



## *Influencing the development and integration of national standard climate change indicators into the monitoring and reporting frame works in Uganda*

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### **Abstract**

This paper documents the results of the process of developing and selecting national standard climate change indicators for integration into the national level Output Budgeting Tool (OBT) and the Local Government Assessment tool (LGAT) in Uganda, using a highly participatory and bottom up process. The OBT is used by the Ministry of Finance, Planning and Economic Development (MoFPED) to determine national development standard indicators that are monitored and reported across all sectors in the country. The LGAT, which determines and annually assesses the minimum performance measures for all local governments in Uganda also lacked performance indicators on climate change. This meant that local governments were not required to plan, budget or report on climate change. The briefing draws out lessons learnt and policy implications at national, sub-national and sectoral levels. It also highlights key prerequisites for successful development and integration of climate change indicators in existing monitoring and reporting frameworks of national states.

### **Policy implications**

- It is important to mainstream climate change adaptation indicators into national development plans and budgets as a way of ensuring that adaptation and development are complementary at scale in the short, medium and long term.
- For greater ownership of climate indicators at all level, the process of their development needs to begin at sub-national level and involve communities affected by weather and climate changes. This will allow alignment of local level CC indicators with national level indicators if they are to be tracked effectively by national governments.
- Influencing national M&E tools and frameworks used for budgeting and planning is an effective way of ensuring that climate change is factored into all sectors. It also serves to ensure that national and sub-national government budgets and plans implement climate change interventions when their funding is based on tracking specific indicators.
- A conducive climate change policy framework makes influencing climate change M&E tools easier, with ownership from all stakeholders and linkage to all sectors and policy frameworks.
- It is important to build the capacity of national and local governments in mainstreaming climate change into their development sector plans for effective adaptation monitoring and compliance with national M&E and other reporting frameworks.
- Country integrated frameworks on monitoring and tracking climate change adaptation, mitigation and development are important in strengthening readiness of Government to access global climate change financing

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## Introduction

The International Institute for Environment and Development (IIED) had worked with ACCRA<sup>3</sup> in Mozambique in 2013 on developing climate change indicators using the Tracking Adaptation and Measuring Development Framework (TAMD). As a result of this successful collaboration, In August 2014 the Government of Uganda committed to initiate a similar process with support from IIED and ACCRA.

The government's decision on taking on the TAMD approach was backed by the conducive policy frameworks that enabled the process to run smoothly with buy-in from various stakeholders. The Ministry of Water and Environment (MWE) had completed the National Climate Change Policy (NCCP) and its' costed Implementation Strategy (IS). The Climate Change Department under MWE with support from French Development Agency had started the process of

developing the Performance Measurement Framework (PMF) for measurement and reporting on NCCP and its implementation strategy. However, the indicators developed were at institutional level and were output focused. This created a need to develop indicators at lower level to feed into the reporting and coordination indicators in the PMF. The National Planning Authority had also finalized the second National Development Plan 2015/16- 2019/20 (NDPII) in line with the Vision 2040 where climate change was already integrated. Another advantage were the key existing M&E frameworks being used including; the Output Budget Tool (OBT) by Ministry of Finance, the score card by the Office of Prime Minister (OPM) and the performance assessment tool for local governments. Instead of developing separate M&E frameworks and reporting tools therefore, it was inevitable that climate change indicators get mainstreamed into existing systems making it easy to follow up and assess as part of development processes.

## Entry points used to influence the national process in Uganda

The following key steps were used to initiate, train, develop, review and validate indicators from the community, sub national and national level.

### Step 1; Consultative meetings between key mandated ministries, ACCRA and IIED

CCD with support from ACCRA and IIED convened 2 consultative meetings, targeting all ministries responsible for the implementation of the climate change policy and implementation strategy, Local Governments, development agencies and civil society organisations. This was aimed at introducing the Tracking Adaptation and Measuring Development (TAMD), generating consensus on the process, selecting sample districts for data collection and mapping the process of developing indicators. The outcomes of these consultative meetings, informed the key decisions and steps in the process

*“Uganda is in the initial stages of adopting TAMD, but there is already indication that the process will strengthen the monitoring and evaluation of adaptation programmes in the country, consistent with Uganda National Climate Change Policy.” Chebet Maikut, Head, CCD and UNFCC focal person*

### Step 2; Country scoping study on M&E and reporting frameworks

A national scoping study was done to determine existing M&E and reporting frameworks and identify entry points for influencing and integrating national indicators for climate change into the M&E tools and reporting frameworks and can be accessed here;

