



# Mainstreaming disability in the new development paradigm

Evaluation of Norwegian support to promote  
the rights of persons with disabilities

Uganda country report

Report 1/2012 Study



**Norad**

Norwegian Agency for  
Development Cooperation  
P.O.Box 8034 Dep, NO-0030 Oslo  
Ruseløkkveien 26, Oslo, Norway

Tel: +47 23 98 00 00  
Fax: +47 23 98 00 99

Photo: Malek Qutteina  
Design: Siste Skrik Kommunikasjon  
ISBN: 978-82-7548-627-9

# **Mainstreaming disability in the new development paradigm**

## **Evaluation of Norwegian support to promote the rights of persons with disabilities**

**Uganda country report**

**February 2012**

Lead consultant: Basil Kandyomunda  
With contributions from: Nora Ingdal, Dr. Malek Qutteina & Mari Brekke Mogen

**Disclaimer:**

The report is the product of its authors, and responsibility for the accuracy of data included in this report rests with the authors. The findings, interpretations and conclusions presented in this report do not necessarily reflect the views of Norad Evaluation Department

**Note on layout and language**

The layout of the document has tried to conform to guidelines for accessibility and ease of reading, which require Arial font and left (not full) justification of the text.

The report has also tried to avoid unnecessary use of acronyms and abbreviations.

An easy-read version of the final synthesis of the Evaluation report Mainstreaming disability in the new development paradigm, and a translation of the summary of the Uganda report will be made available on [www.norad.no](http://www.norad.no) .

## Preface

During the last decade the approach to disability has changed from a medical approach to a social and a human rights-based approach where focus is on removing barriers in society.

Norway has been among the driving forces establishing a framework for including and mainstreaming disability in development cooperation. How has Norwegian support to the promotion of the rights of persons with disability in the last decade been reflecting this?

The purpose of the evaluation was twofold: to document and assess the results of the Norwegian support in the last decade, and to assess the adequacy of the current 2002 Guidelines for the future, with special reference to the Convention on the Rights of Persons with Disabilities.

The evaluation offers an overview of Norwegian support to promote the rights of persons with disabilities. Between 2000 and 2010 the total funding *targeting* persons with disabilities was 1,4 billion Norwegian kroner (USD240 million). In addition to the targeted support, the report identifies a few general programs in which disability aspects have been *mainstreamed*. These projects had a total budget of 1, 6 billion Norwegian kroner of which only a small part (less than 1%) went to facilitating the inclusion of persons with disabilities.

The documentation and analysis of Norwegian support in the four case countries Malawi, Nepal, the Palestinian territory and Uganda, and the desk study of the support to Afghanistan, argue for a two-track approach, utilizing gender mainstreaming as a model. Targeted initiatives give short term results and empower the rights-holders. Mainstreamed initiatives may take more effort and time, but - when successful – capacitate the governments (duty-bearers) in providing long term and sustainable results by removing barriers for inclusion and universal access.

The research team systematically analyzed the Norwegian funded projects in light of a human rights-based theory of change, relying on the assumptions that projects need to empower persons with disabilities and their organizations, as well as build the capacity and demand accountability of the duty-bearers to take their responsibility for fulfilling the rights of persons with disabilities as stipulated in international conventions and national laws. Ensuring that research, statistics and knowledge are fed into the programming is also a key dimension of this theory of

change. The evaluation found that very few stakeholders applied a human rights-based theory of change, but rather focused on service provision which the team suggests is more likely to address immediate needs rather than creating sustainable changes.

The main synthesis report is available electronically and in printed version. A braille copy can be downloaded from the web. The four country reports, written in English, are available electronically. As part of Norads efforts of ensuring universal access, the summaries of the country studies are made available electronically, with translations to the relevant local languages Nepali, Arabic and Chewa. In addition an easy-read version in English and Norwegian of the main report is available electronically. In the oral presentations, sign language interpretations were facilitated for the hearing impaired and the deaf.

Nordic Consulting Group, in cooperation with researchers from the countries involved, carried out the evaluation and is responsible for the contents of the report, including its findings, conclusions and recommendations.

Oslo, February 2012

A handwritten signature in black ink, appearing to read 'Marie Gaarder', with a stylized, cursive script.

Marie Gaarder  
Director of Evaluation

# Table of Contents

	<b>Preface</b>	<b>iii</b>
	<b>List of abbreviations</b>	<b>vii</b>
	<b>Executive summary</b>	<b>ix</b>
<b>1</b>	<b>Introduction</b>	<b>2</b>
	1.1 Background	2
	1.2 Purpose	3
	1.3 Definitions	3
	1.4 Methodology	4
	1.5 Limitations	8
<b>2</b>	<b>Country Disability Context</b>	<b>9</b>
	2.1 Living conditions	9
	2.2 Policy and laws	10
	2.3 Recent developments	11
	2.4 Challenges	11
<b>3</b>	<b>Analysis of Norwegian portfolio</b>	<b>13</b>
	3.1 Statistical overview of the support	13
	3.2 Sectors	14
	3.3 Targeted initiatives	15
	3.4 Mainstreamed initiatives	19
	3.5 Extending agencies and partners	21
	3.6 Cause and types of disability	24
	3.7 Activities of other donors	25
<b>4</b>	<b>Theory of Change</b>	<b>27</b>
<b>5</b>	<b>Achieving the rights of persons with disabilities</b>	<b>30</b>
	5.1 Focus of interventions	30
	5.2 Partners capacity and approaches	35
	5.3 Impact of programs	36
	5.4 Modalities of the Norwegian aid	38
	5.5 Disability in conflict and emergencies	39
<b>6</b>	<b>Good practices and challenges</b>	<b>41</b>
<b>7</b>	<b>Opportunities, conclusions and recommendations</b>	<b>46</b>
	<b>References</b>	<b>50</b>
	<b>Annexes:</b>	<b>52</b>
	Annex 1: List of projects in Uganda 2000-10 ('000 NOK)	53
	Annex 2: List of interviewees	59
	Annex 3: Categorisation of Disability Stakeholders in Uganda	62
	Annex 4: Summary of Comments from rights-holders	63

## **List of Tables**

Table 1: Projects reviewed and interviews by categories	7
Table 2: Prevalence of Disability by Category	9
Table 3: Largest DAC sectors disability projects for years 2000-2010 (in NOK '000)	14
Table 4: Largest DAC sectors overall Norwegian aid to Uganda for years 2000-2010 (in NOK '000)	15
Table 5: List of Targeted Projects 2000 – 2010	16
Table 6: Multilateral agencies disability related projects 2000-10 (in NOK '000)	23
Table 7: Average scores on knowledge, awareness and attitudes from the survey	35

## **List of figures**

Figure 1: Analysis of Uganda project portfolio	13
Figure 2: Agreement partners implementing mainstreamed or partly mainstreamed projects	20
Figure 3: Extending Agencies	22
Figure 4: Largest Agreement partners	23
Figure 5: Cause of Disability targeted in Norwegian funded projects	25
Figure 6: Theory of Change	28
Figure 7: Main focus of projects	30
Figure 8: Main Focus of targeted projects	31



## List of abbreviations (mentioned more than once)

AIDS	Acquired Immune Deficiency Syndrome
AMFIU	Association of Microfinance Institutions in Uganda
AVSI	Association for Volunteers International Services (Italia)
CBR	Community Based Rehabilitation
CRC	Convention on the Rights of the Child
CRPD	Convention of the Rights of Person with Disabilities
CSO	Civil Society Organisations
Danida	Danish International Development Agency
DPO	Disabled People's Organisation
DWNRO	Disabled Women Research Organisation
ESAU	Epilepsy Support Association of Uganda
FAO	Food and Agricultural Organisation
HAMU	Norwegian Humanistic Association
HiHU	Hand in Hand (Norwegian NGO)
HUGO	Human Rights and Governance Program (Danish funded)
IDP	Internally displaced persons
ILO	International Labour Organisation
MADE	Mobility Appliances by Disabled Women Entrepreneurs
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs, Norway
MFPED	Ministry of Finance Planning and Economic Development
MGLSD	Ministry of Gender Labour and Social Development
MNOK	Million Norwegian Kroner
MoE&S	Ministry of Education and Sports
NABP	Norwegian Association of the Blind and Partially Sighted
NAD	Norwegian Association of Disabled
NADBU	National Association of Deaf Blind of Uganda
NGO	Non-Governmental Organisation
NOK	Norwegian crowns
Norad	Norwegian Agency for Development Cooperation
NRC	Norwegian Refugee Council
NUDIPU	National Union of Disabled Persons of Uganda
NUWODU	National Union of Women with Disabilities in Uganda
PEAP	Poverty Eradication Action Plan
PRDP	Peace, Recovery and Development Plan
SGBV	Sexual and Gender Based Violence

SIU	Norwegian Centre for International Cooperation
SNE	Special Needs Education
UBOS	Uganda Bureau of Statistics
UHRC	Uganda Human Rights Commission
UNAB	Uganda National Association of Uganda
UNAPD	Uganda National Action on Physical Disabilities
UNDP	UN Development Program
UNFPA	UN Population Fund
UNHCHR	Office of the UN High Commissioner for Human Rights
UNHCR	UN Office of the UN High Commissioner for Refugees
UNHS	Uganda National Household Survey
UNICEF	United Nations Children's Fund
UNIDO	UN Industrial Development Organisation
UNISE	Uganda National Institute of Special Education
UNOCHA	UN Office of Co-ordination of Humanitarian Affairs
Ushs	Uganda Shillings
WFP	World Food Program
WHO	World Health Organisation

# Executive Summary



## Executive summary

This field visit report on Uganda forms part of the global Evaluation of the Norwegian Support to Promote the Rights of the Persons with Disabilities from 2000 to 2010.

### KEY FINDING

The Norwegian funding has been crucial in influencing the disability policy landscape and practice in Uganda: a vibrant disability movement, particularly the National Union of Disabled Persons of Uganda, as well as a successful national Community Based Rehabilitation program. Few indications were found that multilaterals or non-governmental organisations were including disability when working in emergencies and the humanitarian context in Northern Uganda. There are better documented results of the targeted projects than the mainstreamed ones.

### The context

The rights of persons with disabilities in Uganda are enshrined in national legislation and internationally legally binding instruments enacted and or ratified over the last 20 years. Good examples are the Persons with Disabilities Act 2006, the National Council for Disability Act 2004, and the ratification of the United Nations Convention on the Rights of Persons with Disabilities. In terms of practice disability is accorded affirmative action. There are five seats in Parliament reserved for persons with disabilities, while sign language and Braille are now recognised as official languages through which business can be transacted in Parliament, courts of law, printing of official documents, etc. Disability falls under the docket of the Ministry of Gender, Labour and Social Development and has a specific Minister of State responsible for Disability and the Elderly. Notwithstanding the rosy legislative and policy achievements the main challenge has been lack of implementation of these policies.

### Norwegian support

The evaluation revealed that from year 2000 to 2010 the Uganda received 3,4 billion Norwegian crowns (NOK) in development and humanitarian aid. Around 2% of this, 100 million NOK (17 million USD) went directly to persons with disabilities, while another 5% of the aid was mainstreamed and partly mainstreamed disability.

