elections, election monitoring suffered from a poor reputation in Uganda. According to both voters and politicians, historically international observer groups arrived shortly before the electoral event, observed a process that to many Ugandans was clearly flawed, and then departed as quickly as possible stating at the airport the event had met basic standards. The Ugandans understood the desire to leave a dangerous situation as soon as possible but believed the observers served no valid purpose. By funding both domestic (local NGOs) and international observers and then linking them together, USAID helped establish a nation-wide observation network in which almost all polling sites were observed throughout the entire election day. Equally important other events throughout the entire electoral process were also observed. The result was that candidates, election officials and voters came to see the value of the election observers. Significantly, the main value most participants attributed to the monitors was their ability to assist in sorting out difficulties as they occurred, not in reporting an irregularity after it had happened.

Establishing an independent monitoring system which actively involves local NGOs is vital to developing an effective, that is free and fair, electoral system. Much more will be at stake in future elections, thus a monitoring system which is respected by voters, officials and candidates alike is essential to the integrity of future electoral events. A major step forward in creating and institutionalizing such a system was made in the 1994 CA election.

Independently Verified Ballot Counting

The Ugandans adopted a simple, fast and transparent system of counting the ballots. Within 30 minutes of the polls closing the contents of the ballot boxes were dumped on the ground and counted in front of the voters. Each marked ballot was displayed to the surrounding voters and then placed in piles according to the candidate for whom the ballot had been cast. When all ballots had been placed in piles the ballots were counted. Then the process was double checked again in front of the voters. Normally counting at each polling station was completed within 30 minutes. Typically 20% to 30% of the voters either stayed or returned to watch the counting. Without exception they went away satisfied that the counting had been done accurately. This satisfaction on the part of the voters is a unique experience for Uganda.

The most important factor of the past year in the democratization process is not that an election has taken place. Africa has experienced a succession of generally free and fair elections

that regrettably turned out to be singular events. What is vital is that, in the process of holding a free and fair election, the basis for institutionalizing a system for holding a continuing series of free and fair elections was established. Thus the measured pace of the democratization process, which is frequently frustrating to many of us, is also the pace which seems most likely to bring Uganda to the point where it has created a self-sustaining constitutional democracy. Reaching such a successful conclusion is by no means assured, but we remain optimistic about its ultimate achievement.

A basic condition in the CPSP calls for the government to implement a constitution, that is to draft, ratify and follow the provisions of a constitution in the daily governance of Uganda. Implementing a constitution is both a goal, whose initial steps should be met in 1995 with presidential and parliamentary elections, and an on going process. Beyond the immediate goal of completing the steps to initiate the constitutional process, it is the goal of the Mission to assist the Ugandans to establish a constitutional culture. That is, one of the dominate values of the political culture will be the supremacy of the constitution as the supreme law of the land that is to be obeyed by everyone.

To that end we have undertaken a number of small activities that in total are making a major contribution to achieving the goal of establishing a constitutional culture. To assist the CA delegates in their deliberations the Mission, with the assistance of a consultant, prepared a technical review of the draft constitution. This document points out inconsistencies in the draft constitution, conflicts in articles, legally imprecise language, and potential future liabilities caused by overstatement of rights. It does not get into political issues such as the role of political parties or of the traditional monarchs. The document has been of considerable assistance to the CA delegates in their deliberations.

Following up on the technical review of the draft constitution we have financed a number of constitutional seminars around the country in which both the delegates and the Mission D&G Officer have made presentations to local citizens on various constitutional issues. Over half of the 21 seminars held to date have been organized by women CA delegates. The seminars have proven to be very popular, over 5,000 persons have attended, and useful in shaping the debate within the CA itself. The fundamental condition for holding a seminar is that both multi-party and movement advocates must be involved. In the Ugandan context "the movement" is a broad-based coalition of Ugandans, who overthrew the military government in 1986, and which has governed Uganda ever since. The movement advocates non-partisan elections in which any individual is eligible to be a candidate but in which political parties are not allowed to present candidates. Multi partyist are those who advocate a return to

open political competition in which parties would be allowed to contest elections. Most multi partyists are members of the traditional political parties. The seminars have led to an active dialogue between the movement and multi partyists which has identified much common ground and seems to be lessening many of the divisions. As an example of the opening up of the process, one of the recipients of USAID funds, the Think Tank Foundation, using non USAID funds, held a debate between the president, Uganda's foremost movement advocate, and two articulate spokesman for multi-party politics. Most important, the president agreed to another round sometime in the next year.

We have also financed a number of human rights outreach programs with both local NGOs and the Ministry of Justice that are designed to provide training to rural citizens, officials, and leaders in how to protect human rights. To date 18,900 persons have received the training. Of this number 9,000 were women. We have concentrated on the north of Uganda which has over the last several years had more human rights abuses. The human rights groups have told us that since the training programs have started both national and district level governmental officials have been more responsive to correcting human rights abuses. Equally significantly in the Embassy annual human rights report the number and severity of human rights violations reported has declined.

There are still major difficulties including: 1) widely differing views on what democracy means, 2) major economic constraints facing the country, 3) undisciplined political actors, 4) structural difficulties in incorporating the various regions, ethnic groups and economic classes successfully into one state, and 5) the destabilizing effects of conflicts in the region. Still the odds favor Uganda completing the initial electoral stage of constitutional transition.