<http://pubs.iied.org/10116IIED>

<sup>3</sup>ACCRA is a consortium made up of Oxfam, the Overseas Development Institute (ODI), Save the Children International, Care International and World Vision International. **Website:** <http://community.eldis.org/accra/>

<sup>4</sup>The TAMD framework can be accessed here- <http://www.iied.org/tracking-adaptation-measuring-development-tamd>

<sup>5</sup>Standard Indicators are provided by the responsible ministries, agencies and local governments (MoLGs) and pertain to the performance of Standard Outputs (Service Delivery Outputs) and each LG is expected to report on them

### Key recommendations of the scoping study included:

- The need to review the Ministry of Finance tool the OBT and the Assessment tool for Local Government too – the LGAT to integrate DRR and climate change indicators, which were missing.
- Using the local level climate change indicators to improve the national level indicators developed for the National Performance Measurement Framework (PMF) for the National Climate Change Policy (NCCP, 2015) and its Implementation strategy (IS). This means revising sectoral indicators, which would have a direct link with the overall National Development Plan II long term impact indicators.
- Harmonisation of all existing climate change adaptation and DRR indicators being developed by different development partners in order to develop national standard indicators

### Step 3; Training and data collection using the TAMD framework and tools

Capacity and skills enhancement was on top of this process to ensure ownership and continuity. A training of trainers in the TAMD methodology by ACCRA and LTS Africa was conducted in one of the pilot districts – Bulambuli District. This was attended by 16 staff from the ministries of; Local Government, Water and Environment – Climate Change Department, Works and Transport, Gender, Labour and Social

Development, Agriculture Animal Industry and Fisheries as well National Meteorology Authority and 35 Bulambuli district staff. This hands-on experience of data collection started in Bulambuli district with four communities in 4 different sub counties (two highland and two lowland communities). The practical exercise aimed at collecting indicators for Bulambuli district and the community, while ensuring that the participants had grasped the methodology of indicator development and could use the tools to collect data at both district and community level in other districts. Climate risk management was assessed by engaging the District Technical Planning Committee (DTPC) in each of the involved districts, using a score card with a list of agreed parameters. At community level, data collection was done using the theory of change to generate climate change and development indicators. After the ToT, participants were divided up into groups, and sent to four other districts where they also collected data at both district and community levels, using the score card and the theory of change respectively. The compilation was done for the local climate change adaptation indicators suggested by communities and their district leaders in the 5 districts. The report was used to engage government at national level and other stakeholders to review relevant indicators per sector for integration into the PMF, OBT and LGAT.

*“The TAMD workshop has given me new insights on how to integrate climate change in the planning cycle and the development plan and also the need to have climate change indicators and monitor them in the activities in the development plan.” Natural Resources Officer, Bulambuli District*

#### **Step 4; Linking the TAMD Approach to existing national level frameworks in different sectors**

Working with CCD, MWE, ACCRA began the process of lobbying the key leads of government ministries including Ministry of Local Government (MoLG), National Planning Authority (NPA), Office of the Prime Minister (OPM) and MoFED to ensure that district level adaptation indicators are included in the national planning, budgeting and monitoring processes. A brief paper showing the linkages was documented to clarify the importance of this process, and can be accessed here; <http://pubs.iied.org/17287IIED>. As a result, ACCRA was invited by the Ministry of Water and Environment to present the TAMD framework, process used and the local climate change adaptation indicators suggested in the five districts. The national meeting brought together 80 ministry staff drawn from MoFPED, MoLG, MWE, and NPA. Another presentation was made to the Members of Parliament on the natural resources working group and several meetings followed which recognised that the local indicators

generated from the TAMD process are very relevant and should be aligned with the PMF indicators, NDP II indicators in relation to the OBT and LGAT. Further meetings between CCD, ACCRA and decision makers in key line ministries were also conducted to secure their buy in.

#### **Step 5; Coordination and Harmonisation of processes and indicators at national level**

While ACCRA was working on these processes, USAID through their project “Feed the Future (FtF), Enabling environment for agriculture” was also working with Ministry of Finance and Ministry of Local Government to collect indicators for reviewing the OBT, which was also an objective of the ACCRA TAMD process. ACCRA raised a concern on developing parallel indicators and this prompted Climate Change Department to call a coordination meeting with USAID, ACCRA, MoLG and the processes were harmonized and one calendar drawn to finalise the process.

ACCRA’s engagement with USAID enriched the process. Indicators collected by ACCRA and USAID FtF project were combined and a local consultant hired by USAID to map the indicators and facilitate the review process. Due to Feed the futures wide coverage, 23 more districts were added to the 5 ACCRA had originally targeted. Other partners including FAO and CARE financially supported some districts to collect indicators and attend the review and validation workshops. This ensured that there was wider participation in the process.