### **Main partners and programs**

Uganda is one of the priority countries for Norway's bilateral support. This has largely been through the budget support framework. Although not through earmarked funding, the Government of Uganda has been committed to mainstreaming disability in key sectors as its main policy towards disability.

Most of the targeted interventions for persons with disabilities has been channelled through Disabled People's Organisations, particularly the Atlas Alliance member organisations for financing the national Community-Based Rehabilitation program and strengthening their sister organisations in Uganda, such as National Union of Disabled Persons of Uganda, and Uganda National Association of the Blind.

Another big chunk of support has been channelled through Lions Aid Norway to fund the district eye care health program, a joint project with the Ministry of Health. Other Norwegian non-governmental organisations such as Save the Children, Plan Norway, Caritas, Norwegian Refugee Council, Norwegian Red Cross, Strømme Foundation and others have received funding and supported persons with disabilities through mainstreamed interventions. The non-governmental organisations and Disabled People's Organisations have played a crucial gap filling role.

### **Results and outcomes**

The general Norwegian aid has gone to health, education, energy, environment, good governance and humanitarian through budget support mechanism. There has also been a greater focus on measures to promote human rights and democratic development in recent years, and non-governmental organisations have been important partners in this area. The main results of the Norwegian targeted support are therefore found in the improvement of services for rehabilitation, education, health care and economic empowerment of persons with disabilities.

The flagship program that has recorded significant impact especially in terms of raising awareness about the rights of persons with disabilities, influencing legislation and policy framework, as well as strengthening the Disabled People's Organisations in the country is the Community-Based Rehabilitation program initially introduced in 12 districts of Uganda. This was later modified as a model program which is currently covering five districts (excluding the original 12). It is important to note that Community Based Rehabilitation is the adopted strategy for reaching out and serving persons with disabilities in Uganda. However it is still covering only a small part of the country, and hence benefiting a small percentage of the disabled population.

There are some noted good practices associated with the Community Based Rehabilitation program such as its ownership by local governments and the communities, but also the commitment of Government of Uganda to adopt the funding mode after the phasing out of funding from Norway in 2009.

In the context of humanitarian funding, the evaluation revealed that the major multilateral agencies and a number of other actors are not mainstreaming disability. However, Norwegian Refugee Council had responded to challenges of education for children with disabilities in Northern Uganda in response to calls from the Local Government authorities. It now has dedicated staff and budget for Special Needs Education in the area. Likewise, the United Nations Development Program supported land mine survivors program in Northern Uganda is one specific targeted intervention, which in fact has adopted a Community Based Rehabilitation approach, and to a large extent targets all persons with disabilities in the target districts.

In the field of education, training of Ugandan University teachers at Masters' levels in Norwegian Universities has been undertaken with a good amount of success. This has improved the capacity of the National Institute of Special Needs Education (now part of University of Kyambogo) to train specialist teachers in special needs and inclusive education.

The study identified good practices in mainstreaming disability among the initiatives of Uganda Human Rights Commission, Uganda Bureau of Statistics, United Nations Fund for Population Activities and the collaborative economic empowerment project between Norwegian Association of Disabled, National Union of Disabled Persons of Uganda and Association of Microfinance Institutions in Uganda. Collaborative efforts between Plan Norway and Atlas Alliance (mainly in Norway) seem to be producing immense organisational learning and improving practices in both organisations.

### **Opportunities**

The Evaluation identifies a number of opportunities for elevating disability in development planning and practice. First is the high level of awareness at various levels in country that has been achieved over the last decade, particularly through representation of persons with disabilities at levels of governance, through affirmative action. Secondly, the Government of Uganda has put in place an enabling legislative and policy environment which can aid mainstreaming for those involved in doing development work, also for the Disabled People's Organisations and their allies to engage duty-bearers at all levels. A third opportunity is found with the Uganda Bureau of Statistics, being a member of the Washington City Group of Statistics, has demonstrated to be a learning organisation and has kept improving the quality of disability statistics it is generating through census and surveys.

However, one of the challenges is that the present Norwegian grant system to civil society organisations makes it difficult to adopt a holistic human rights-based approach. Norwegian civil society organisations are supposed to work mainly with their local counterparts and not government agencies. In a number of cases the main problem is the lack of awareness, competence and capacity of the local authorities and the governments abdicating their responsibilities as duty-bearers. Therefore, lasting and sustainable changes can only come from

initiatives that target and involve national authorities as parties to the DPO and NGO programs.

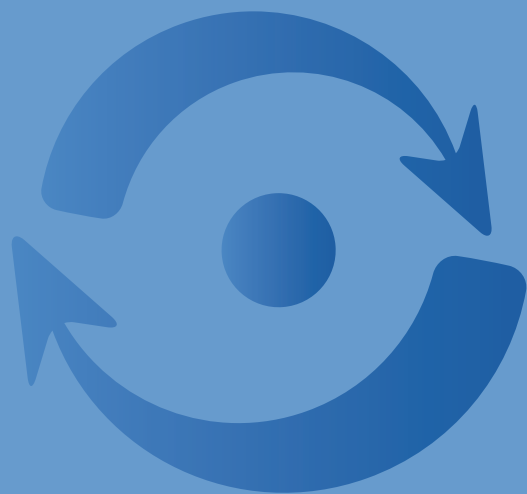
### **Conclusions and recommendations**

1. This evaluation challenges development practitioners on what mainstreaming disability means and how it should be done. The findings could be used by the Disabled People's Organisations and their allies in the country to engage with government and the development partners etc. while their counterparts in Norway can engage with Norad and Ministry of Foreign Affairs to elevate disability and prioritise it among cross-cutting issues.
2. CBR has been adopted as the main strategy for reaching and serving persons with disabilities in the country, but, the outreach (both old and new models) is still limited. Major DPOs in Uganda seem to be sceptical about the viability and effectiveness of CBR. There is also a disconnection between the central and local governments because the local governments do not report to MGLSD. It is therefore recommended that:
  - a. The Government with support from stakeholders expand CBR to cover all districts
  - b. The National CBR steering Committee meetings should be revamped to ensure that national stakeholders participate in decision making regarding the program
  - c. An impact evaluation of the model CBR programs should be undertaken and lessons be used to inform rolling out of the programs to other districts.
3. Although disability has been given a high profile by the Government of Uganda over the last two decades, through affirmative action policies and laws, the commitment towards disability compared with other issues in terms of implementation remains low. We recommend that:
  - a. Disability is prioritised like other cross-cutting issues (gender). At least this can be in the form of asking for disability disaggregated indicators in planning and reporting in grant and instruction letters to Embassies, Norad, Fredskorpset and others.
  - b. The Government and development partners should agree on a minimum set of indicators in key development sectors, such as education; health; agriculture; employment; and recovery and development program for Northern Uganda
4. Uganda is prone to other emergencies such as floods and humanitarian crises in addition to the humanitarian situation in Northern Uganda. It is therefore recommended that:
  - a. To ensure the rights of persons of persons with disabilities are respected, the Government of Uganda should demand for evidence of mainstreaming disability from all stakeholders involved in emergency and humanitarian work
  - b. The SPHERE guidelines should be popularised among all agencies (international, national and local NGOs working with emergencies.

5. Capacity building for DPOs can result into a strong disability movement which can champion the rights of persons with disabilities, but only the Atlas Alliance members have done it. We recommend that mainstream Norwegian NGOs such as NRC, Save the Children, Plan Norway, Care International, and Red Cross etc. partner with and support DPOs both national and local to enable them target better the needs and rights of persons with disabilities.
6. Research is one of the areas that this evaluation found least supported. We recommend:
  - a. Further support to UBOS to continue improving its competences to include disability in all her research projects, mainly censuses and surveys.
  - b. A disability specific survey to provide primary baseline data should also be supported.



# Main Report



# 1. Introduction

During the last decade the international development regarding the rights of persons with disabilities has undergone substantial changes. With the UN Convention on the Rights of Persons with Disabilities (hereafter: the Convention) these rights have been given a solid international basis and framework. Having signed the Convention, but still in the process of preparing for ratification, Norway was a pioneer in establishing a framework and guidelines for including and mainstreaming disability in development cooperation.<sup>1</sup> On this background Norad's Evaluation Department initiated the current Evaluation to take a critical look at the results of the Norwegian support to promote the rights of persons with disabilities in the last decade. The Evaluation was also asked to assess the suitability of the current framework and guidelines for securing these rights within the new international context.

This field visit report on Uganda forms part of the Evaluation<sup>2</sup> of the Norwegian Support to Promote the Rights of Persons with Disabilities. It presents findings from a field assessment of the results of the Norwegian support to promote the rights of persons with disabilities in development cooperation in the last decade (2000-2010) and it looks at how and to what extent the support to persons with disabilities has been mainstreamed in Uganda.

## 1.1 Background

Uganda is a landlocked country in East Africa. The country lies across the equator and covers a total land area of 241,038 Km<sup>2</sup> (almost three quarters of Norway). Uganda has a population of about 31 million<sup>3</sup> people with a high population growth rate at 3.3% (UBOS, 2010). The population is expected to hit the 50 million mark by 2023.

Uganda is endowed with significant natural resources, including ample fertile land, regular rainfall, and mineral deposits. The economy of Uganda has great potential however chronic political instability and erratic economic management have produced a record of persistent economic decline that has left Uganda among the world's poorest countries. Thirty one per cent of the population still lives below the national poverty line - on less than one US Dollar a day and the

---

1 The Norad Plan of Action for the Inclusion of Disability in Norwegian Development Cooperation was discussed by the Norad Direction in October 2000 and the practical guidelines were adopted in January 2002.

2 Hereafter referred to as "the Evaluation"

3 Uganda Bureau of Statistics, Uganda National Household Survey 2009 / 2010

national income per capita stands at 490 US dollars (World Bank, 2011).<sup>4</sup> Uganda has one of the highest fertility rates in the world at 7 children per woman. The infant mortality rate stands at 65 children per 1000 live births and maternal mortality at 506 per 100,000 live births. Life expectancy averages 51.9 years and the HIV prevalence is at 5.4%.

## 1.2 Purpose

According to the Terms of Reference, the purpose of the Evaluation is twofold:

- Document and assess the results of the Norwegian support to promote the rights of persons with disabilities in development cooperation in the last decade. The evaluation should include, but not be limited to an assessment of the extent to which the support to persons with disabilities has been mainstreamed and the special merits of such an approach within the cooperation.
- On the basis of the plan and guidelines from 2002, considering the recent developments on the international scene, with special reference to the Convention (and Art. 32), propose guidelines appropriate to meet the challenges for Norway related to the support and promotion of the rights of persons with disabilities.

## 1.3 Definitions

Who are the persons with disabilities that were included in the study? According to the CRPD, “persons with disabilities include those who have long-term physical, mental, intellectual or sensory impairments which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others.” Disability is therefore a relative definition which varies according to context in each country.

For the purpose of this evaluation:

- HIV/AIDS and Tuberculosis (TB) are not considered a disability in most partner countries and therefore initiatives targeting persons living with HIV/TB will not be included.
- initiatives focussing on prevention of disability are included as the persons targeted do not yet have a disability (e.g. mine clearance, vaccination campaigns, health education campaigns).

However corrective surgery is included (e.g. operations to improve mobility, eye sight, and reconstruction after gender-based violence or harmful traditional practices etc.) as well as programs providing medication to persons with disabilities (e.g. epilepsy, mental health etc.) when this is part of a more comprehensive rehabilitation and empowerment program.

Regarding definitions of types of programs; mainstreaming or inclusion and targeted initiatives towards persons with disabilities, the following have been agreed upon:

---

<sup>4</sup> World Development Indicators database, World Bank, 1 July 2011 [http://siteresources.worldbank.org/DATASTATISTICS/Resources/...](http://siteresources.worldbank.org/DATASTATISTICS/Resources/)

1. Targeted initiatives have as their main aim to support service provision, empowerment, organisational capacity development, advocacy or other measures to promote the rights of persons with disabilities.
2. Mainstreamed initiatives where persons with disabilities are part of a wider program targeting a sector, issue or geographical area. “Mainstreamed initiatives” may have other main aims, but include persons with disabilities as part of their agenda.

For the purpose of this evaluation, we consider that mainstreaming of disability has only taken place when specific measures have been taken to include and facilitate the participation of persons with disabilities. Therefore, we use two main criteria for claiming mainstreaming:

- a. explicit measures to include persons with disabilities and/or to remove the barrier(s) that prevent them from taking part must be mentioned in the planning document and/or a budget linked to these measures; and
- b. progress, annual or end report(s) must include specific information on results (output, outcomes, impact) for persons with disabilities, ideally aggregated data on persons with disabilities.

## 1.4 Methodology

The evaluation’s key focus is the Norwegian support to promote the rights of persons with disabilities through different channels, modalities and partners covering the period 2000 to 2010 with in-depth studies of the support to both targeted and mainstreaming approaches and special interest in advocacy and capacity building initiatives.

The country evaluation team was composed of Basil Kandyomunda as the lead consultant, and was supported by the Palestinian lead consultant, Dr. Malek Qutteina, for almost two weeks of the field work time and the global team leader, Nora Ingdal, who joined and worked with the team for the first 4 days of the field work.

The assignment started towards the end of May and continued through phases starting from start-up meetings, inception phase, field work, report writing, analysis seminar, report production and presentation. The field work activities in Uganda started on 1st of August 2011 with making appointments and preliminary meetings with some key stakeholders in the country such as the Embassy, Ministry of Finance Planning and Economic Development. The evaluation was scheduled to continue until the launch of the report in March 2012. On the ground, the Evaluation in the country started with consultations with the Royal Norwegian Embassy officials in Kampala to discuss the methodology and arrangements for the field work. The Embassy was consulted with regard to the final selection of projects and partners to be visited. However the evaluation team independently selected the projects in order not to risk a selection bias.

## Sample

A sample of programs and projects were analysed to determine if and how they had addressed the rights of persons with disabilities, how the extending, agreement and implementing partners viewed the present Norwegian policy direction in relation to disability and their awareness and importance of the issue.

The starting point was a list of projects generated by Norad's Statistical Department, in which projects until year 2008 could be ticked off with a "physical disabled" target group marker.<sup>5</sup> For the years 2009 and 2010 when the marker was removed, we identified the projects by word search related to disability. The original disability list for Uganda included 47 targeted contracts, mainly projects related to the Atlas Alliance, Lions Aid Norway, and other Norwegian NGOs with funds from Norad, and support to the Ministry of Finance, Planning and Economic Development which was listed as related to disability.

Since the purpose of the evaluation was also to assess the inclusion/mainstreaming of disability in the overall Norwegian development cooperation, the evaluation team accessed country statistics of Norwegian support (to Uganda) for the last 11 years 2000-2010, and categorised the agreement partners according to size.

Then 1-5 agreement partners within each of the categories were selected based on the scale of funding received. These categories were Government, Multilateral institutions, Norwegian NGOs, Local NGOs, International NGOs and Other donors.

To ensure that all sectors were covered, the team analysed the various DAC sectors supported by Norway. In the case of Uganda, budget support, social infrastructure, emergency response, education, health and banking services were the six largest sectors decided to cover.

In addition to the scale of funding, the evaluation team tried to identify partners with programs in Education and Humanitarian Assistance/Peace building due to the specific requests on these issues in the Terms of Reference; thus the sample of projects in these fields were larger than actual representation.

It is also important to note here that some contracts originally on targeted interventions such as the Uganda Business Coalition on HIV/AIDS, Market Vendors AIDS Project (MAVAP), PSI's (Population Services International) Condom Marketing Programme and all the specific consultancy contracts were removed from the target list. The reasons for their inclusion on the classified list is not obvious, most likely it could be because a number of them were related to HIV and AIDS which in Norway was classified as a disability but excluded in this study. On the other hand a number of contracts were brought onto the classified list because the assessment revealed that they were targeting disability such as the mine victim action projects of UNDP.

---

<sup>5</sup> For more information about the statistical database and the target group markers, we refer to the main report of the *Evaluation of Norwegian support to promote the rights of persons with disabilities*.

Furthermore, after visiting some NGOs, such as Plan International, CARE International, NRC, Red Cross, and Save the Children in Uganda and their counterparts in Norway, their funded projects were upgraded from not targeting to partially targeting. Albeit majority on adhoc basis, a number were responding positively to disability on request from local DPOs or Local Governments and commit financial resources to disability related interventions and due to rigid reporting frameworks in place at the grassroots levels then reporting either omitted disability disaggregated data, or data captured but kept in the local office in the district. Majority of Norwegian NGOs operating in Northern Uganda, captured disability related data among the Extremely Vulnerable Individuals category.

Based on the above results of the analysis as well as discussions and inputs from the Norwegian Embassy, additional projects handled by the Embassy were identified. These were merged with the original list generated by the Norad database. The complete list of disability related projects was then reviewed via desk studies, field visits, interviews and/or focus groups with project beneficiaries. The list is included in Annex 1.

Supplementary interviews with the biggest Norwegian NGOs were carried out in Norway (Save the Children, Atlas Alliance, Red Cross, Norwegian Refugee Council, Right to Play) after the field work was completed. During the field visit in Uganda the team had included the biggest local implementing partners of these Norwegian NGOs.

### **Data collection**

The data was collected through a number of methods including:

- Review of relevant literature and project documents such as country strategies, thematic/sector strategies, agreements, annual reports, seminar and training reports, evaluation reports, baseline survey reports, special activity reports, project agreement documents, memoranda of understanding, etc.
- Discussions with extending and agreement partners, project beneficiaries, specialists/expert opinion, etc.
- Visits to selected projects and organisations including government ministries, Government Agencies, mainstream Non-governmental organisations (NGOs), Disabled People's Organisations (DPOs) and multilateral organisations.

### **Type and number of stakeholders/people interviewed**

The evaluation assignment started with consultations with country specialists identified by the study and visits to government/disability institutions. Consultations were also made with Royal Norwegian Embassy to agree on the schedule as well as the selection of projects / organisations included in the schedule.

Joint field visits by the country lead consultant, the team leader and the Palestinian disability expert took place from 29th August to 8th September 2011. The visits covered the Ministry of Finance, Planning and Economic Development, Ministry of Gender, Labour and Social Development, Ministry of Health, and Ministry of Education and Sports. Other strategic government bodies such as

Uganda Human Rights Commission, and Uganda Bureau of Statistics were also visited. Key multilateral agencies visited included United Children’s Fund (UNICEF), United Nations Fund for Population Activities (UNFPA), United Nations High Commission for Refugees (UNHCR) and the World Food Program (WFP). Visits were also made to key civil society organisations including DPOs and mainstream NGOs that have been recipients of Norwegian government support such as Lions Aid, Save the Children, Plan, National Union of Disabled Persons of Uganda (NUDIPU), Uganda National Association of the Blind (UNAB), Programme for Accessible Health Communication and Education (PACE) (formerly Population Services International - PSI), and Norwegian Refugee Council (NRC). Altogether 20 organisations were visited in Uganda.

A field visit was made to Tororo District in Eastern Uganda to interface with the Community Based Rehabilitation (CBR) program as one of the major recipients of Norwegian government funding support during the last 11 years.

### **Rights-holders’ interaction**

Care was taken to include persons with disabilities in the planning of the evaluation as well as interviews in their own right as rights-holders and particularly for the evaluation team to connect with the real world as perceived by the rights-holders who are at the centre of this evaluation. These include, leaders of the disability movement, a member of parliament representing persons with disabilities, as well as rights-holders at the grassroots in Tororo. In advance of the field visits consultations were made with NUDIPU and UNAB and particularly the President of UNAB to ensure effective representation of rights holders’ views and input into the exercise.

In the reporting phase, the first draft of the field visit report was circulated to the DPOs and other stakeholders (the Embassy and all the organisations, institutions and departments visited by the study team, as well as other interested parties) for their comments. Although comments were not forthcoming, two separate focus group discussions (meetings) were specifically convened in November 2011 with selected rights-holders and stakeholders respectively to discuss the draft and enlist their comments (see Annex 4). The two meetings recorded altogether 24 participants. Table 1 gives a breakdown of interviews and number of respondents by category.

**Table 1: Interviews by categories**

<b>Stakeholder categories</b>	<b>Number of respondents</b>
Extending Agencies/Embassy	12
Government Ministries	5
Autonomous government bodies	3
Multilateral Agencies	4
Norwegian NGOs	21
DPOs and persons with disabilities	7
Local government (Tororo)	6
Political leaders (central)	1
Others	5
<b>Sum</b>	<b>64</b>

The draft field visit report was submitted to Norad on October 3rd, and shared with the partners thereafter. To ensure that this evaluation was participatory, the draft report findings were shared with all the respondent organisations as well as presented at a validation workshop in Uganda in November 2011. Special care was taken to ensure Easy-Read Summary of the report, as well as facilitation of braille and sign language. Based on the comments from stakeholders in Norway and Uganda, a final field visit report was submitted to Norad in mid-December 2011. The report was printed and launched in March 2012.

## 1.5 Limitations

Since the evaluation focused on the last 11 years, the evaluation team found difficulties obtaining and reviewing project documents especially those that were relatively 5 and plus years old. The evaluation team found in a number of cases that newer staff that did not have institutional memory of the projects that had been implemented over the last decade. It was much easier talking about the more recent projects.

Finding time for the evaluation team; many organisations contacted could not avail time for the evaluation team for a number of reasons; including being busy; and others finding no connection between their work and disability.

Government Ministries funded through the budget support arrangements in particular could not isolate or link the Norwegian funding with their programs.



## 2. Country Disability Context

### 2.1 Living conditions

The most acceptable and reliable source of statistics about the prevalence of disability is the 2005/06 National Household Survey which estimates the number of persons with disabilities to constitute 7.2% of the population. This means that there are about 2.3million persons with disabilities in Uganda. This was a significant and perhaps a more accurate figure compared with the 2002 Census that had put the prevalence rate at 4.2%.