#### **Step 6; Review and Validation of the national level standard climate change indicators**

Climate Change Department, with support from ACCRA and USAID convened a total of 3 highly participatory consultative forums where local governments, ministries, departments and agencies of government vetted, reviewed and recommended CC indicators to be integrated in the OBT and the LGAT, aligned per sector. The consultations ended with a national level validation workshop attended by all Ministries Departments and agencies of Government as well as representatives from 31 Local Governments including chief administrative officers, natural resources officers, production officers and District planners. Civil society organisations were also part of the validation meeting since they also implement with Government.

Indicators suggested for the output budgeting tool were composed of two priority output and outcome indicators across all government sectors. For the LGAT the stakeholders adapted climate risk management indicators from the TAMD framework.

Selected Examples are given in Table 1. (Details of all sectors can be accessed in the full country report)

## Examples of indicators for the Output Budgeting Tool

Outcome Indicators per Sector	Output Indicators
<b>Natural Resources including Water</b>	
Forest Cover (% Land Area)	Number of hectares of forests restored and conserved
Percentage of domestic water sources that comply with e standards	Number of households with water harvesting facilities
<b>Agriculture/Production</b>	
Percentage of household income generated from the sale of agricultural produce	Number of agricultural income generating enterprises undertaken by households
Percentage of households that are food secure	Number of farmers practicing Climate Smart Agriculture (CSA) technologies
<b>Meteorological Information</b>	
Percentage of women and men making informed decisions from climate information	Number of men and women accessing and utilising weather and climate information for planning

## Examples of indicators for the Local Government assessment tool (minimum performance conditions)

Evidence of assignment of a Focal Point Person (FPP) in charge of climate change
Evidence that the local government (LG) mainstreamed climate change interventions in their development plans consistent with NCCP
Evidence that the LG annual budgets reflect budgetary allocations for climate change concerns that were raised in the LG development plans
Evidence that the LG mentored and sensitized staff and other community leaders on climate change adaptation and mitigation
Evidence that the LG implemented climate change interventions identified in the LG development plan
Evidence that climate change specific issues were identified and analyzed during the capacity building needs assessment and identified gaps addressed in their capacity building plans

*“Climate Change being a national and international concern needs to be accorded its true position in the national assessment tool for Local Governments and in other Government planning, budgeting and reporting frameworks so as to adequately measure the achievements and also address the challenges in an organized manner”. Andrew Musoke, Ministry of Local Government*

## Lessons learnt

- Use of evidence from the bottom up:** It is essential to use information from the grass-root level on how climate change is impacting on citizens in order to inform national level priorities. This gives credibility to the programmes or projects that are proposed, budgeted and rolled out by government through the different sectors and local governments.
- Participatory processes build consensus:** to enhance buy-in and ownership of government programmes and project from the grass-root. A good number of actors were involved in this process from 31 local governments, communities, all government sectors, civil society actors and development partners
- Building knowledge and skills:** Through TAMD, climate change adaptation and mitigation knowledge was shared from the grass-roots to sectoral and national levels. It has also enhanced the capacities of various government Ministries, Departments and Agencies (MDAs) in M&E due to rigorous processes in developing, vetting and validating the indicators. This is a very critical in order to get the system continue working even beyond the ACCRA project. The TAMD process is embedded with capacity enhancement for the government and civil society staff to learn how to use the participatory tools.
- Coordination and Harmonization:** Coordination of various actors by the MWE has paid off. Continuous attendance and high turn up throughout the review meetings boosted the effectiveness of the process, bringing in more expertise and opportunities for partnership.
- Climate change indicators visa vis development indicators:** The standard national CC indicators included some of the NDP II CC indicators and will assist in tracking progress against the NDP II targets, which contribute towards Uganda’s Vision 2040 as well as the Sustainable Development Goal (SDG) targets. The M&E frame work is also seen as an opportunity to strengthen the country readiness to access adaptation and mitigation financing. Also the traditional government output oriented M&E systems are not effective in evaluating the outcomes for long term impact yet, adaptation is long term. That is why most African countries may need to reinforce the current M&E systems with new approaches like the TAMD process to add long term monitoring considerations.
- Working in partnership is very key.** The new partnerships of like-minded parties including government national sectors, local governments, UN agencies, International and national Nongovernmental Organization. Specifically the linkage between; ACCRA, IIED, LTS Africa, USAID Feed the Future project, Food and Agriculture Organization, Care International and key government ministries made the process fully participatory at a bigger scale with high level of ownership both at local and national levels. The shared costs also made it cheaper to implement the process from the community to national levels.