Table 2 below shows the prevalence rates of persons with disabilities in Uganda disaggregated according to category of impairment.

**Table 2: Prevalence of Disability by Category**

Category of Impairment	Percentage
Seeing	35.17
Mobility Problems	24.46
Hearing	20.43
Taking Part in Social Activities	6.63
Psychological, Emotional	4.33
Communication	3.97
Other	1.97
Personal Care	1.64
Learning	1.41
<b>Total</b>	<b>100.0</b>

Source: UNHS 2005/06

The table reveals that at 35% persons with visual impairments (seeing difficulties) constitute the majority, followed by those with mobility difficulties (physical disabilities) at 24.5%, hearing difficulties at 20.4% and developmental<sup>6</sup> disabilities at about 14%.

Overall, the social and economic status of persons with disabilities in Uganda is particularly precarious; there is a high correlation between the incidence of poverty and disability. The Northern Uganda survey<sup>7</sup> of 2004 conducted by NUDIPU estimated that 7.2% of persons with disabilities in the Northern region were living in a state of chronic poverty, with **men** far more likely to be poor than women

<sup>6</sup> In this case we have combined all those with "Taking Part in Social Activities, Psychological, Emotional, Personal Care, and Learning difficulties".

<sup>7</sup> This study was largely qualitative and therefore did not generate significant and reliable quantitative data

(NUDIPU, 2008). Other studies have estimated that 80% of persons with disabilities are living in conditions of long-term poverty with limited access to education, health facilities, sustainable housing and employment (Lwanga-Ntale, 2003:1).

## 2.2 Policy and laws

Uganda has signed and ratified all major Human Rights Conventions and key principles are reflected in the 1995 Constitution, which together with the Local Government Act, 1997 provides for affirmative action, i.e. a quota for persons with disabilities in terms of political representation in the Parliament and in political bodies at regional, district and village levels.

In order to promote and monitor human rights the Uganda Human Rights Commission was established in 1996. In September 2008 Uganda signed and ratified the UNCRPD and the Optional Protocol. Despite these frameworks democracy and human rights are far from a reality in Uganda.

The Constitution of Uganda, 1995 recognises the rights of persons with disabilities. Article 16 explicitly endorses the existence of persons with disabilities and their right to human dignity; while Article 21 guarantees equality and freedom from discrimination for all minority groups; and Article 35 addresses the political rights of persons with disabilities. The Constitution recognises sign language and Braille and the need of affirmative action to address the general imbalances against persons with disabilities.

The Persons with Disability Act, 2006 has provisions for equal opportunities and the elimination of all forms of discrimination against people with disabilities. It also provides for a 15% tax reduction to private employers who employ 10 or more persons with disabilities as employees, apprentices or learners on a full time basis. The tax reduction has actually raised controversy as it contradicts sections of other tax laws, particularly Income Tax. Consequently, the tax reduction was reduced to 2%.

There are also many other pieces of legislations that target persons with disabilities or have specific provisions for protecting the rights of persons with disabilities. These include, but are not limited to: National Council for Disability Act, 2003; Equal Opportunities Act, 2006; and Education (Pre-Primary, Primary and Post-Primary), 2008; and many Others include: the Parliamentary Elections Statute of 1996 which provides for representation of persons with disabilities in Parliament and the use of sign language; the Uganda Communications Act of 1997; and the Uganda Traffic and Road Safety Act of 1998. In addition, the Universities and Tertiary Institutions Act 2001 provides for affirmative action for admission of persons with disabilities to universities and tertiary institutions; while the Equal Opportunity Act, 2006, and the Employment Act (No. 6), 2006, both prohibit discrimination of persons in employment based on disability.

Disability is the overall responsibility of the **Department of Disability and Elderly** under the Ministry of Gender, Labour and Social Development (MGLSD).

The different sector ministries are responsible for mainstreaming of disability in all their activities. In order to promote, protect, mainstream and monitor the rights of persons with disabilities the National Council for Disability (NCD) was established in 2003. The Council holds wide-ranging power, but functions ineffectively. For a long time the Council has concentrated on establishment of Disability Councils at district level, which means that today about one third of the districts of the country has a council.

### 2.3 Recent developments

In Uganda, disability is regarded a cross cutting issue by the government. For instance the 2004-2009 Poverty Eradication Action Plan (PEAP) recognised that equitable poverty eradication would only be possible with the help of interventions that support persons with disabilities. For that matter, the PEAP, Disability Policy and Social Development Investment Plan can be taken to be indicators of the government's efforts towards getting the PEAP to work for persons with disabilities. Unfortunately the National Development Plan 2010/11 – 2014/15 which is the successor of the PEAP does not specifically mention disability although there was an effort to consult with the disability organisations as part of the wider civil society consultations.

The government remains committed to promoting the issue and concerns of persons with disabilities through affirmative action, particularly political representation and participation at various levels of governance. For instance, there are five members of Parliament representing persons with disabilities and one councillor representing persons with disabilities at every local council level. Education is also one sector that has received a lot of support as well as affirmative action. For instance, there are more students with disabilities joining the public universities on government sponsorship on the basis of affirmative action.

In order to serve the persons with disabilities better, the government has recently introduced a special disability grant of Ushs.30 million (around NOK 70.000) annually per district to support the socio-economic development and employment of persons with disabilities.

### 2.4 Challenges

The progressive rights-based policies and laws in Uganda, notwithstanding, the main challenge can be said to be ineffective implementation. Majority of the laws and policies remain unimplemented, thus questioning the political will and commitment as well as the efficacy of the accountability system of the government.

There is also an obvious lack of coordination between the line Ministries on cross-cutting issues such as disability.

Furthermore, due to affirmative political rhetoric given to disability, most sectors other than education, health and social development, are hardly doing anything to mainstream disability.

In spite of the Uganda disability movement being probably one of the strongest in Africa, there is still lack of cohesion among the various DPOs thus making it difficult to have a common advocacy agenda and targets.

The findings of this study also reveal that in as much as disability has been given recognition as a cross cutting issue, it paid lip service particularly in the majority of the mainstream multilateral, bilateral civil society and private sectors.

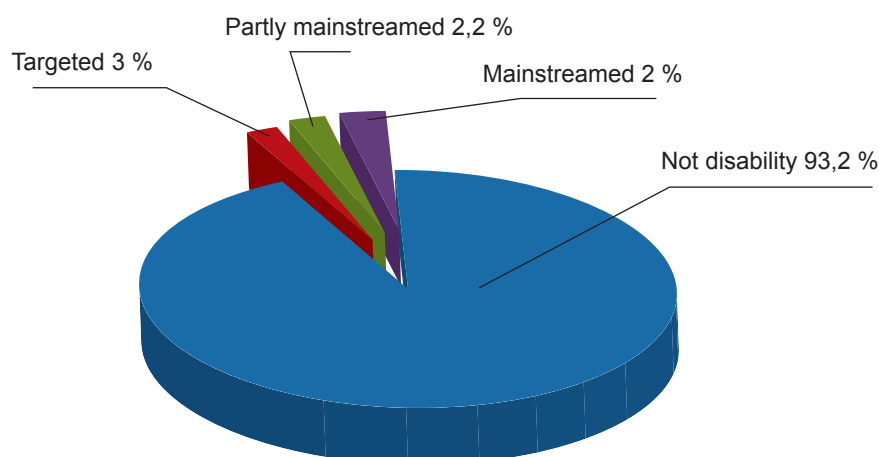
There are many organisations that are supporting persons with disabilities in their programs, albeit on an ad hoc basis. This is because a majority does not have competences in mainstreaming and worse still in reporting.

### 3. Analysis of Norwegian portfolio

#### 3.1 Statistical overview of the support

Uganda receives around 430 million Norwegian crowns (MNOK) annually from the Government of Norway. It is the seventh largest partner country of Norwegian development and humanitarian assistance.<sup>8</sup> Over the 11 years reviewed in this evaluation a total of 3 466 MNOK have been channelled to Uganda from Norway. Out of this, 3% has targeted persons with disabilities (103 MNOK); 4.2% has gone to programs that have included persons with disabilities to some extent, i.e. mainstreamed or partly mainstreamed (131 MNOK). In total 235 MNOK has benefitted persons with disabilities to some extent or another. The large portion of the funds (93%) has not been recorded to have mainstreamed or targeted persons with disabilities.

Figure 1: Analysis of Uganda project portfolio



Source: Norad database/information collected by the evaluation

The evaluation reviewed a total of 48 contracts between various Norwegian extending<sup>9</sup> agencies and Norwegian and local partners which had been identified to have had a disability marker. After the field work and further mapping of the overall contract portfolio, a number of contracts particularly consultancies and those found not to have genuinely been targeting or mainstreaming disability were removed. But a number of other projects supported by Right to Play, Cen-

<sup>8</sup> <http://www.norad.no/Land/Afrika/Uganda>

<sup>9</sup> The term extending agency refers to the Norwegian governmental agency that signs the contract, monitors and handles the fund to the implementing organisations on behalf of Norway. The main extending agencies are Norad and the Ministry of Foreign Affairs, either via the Embassies or directly from MFA in Oslo. Norfund and Fredskorpset are agencies that handle funds on behalf of the government.

tre for Internationalisation of Higher Education (SIU) were found to be mainstreaming disability and therefore included on the list. Likewise some projects supported through Norwegian Refugee Council, CARE International in Uganda, Hand in Hand, and Save the Children in Uganda were included on the list because it was found that they were either mainstreaming or partially including persons with disabilities although they were poor at reporting. To a large extent at least they were responding to disability issues on ad hoc basis and then commit some resources. For that matter the number of contracts found to either have been targeting or mainstreaming fully or partially increased to 63. These were included in the mapping and hence classified.

In these following sub sections we describe and analyse the interventions according to their focus in as far as they target or mainstream disability.

### 3.2 Sectors

In terms of classifying the projects into sectors, the study found that education was the sector that received the largest allocation of funding related to disability, followed by health and other social infrastructure and services. Table 3 shows the 7 largest DAC sectors based on the classified projects.

**Table 3: Largest DAC sectors for disability projects for years 2000-2010 (in NOK '000)**

Category	Total (NOK '000)
Education	54 448
Health	44 838
Other social infrastructure and services	43 780
Banking and financial services	19 802
Emergency Response	10 902
Government and civil society, general	9 764
Other multisector	3 449
<b>Total</b>	<b>186 983</b>

Source: Norad database/information collected by the evaluation

The largest sectors in terms of funding for targeted or mainstreamed projects are education, health and social services. Taking the Norwegian aid portfolio in Uganda in general into consideration, the 10 largest sectors are: general budget support, energy, emergency response, education, health, conflict prevention and resolution, peace and security. Table 4 shows the largest sectors and the amount of funding received over the last 11 years (irrespective of disability relevance).

Overall, 20% of the funds have gone to budget support, 17% to energy, 13% to government and civil society (hereunder the funding to the DPO support channelled via the Atlas Alliance), 12% to emergency response, 5% to education and health respectively. In that perspective, the funding to disability projects was found to be not mainstreamed in the main sectors such as budget support and energy generation and supply.

**Table 4: The 10 largest DAC sectors of overall Norwegian aid to Uganda for years 2000-2010 (in NOK '000)**

DAC code –Sector Category <sup>3</sup>	NOK (in'000)	Percentage of total
510 - General Budget support	527 654	35.17
230 - Energy generation and supply	451 550	24.46
151 - Government and civil society, general	343 811	20.43
720 – Emergency Response	313 940	6.63
114 - Post-secondary education	205 654	4.33
160 - Other social infrastructure and services	176 955	3.97
430 - Other multisector	175 505	1.97
112 - Basic education	138 835	1.64
121 - Health, general	138 690	
152 - Conflict prevention and resolution, peace and security	137 174	1.41
<b>Total</b>	<b>2 609 768</b>	<b>100.0</b>

Source: Norad database/information collected by the evaluation

### 3.3 Targeted initiatives

The evaluation revealed that there were 31 disability targeted disbursements. These were executed through the Atlas Alliance, Norwegian Association of the Blind and Partial Sighted (NABP)<sup>10</sup> and Lions Aid Norway. The projects included the national CBR (CBR) program coordinated by the Ministry of Gender, Labour and Social Development; Organisational Development project for National Union of Disabled Persons of Uganda (NUDIPU); organisational strengthening of Uganda National Association of the Blind (UNAB); the Eye Care Program of Lions Aid Norway in conjunction with the Ministry of Health, and a specific project about strengthening healthcare for persons with disabilities supported through MFPED. In addition there are two projects targeting mine survivors in Northern Uganda, a large program via UNDP and a small project via the Norwegian Humanist Association (HAMU).

The total funding for these targeted projects over the last 11 years amounts to 103MNOK. Atlas Alliance has been the largest partner receiving in total 51 MNOK, followed by Lions Aid Norway at 33,9 MNOK. Almost all these projects have been funded through Norad. Table 5 shows the list of the targeted projects including the agreement partner, agreement title and extending agency and the total amount extended.

<sup>10</sup> Since 2005 the funding to NABP has been channelled via Atlas Alliance. Before that NABP received the fund directly from Norad.

**Table 5: List of Targeted Projects 2000 – 2010 (in NOK '000)**

Agreement partner	Agreement title	Extending agency	Total (NOK '000)
Lions Clubs International	District Eye Care Program Uganda	Norad	33 959
Atlas Alliance – NAD	Community Based Rehab in Uganda	Norad	24 942
Atlas Alliance – NAD	Organisational Devt - NUDIPU	Norad	18 668
NABP / Atlas Alliance	National Association of the Blind	Norad	6 752
MFPED	Strengthening health care for PWD	Norad/ MFA Embassy	5 500
Atlas Alliance – NAD	NHF-Economic Empowerment	Norad	3 854
SIU	Norad's program for Master Studies - NOMA	Norad	3 539
SIU	Norad's program for institutional cooperation - NUFU	Norad	2 872
UNDP	Mine action support	MFA - Oslo	2 390
Norwegian People's Aid	Mobility training for visual impaired	Norad	602
HAMU	Land Mine Victims returning home	Norad	400
<b>Total</b>		<b>2 609 768</b>	<b>103 478</b>

Source: Norad database/information collected by the evaluation

It is also important to note that whereas the CBR program, organisational strengthening of NUDIPU and UNAB are targeting persons with disabilities solely, one could argue that the district eye care project has elements of prevention, particularly screening and general awareness programs.

**CBR** is the flagship program of the Government of Uganda as a strategy for serving persons with disabilities. CBR was introduced and adopted by the Government in 1992 with collaborative support from NAD. This collaboration stayed in place until 2008 when the funding through Atlas Alliance and NAD was phased out.

The initial CBR program was implemented in 12 districts of Uganda mainly in the South Western part of the country. The external evaluation of the program in 2000 recommended consolidation of the program through a clear strategic plan to improve program coverage and the quality of services provided to persons with disabilities. As a result, the Government together with NAD decided to implement CBR in one district of Tororo (in Eastern Uganda) as a model pilot project, which, if successful, would be replicated in other districts. Indeed the 2005 Evaluation found that the model CBR pilot project had been successful and recommended its replication (Claussen et al, 2005). Subsequently it was



extended to two other districts (Busia and Kayuga). In 2008 the Norad support to the CBR program was phased out on mutual agreement with the Government of Uganda in which the latter was to take over and expand it further to other districts. By the time of this evaluation, the model CBR program was still however covering only five districts. The CBR is funded through the Government's Poverty Action Fund.

The field assessment indicated that although the CBR program is the agreed strategy for reaching and serving persons with disabilities, there is still a big disconnection in terms of ownership by the DPOs. The main Ugandan DPOs like NUDIPU and UNAB seem to view CBR as a government program and remotely associate with it, in spite of efforts by the Ministry of Gender Labour and Social Development, the host and coordinator of the program, to involve them in the decision making structures of the National and District CBR Steering Committees.

The evaluation also noted differences in perception between the national levels DPOs and district level DPOs in terms of how they should participate in the CBR program. The national level DPOs expect to be invited to the program, while the district level DPOs are more proactive and see themselves as important stakeholders.

However, the findings indicate a high level of ownership of the CBR program by the local authorities in districts like Tororo and thus more responsive to disability as a development issue. Hence where CBR is working well, there were higher chances of other development programs mainstreaming disability as a development issue.

Furthermore, it is worth noting that CBR program still has a limited outreach. So far it is only covering **12 out of the total 112 districts of Uganda**. In addition, in spite of CBR being the flagship strategy for mobilizing and serving persons with disabilities, a number of mainstream NGOs are yet to establish formal linkages with the CBR program.

Since 2002 NAD the main promoter of the CBR strategy and program has taken a twin-track approach. Besides supporting the CBR program, it has also been supporting **organisational strengthening of NUDIPU** the main cross disability organisation of persons with disabilities in the country. Through the CBR project funding, some financial support was also extended directly to local DPOs in the target districts to organise themselves and engage with local authorities (duty bearers) to ensure that persons with disabilities and their families benefit from the CBR program. Overall, NUDIPU can be considered one of the strongest DPOs in Africa with tremendous influence on the government development policy and planning. After a successful organisational strengthening, the latest cooperation between NUDIPU and NAD is about economic empowerment which is being done in partnership with the Association of Microfinance Institutes of Uganda (AMFIU). The objective of the project is to increase the outreach of sustainable mainstream microfinance services to persons with disabilities in

Uganda through generating awareness among MFIs (particularly members of AMFIU) about inclusion of persons with disabilities; and likewise to create awareness among the DPOs about the merits and demerits of microfinance (Nakabuye Bwire, F, et al, 2009).

The other DPO that has benefitted from targeted funding from Norad is the Uganda Association of the Blind through initially her counterpart, NABP/ Atlas Alliance. UNAB is one of the oldest single disability DPOs in Uganda and through targeted support from NABP since 1993 it has grown into one of the best organised and strong DPOs with over 50 branches country-wide. Membership in UNAB is limited to visually impaired persons (which includes the blind and partially sighted).

In the context of education as a sector, Norway has over the last 11 years supported the building up of a special needs education at the Uganda National Institute of Special Education (UNISE) which is currently part of the Kyambogo University. Via Norad (and the Centre for Internationalisation of Higher Education (SIU)) Norway has supported the capacity-building of teachers and lecturers, as well as provided a large number of scholarships at both master and doctoral levels including research on research. The funding has been channelled both via the Norad Program for Master Studies (NOMA) and via the institutional cooperation between the University of Oslo and the University of Makerere (NUFU program).<sup>11</sup>

**Lions Aid Norway** is another organisation that has supported disability targeted interventions in Uganda. Since 1993, Lions Aid Norway has collaborated with Ministry of Health to establish a sustainable eye care program for the prevention and treatment of avoidable blindness. Although the program does not focus on the blind, the majority of the beneficiaries are people who are experiencing partial blindness due to conditions such as cataracts. Besides the establishment or improving the eye care infrastructure at key selected eye care departments in targeted districts, Lions Aid Norway has been supporting the training of eye care specialists, such as Ophthalmologists, Ophthalmic Clinical Officers and Ophthalmic Assistants; it supports outreach clinics for screening and assessments of persons with blinding conditions for onward interventions, but mostly surgical cataract removals.

Other targeted support includes the MFA and Embassy funded project through the Ministry of Finance Planning and Economic Development implemented by Ministry of Health aimed at strengthening healthcare for persons with disabilities.

In the context of humanitarian and emergencies particularly relating to Northern Uganda, the **Norwegian Refugee Council** (NRC) has engaged with local authorities to support and promote education of children with disabilities in their target districts. In Pader for example NRC has developed several programs, focusing on improving access to quality education and supporting special needs

---

<sup>11</sup> For more information about both the NUFU and NOMA programs, we refer to the website of SIU which is handling the programs, <http://www.siu.no/eng/>

education. The main focus of the project involves supporting children with disabilities through training teachers. Altogether 27 primary schools in the district are benefiting from the NRC supported training on sign language, Braille reading and writing for special needs education teachers. As a result many children with disabilities have now been enrolled in these schools and accessing learning.

Furthermore, the **UNDP supported land mine survivors** program in Northern Uganda which has many partners including MGLSD, AVSI, World Vision and many NGOs is a targeted intervention, which in fact has adopted a CBR approach. In so doing the program is targeting all persons with disabilities – but particularly those with mobility difficulties are the major beneficiaries as the interventions are largely skewed towards provision of mobility and rehabilitative devices in addition to long term counselling.

### 3.4 Mainstreamed initiatives

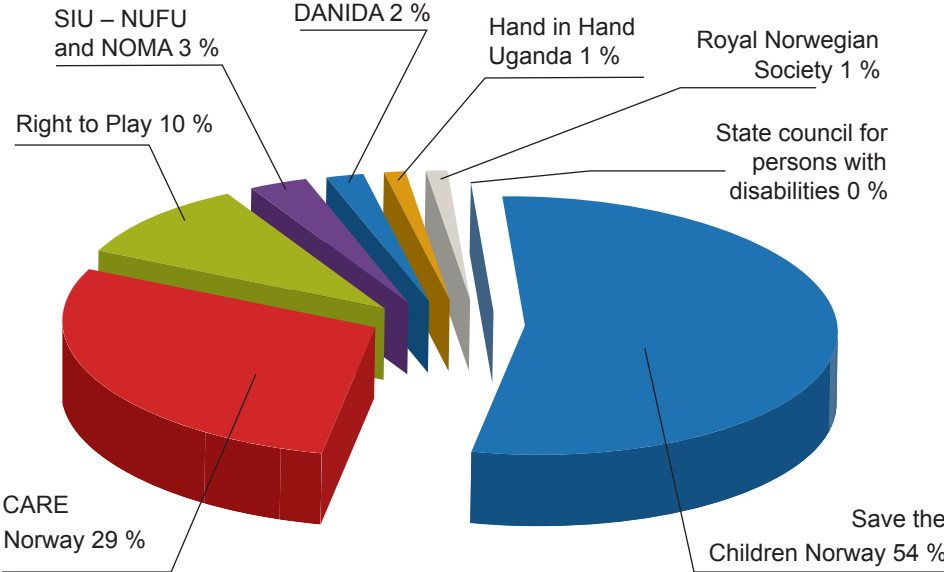
Going by the definition of mainstreaming, the field assessment revealed that 15 contracts mainstreamed disability. However, during the process the evaluation team found projects that had in more than one way included persons' with disabilities, although they might have failed to adhere to the strict definition of mainstreaming used in this study. It was therefore decided to treat them as *partly mainstreamed*.

Having said that, apart from the funding that is channelled through budget support and contributing to mainstreamed initiatives such as in MGLSD, Health, Education and Sports, the total funding by specific contracts that was assessed to have mainstreamed and /or partly mainstreamed disability amounted to 131,673 MNOK. The channels through which majority of mainstreamed contracts were made were mainly MFA (largest) and Norad. Figure 2 below shows the projects executed over the last 11 years that were assessed to have mainstreamed disability.

The field assessment basing on the strict definition found very few organisations and agencies to have been mainstreaming disability, simply because many lacked knowledge and competences in disability programming.

It is also important to note that there are more interventions particularly those extended through the budget support and other bilateral channels that also mainstreamed disability. Typical examples are the interventions in Ministry of Education and Sports, the Uganda Human Rights Commission (UHRC), Uganda Bureau of Statistics and Danida's Human Rights and Governance program. At UHRC the assessment team found a good practice since within the Directorate of Monitoring and Inspection, there is a unit for Vulnerable Persons where persons with disabilities are mentioned and planned for specifically. There is a budget line for supporting disability specific interventions and the reporting did capture disability disaggregated data, albeit small numbers.

**Figure 2: Agreement partners implementing mainstreamed or partly mainstreamed disability projects funded by Norway for years 2000-2010 (in %)**



Source: Norad database/information collected by the evaluation

Another good example is UBOS where the team established that it (UBOS) was a member of the Washington Group<sup>12</sup> and was indeed participating in the conferences including the 6th meeting that was hosted in Uganda. As a result, since 2002 UBOS had adopted the Washington Group classification in the Housing and Population Census, and National Demographic and Health Surveys, thus improving on availability of more reliable disability data. Of course the disability movement still wants more practical participation and better controlled surveys to be able to bring out more reliable disability statistical information.

The Ministry of Education and Sports has a specific department of Special Needs Education and Career Guidance, headed by a Commissioner. The department is responsible for raising awareness about education of children with disabilities and promotion of inclusive education. The department has work plans and budget lines besides preparing disaggregated data on disability. For instance, according to statistics available in the department, there were 181,515 children with disabilities enrolled in Primary Schools and Secondary Schools in Uganda in 2008. With a high level of participation of DPOs especially UNAB, it was reported to the assessment team that the Inclusive Education Policy, was almost about to be launched.

The Ministry of Gender, Labour and Social Development besides having the mandate for coordinating disability and elderly affairs, is also one of the ministries that can be said to be promoting mainstreaming. Besides having a designated Minister of State for Disability and Elderly Affairs, there are specific interventions which are either targeting or mainstreaming disability. For instance, children with disabilities are recognised and included in National Orphans and

<sup>12</sup> <http://unstats.un.org/unsd/methods/citygroup/washington.htm>

other Vulnerable Children policy and program, while persons with disabilities are recognised and planned for in the Functional Adult Literacy programs, with even Brailled learning and training materials available.

The Ministry of Health has a Disability and Rehabilitation Section headed by a senior Medical Officer. The section is responsible for ensuring that disability and rehabilitation affairs of persons with disabilities are taken care of within the main-stream health care programs of the ministry.

Norway has supported **UNICEF** globally to develop its education program, with special focus on Education for All and inclusive schools. The intention has been that UNICEF should be able to provide technical support, backstopping and funding to National educational programs. Guidelines have been developed to guide planning and monitoring of inclusive education sector programs<sup>13</sup>. Children with disabilities have not yet been a prioritised focus in the UNICEF global Fast track/Global action for education for all or in the UNICEF programs on child friendly class rooms, although there are some model countries where this has happened. For UNICEF in Uganda, this was not found to have been rolled out, and UNICEF did not have disability aggregated data on children with disabilities either in the development programs or in the humanitarian situation in Northern Uganda.

The assessment however, found some interventions supported through Norwegian NGOs such as Right to Play; Hand in Hand Uganda, SIU - Norwegian Centre for International Cooperation in Higher Education, and The Royal Norwegian Society, which have made an effort to mainstream disability and were capturing some disaggregated data in their reporting.

Be it as it may, the field assessment revealed a contrast of opinion between Norad and the NGO partners, but also between Norwegian NGOs and their international partners doing development work in Uganda.

Secondly, the assessment revealed that some Norwegian NGO such as Plan Norway can be well advanced in terms of disability mainstreaming focus, but because disability is not a focus of its international group, then disability mainstreaming was not accompanying their work as a requirement to their funding to their country specific NGO program. Nevertheless, the assessment revealed many Norwegian NGOs such as Save the Children, Norway, Norwegian Red Cross, NRC and others not to have clear disability mainstreaming strategies.

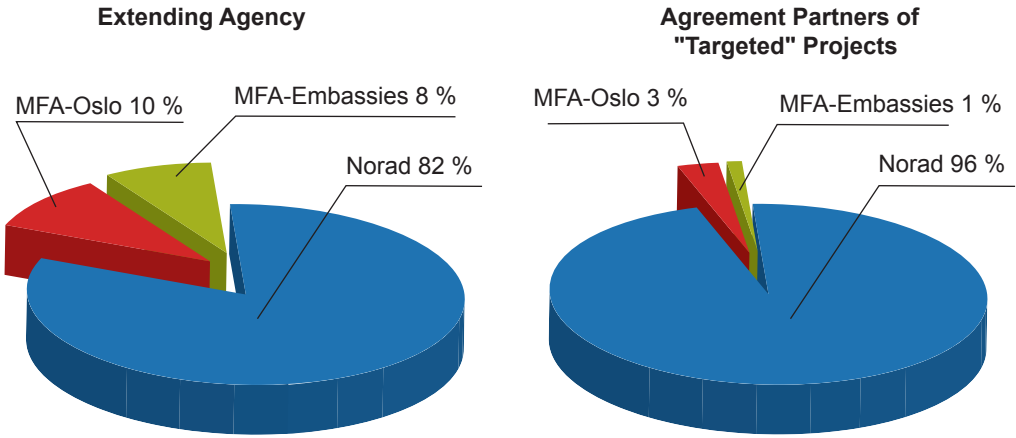
### 3.5 Extending agencies and partners

The term extending agencies is refer to the Norwegian governmental agency that signs the contract, monitors and ensures the reporting of the implementing organisations on behalf of Norway. Figure 3 shows the main extending partners of a) the overall funding to disability and the b) for projects targeting persons with disabilities.

---

13 [http://www.unicef.org/education/files/Equity\\_and\\_Inclusion\\_Guide.pdf](http://www.unicef.org/education/files/Equity_and_Inclusion_Guide.pdf)

**Figure 3: Extending Agencies of disability funds to Uganda, years 2000-2010 (% funding)**



Source: Norad database/information collected by the evaluation

In terms of the targeted projects, 96% of them are handled by Norad, while the Ministry of Foreign Affairs (MFA) in Oslo and via the Embassy has extended only 3% and 1% respectively. Likewise, from the perspective of mainstreamed and partial mainstreamed projects, Norad remains the main extending agency at 67%, followed by MFA Oslo at 18%, while MFA Embassy has extended 15%.

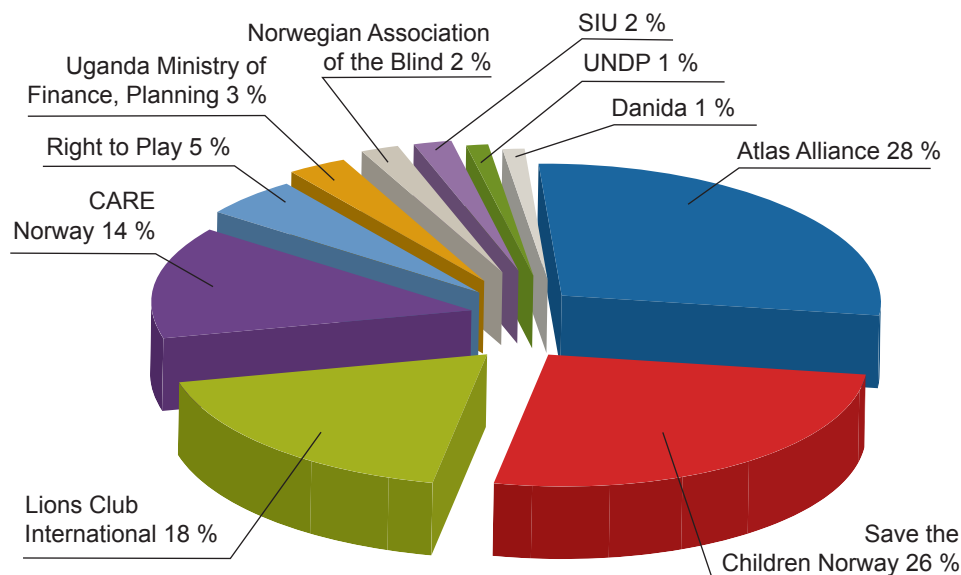
The Government of Uganda has been the biggest recipient of overall Norwegian funding to the country. Over the last 11 years, the total funding received by the government amounts to almost 1,5billion NOK (2,6 million USD). Most of this funding has been channelled through the Ministry of Finance Planning and Economic Development (MFPED) as budget support. This is however changing to targeted projects particularly in the environment and energy sector. In the private sector, Norway has agreement partners in the energy sector such as Trønderenergi AS and the Bygoye hydro power plant particularly aimed at addressing the environmental and climate concerns which have been growing within the country program in recent years. Another prominent partner in the private sector is Development Finance Company of Uganda.

There are also a number of agreement partners in the NGO sector particularly with the Norwegian NGOs including Norwegian Refugee Council, Save the Children, Caritas, Atlas Alliance, Red Cross, Care, Lions Aid; and Plan. Among these, it is Atlas Alliance that is disability focused and has supported the national CBR program, and organisational strengthening of local DPOs particularly NUDIPU and UNAB through the Atlas members Norwegian Association of Disabled (NAD) and Norwegian Association of the Blind and Partially Sighted (NABP).

Analysing the agreement partners (irrespective of type of projects, i.e. targeted or mainstreamed), the largest one is the Atlas Alliance (28%) followed by Norwegian Save the Children (26%), Lions Aid Norway at 18%, Care Norway 14%,

Right to Play with 5%, and the Uganda Government with 3% in addition to some smaller projects. We refer to figure 4 below.

**Figure 4: Largest recipients of funding to disability in Uganda, years 2000-2010 (% of funding)**



Source: Norad database/information collected by the evaluation

Other Civil Society Organisations that have been supported to do work in Uganda but were found not to be particularly targeting disability since include; the Population Services International PSI (now PACE) in their Condom Making Program (3 MNOK), Uganda Market Vendors' Association (23 MNOK) and the Uganda Business Coalition on HIV and AIDS (1.3 MNOK). These projects were removed from the database as wrongly coded.

**Table 6: Multilateral agencies funded by Norway 2000-10 (in NOK '000)**

Category	Total (NOK '000)
UNICEF- United Nations Children's Fund	103 874
WFP - World Food Program	102 809
UNFPA - UN Population Fund	64 361
FAO - Food and Agricultural Organisation of the United Nations	42 125
UNIDO - UN Industrial Development Organisation	38 098
UNHCR - UN Office of the UN High Comm. for Refugees	35 640
UNOCHA - UN Office of Co-ordination of Humanitarian Affairs	28 022
UNDP - UN Development Program	12 099
UNHCHR - Office of the UN High Comm. for Human Rights	11 900
WHO - World Health Organisation	5 517
<b>Total</b>	<b>444 445</b>

Source: Norad database/information collected by the evaluation

Table 6 above shows the main multilateral partners and amounts that they have received over the last 11 years. The most prominent recipients of multilateral support are UNICEF, WFP, UNFPA, FAO, UNIDO and UNHCR.

Despite the fact that the UN has issued a separate Guidance Note<sup>14</sup> for how to implement the CRPD at country level the field assessment findings indicate that among the multilateral agencies, it was UNDP (Mine action program) and UNFPA which has started mainstreaming disability and hence was taking lead in ensuring that disability issues are well coordinated at the national level. UNFPA was not necessarily using funding from Norway on this activity. UNFPA as a response to multiple requests from DPOs had found it necessary to invite the various players involved in disability work including DPOs, government departments and other disability focused NGOs to discuss and agree on a better coordination mechanism. So far one meeting had been organised and a coordination committee agreed. In addition, there was an to include persons with disabilities in the new UNFPA Country Program Action Plan 2010-2014 although a review of the document by the field assessment team revealed no mention of disability as an issue or persons with disabilities as a target group.

Other multilateral agencies visited or contacted by the team such as WFP, and UNHCR indicated to be not specific on disability and neither were they keeping a “closed eye” about it, so could not specify how persons with disabilities had benefited from their interventions.

### 3.6 Cause and types of disability

Regarding classification of supported projects by cause, the evaluation reveals that majority of projects were supporting persons with disabilities whose cause is mainly natural and congenital, followed by those caused by both conflict and natural causes. Figure 5 shows the categorisation of Norwegian funding to projects by cause of disability.

The field assessment findings revealed that apart from the Lions Aid Norway program support for the eye care health program, and to a large extent but not with certainty the UNDP and Norwegian Humanist Association, mine victims action programs it is difficult to tell the cause of disability.

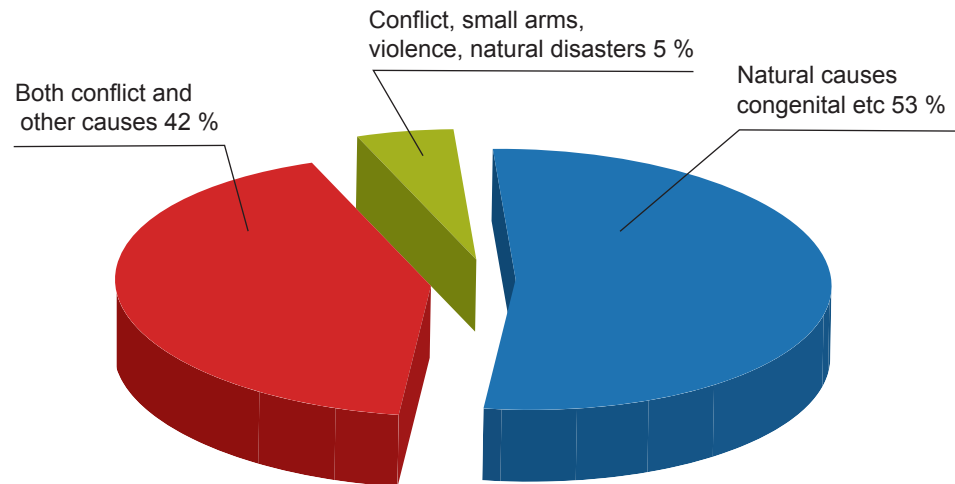
Even within the boundaries of Northern Uganda where conflict has been evident, a number of other causes such as accidents, infections, malnutrition, and congenital causes remain a big factor. Therefore, majority of targeted and mainstreamed projects reveal cause of disability as other, but those targeting Northern Uganda, the cause can be classified as both.

---

<sup>14</sup> In 2010 a Guidance Note was adopted by the United Nations Development Group to guide all UN agencies working on national level programs on how to include disability in their programs and approaches.



**Figure 5: Cause of disability targeted in Norwegian funded projects for years 2000-2010 (in %)**



Source: Norad database/information collected by the evaluation

Likewise, apart from the projects of Lions Aid Norway and those supported through NABP and Atlas Alliance to UNAB, the field assessment could not establish with certainty the type of disability focused on by the interventions. In majority of the cases the targeted interventions such as the CBR program, organisational support to NUDIPU and economic empowerment and all the mainstreamed interventions, all types of disabilities were being targeted. On the ground however, the assessment revealed that persons with physical disabilities were the major beneficiaries, while those with developmental disabilities, and mental health problems were the least served and targeted.

The analysis revealed two projects; one by UNDP and the other by HAMU, albeit with small funding, have gone into projects targeting survivors of landmines. However, through the main budget support to the Government of Uganda some of this support was financed by the Peace, Recovery and Development Plan (PRDP).

### 3.7 Activities of other donors

Besides the work supported by Norway, there are many local organisations in the civil society sector that are engaged in work that promotes the rights of persons with disabilities. Chief among those are other DPOs which include: NOWUDU, Uganda National Association of the Deaf (UNAD), Uganda National Action on Physical Disabilities (UNAPD), Mental Health Uganda (MHU), Epilepsy Support Association (ESAU), National Association of Deaf Blind of Uganda (NADBU), Disabled Women Research Organisation (DWNRO), and Mobility Appliances by Disabled Women Entrepreneurs (MADE) and others.

Other Civil Society Organisations and international NGOs with a focus on disability include; Sight Savers International, Sense International, Action on Disability and Development, Uganda Society for Disabled Children, Leonard Cheshire

Foundation, Cristoffel Blinden Mission (CBM), German Leprosy Relief Service, Basic Needs, CURE Children's Hospital, AVSI Uganda, World Vision Uganda, Rotary and Lions Clubs and others.

Among the multilateral agencies that are supporting disability targeted initiatives but whose such initiatives in Uganda are not funded by Norway is the International Labour Organisation (ILO) particularly interested in the area of vocational training and employment for persons with disabilities.

Other bilateral agencies that have supported disability work in Uganda among others include, Danish International Development Agency (Danida), United Kingdom Agency for International Development (UKAid), United States Agency for International Development (USAID), Swedish International Development Agency (Sida), Italian Government, European Union and the European Commission Humanitarian Aid (ECHO).

Among the government ministries and agencies, Ministry of Agriculture, Ministry of Housing and Works, and Ministry of Local Government have shown more interest in mainstreaming rights of persons with disabilities. See Annex 3 for a matrix of stakeholders.

## 4. Theory of Change Analysis

In order to determine if and how the initiatives identified and funded by Norway were contributing to promoting the rights of persons with disabilities, we analysed them according to a theory of change<sup>15</sup> built on a human rights based approach (HRBA) to development.

According to a human rights based approach to development, sustainable change requires

- a. empowering people (**rights holders**), particularly the most powerless (with hope, assertiveness, knowledge, skills, tools, communication channels, legal mechanisms etc.) to enable them to improve their lives, organise and claim their rights as stipulated in national laws and UN conventions and
- b. supporting and demanding that those in power (**duty-bearers**) respect and respond to these legitimate claims (as outlined in the laws and conventions).<sup>16</sup>

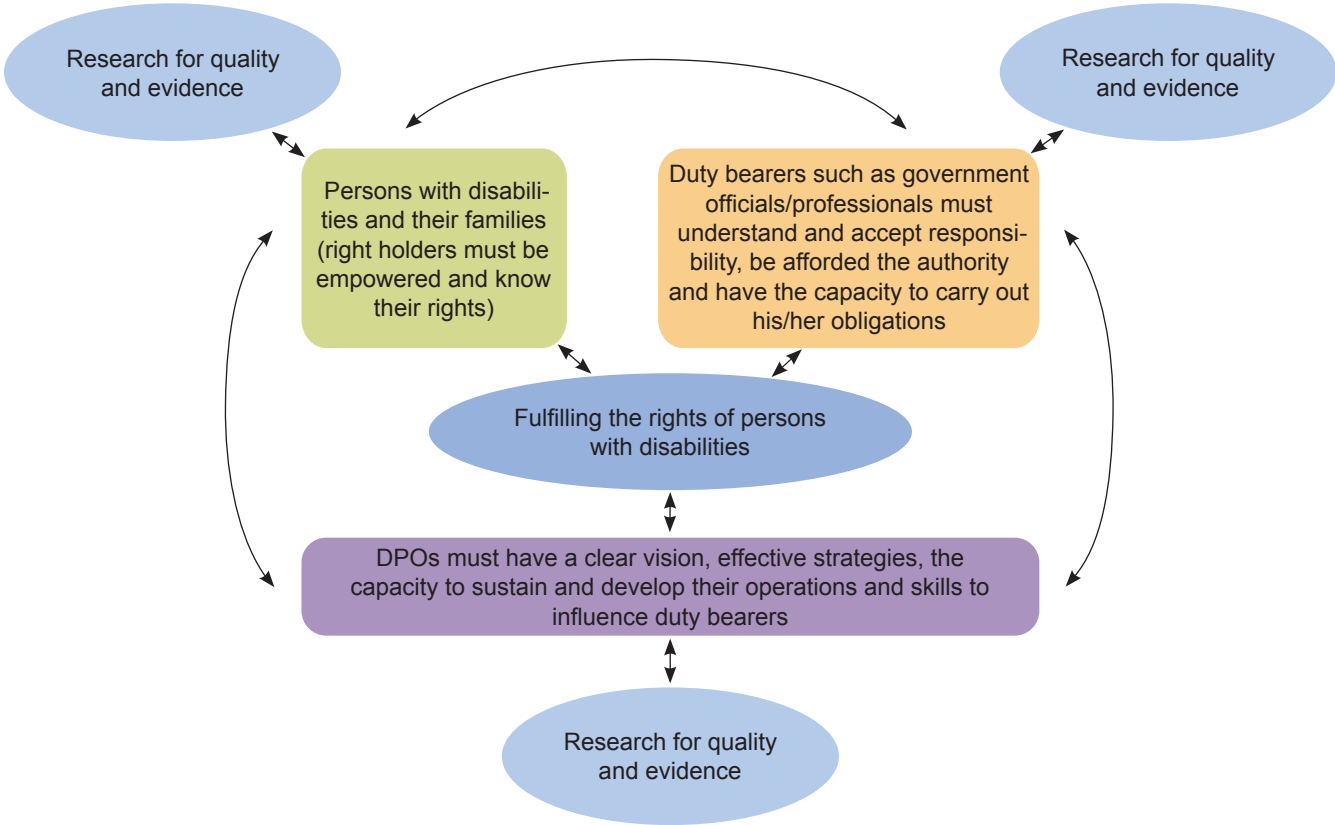
A model theory of change based on the UN understanding and definition of a HRBA was designed by the team to indicate the building blocks that are required to achieve the desired outcome; i.e. the “rights of persons with disabilities fulfilled” (figure 6 below). The initiatives were then analysed against these components to see if and how they have contributed to the desired changes for persons with disabilities.

---

<sup>15</sup> A Theory of Change is a tool for defining the building blocks and processes required to bring about a long-term goal and social changes. Weiss (1995) defines it as ‘a theory of how and why an initiative works’.

<sup>16</sup> <http://hrbaportal.org/the-un-and-hrba> and [http://waterwiki.net/index.php/Human\\_Rights-Based\\_Approaches#The\\_principles](http://waterwiki.net/index.php/Human_Rights-Based_Approaches#The_principles)

Figure 6: Theory of Change



Source: Based on the UN human rights-based approach and further refined by evaluation team.

There were several theories of change used by the various agreement partners. The major interventions in Uganda being CBR and strengthening DPOs, the dominant theory of change has focused on empowering persons with disabilities to engage with government to ensure that they (persons with disabilities) are included in major programs and interventions. This is what some agreement partners such as Atlas Alliance (mainly NAD and NABP) have advanced as a “twin-track-approach” from their perspective.

Basing on this perspective, their (Atlas Alliance and its members) theory of change is that in order for change to happen **persons with disabilities and their organisations must be empowered** to know and claim their rights. Initiatives focus both on individual empowerment (e.g. mobility, self-reliance, education and income generation) as well as organisational empowerment, to enable persons with disabilities to meet, have a voice and advocate for change. Organisational support often focuses on strengthening of leadership, governance, management and advocacy skills, etc. An important part of the theory of change of Atlas Alliance is that peer support between individuals and DPOs, sharing the same experiences of exclusion, is a key factor for inspiration, courage, determination, self-confidence and general empowerment. Meeting other men, women, parents or organisations that have changed their situation for the better provides peers with hope and strength to fight.

Some other Norwegian NGOs such as Care Norway and Right to Play follow a rights based approach in their work and hence had to target and include persons with disabilities in their interventions. Others such as Save the Children, Norwegian Refugee Council, and Plan International have also included persons with disabilities in some of their programs because of the pressure from either DPOs, persons with disabilities or local authorities, and this is what we have termed in this report, “responding on ad hoc basis”.

However, there are also some agreement partners whose theory of change focused on “rehabilitating” or “curing” individual persons with disabilities, to reduce their impairments and improve their possibilities to take part in family and society life. These projects specifically targeted persons with disabilities and aimed at **providing medical/rehabilitation/education services** to them. These include some bilateral and multilateral initiatives and among NGOs such as Lions Aid Norway, UNDP supported Mine Victim Assistance Program, Save the Children and Plan Uganda.

In mainstreamed projects **capacity development of duty-bearers** was often in focus. The theory of change was that in order to improve the conditions for persons with disabilities the government must recognise the rights of persons with disabilities and include them in plans and development programs. Examples of good practice are found within education programs, poverty reduction programs and community development programs. In a few cases human rights institutions, such as the Human Rights Commissions, have engaged with monitoring of the rights of persons with disabilities, especially after the adoption of the CRPD.

Very few stakeholders had a theory of change that included all elements of the human rights based approach. Exceptions were the CBR and community development programs supported by Atlas Alliance members.

The present grant system to civil society organisations makes it difficult to adopt a human rights approach. Civil society organisations are only supposed to work with other civil society organisations and not partner with government agencies.<sup>17</sup> In some cases the main problem is the lack of awareness, competence and capacity of the local authorities. Other places, the governments are not willing to take on their responsibilities as duty-bearers. If DPOs and NGOs want to bring about lasting and sustainable changes, they have to involve national authorities as parties to the programs.

---

17 Opcit

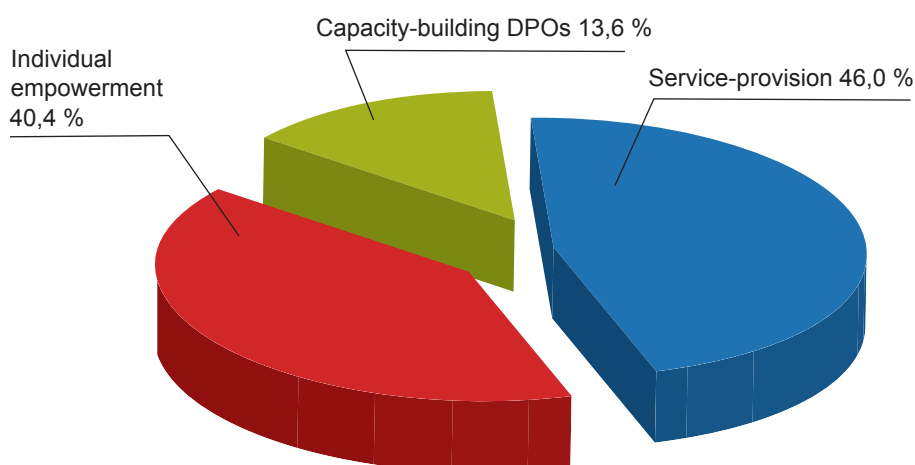
## 5. Achieving the rights of persons with disabilities

Building on the theory of change described in the previous chapter, this section will analyse the interventions funded by Norway and their potential effect and impact on promoting the rights of persons with disabilities.

### 5.1 Focus of interventions

Five types of focus were identified in the theory of change: service provision, capacity building of persons with disabilities on an individual level, capacity building of DPOs, capacity building and advocacy with duty-bearers, research, and other. These focus areas are meant to guide the promotion of the rights of persons with disabilities under the Theory of Change that adopts a human rights-based approach. The figure below provides a breakdown of targeted and mainstreamed support by their focus. These findings should be viewed with caution as they reflect the assessment of the evaluation team rather than specific data reported by the projects themselves.

**Figure 7: Main focus of disability projects funded by Norway for years 2000-2010 (in % of total amount)**



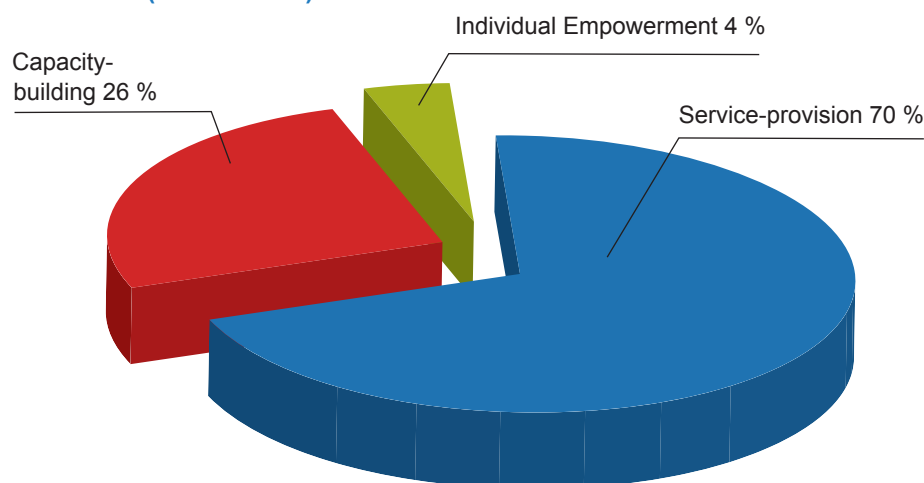
Source: Norad database/information collected by the evaluation

As seen in the figure above, the main focus of the majority of projects supported by Norway has been towards service provision (46%) followed by projects aimed at individual empowerment (40%) and 14% of the projects on the disability list have been channelled towards capacity building of the DPOs. The striking find-

ing is that there is no funding for capacity-building of duty-bearers, research and knowledge production of themes related to disability.<sup>18</sup>

Analysing the projects specifically targeting persons with disabilities, the main focus has also here been service provision (70%), followed by capacity building for DPOs at 26%, and individual empowerment 4%. See figure 8.

**Figure 8: Main focus of targeted projects funded by Norway for years 2000-2010 (in % of total)**



Source: Norad database/information collected by the evaluation

For the mainstreamed and partly mainstreamed projects (figure is not included in this report), the main focus has been individual empowerment (80%) and service provision (20%). None of the mainstreamed and partly mainstreamed projects was providing capacity building for DPOs.

### **A. Service-provision**

A number of targeted projects focus on service provision. These include the Lions Aid Norway eye care health program, mine victim assistance projects and in a number of ways the CBR program. The services include screening, undergoing conservative treatment and or rehabilitation including home based care services and referrals for specialized services such as eye surgery, corrective surgery, and or provision of assistive devices. A large component of most of these services includes psychosocial therapy and counselling services, besides sensitization and awareness-raising.

Some projects have been targeted at education service for persons with disabilities especially some of those directly going through budget support to basic education. Even a component of the CBR program aimed to improve access of children with disabilities to inclusive education.

<sup>18</sup> At the time of editing this report, Prof. Siri Wormnæs, the Project Coordinator of Norwegian Programme for Development Research and Education (NUFU), was quoted in the Uganda's daily that over \$630,000 was allocated to Kyambogo University to facilitate the five year projects through conducting research and principles underlying exclusion and inclusion of children with disabilities and Special Needs education. See [www.newvision.co.ug/news/315029-govt-asked-to-prioritize](http://www.newvision.co.ug/news/315029-govt-asked-to-prioritize).

Although CBR was perceived as poverty reduction strategy and indeed the fund was going to the districts from the Poverty Action Fund less of it was focusing on improving economic livelihoods. However, persons with disabilities were mobilised to form economic and savings groups that have been either supported directly to start some income generating projects or linked to other resource networks such as NAADS or NUSAF.

Some projects such as the UNDP have been supporting specific rehabilitative needs of the land mine victims which are much more intense than the ordinary disability rehabilitation services, besides providing orthotics and prosthetics and counselling. Others such as Red Cross, NRC and others have supported specific initiatives addressing emergency needs in Northern Uganda such as food relief, shelter, clothing and food security support especially in the wake of disbandment of IDP camps.

Other organisations such as Right to Play have focused more on sports and gaming activities from the rights programming perspective. Some of the actually targeted beneficiaries are children with disabilities.

One key emerging issue here is that there is very little collaboration among the service providers and projects. There has also not been an effort to develop quality standards guidelines for disability service provision. It is therefore very difficult to assess and compare quality of standards of interventions. In fact the DPOs largely remain disinterested in CBR and inclusive programming because they perceive it either as too crude, or not comprehensive enough to address the unique needs of persons with disabilities.

## **B. Individual empowerment**

As noted above, some programs with a focus on service provision have individual empowerment as a focus too. For instance the CBR program involves training persons with disabilities in self-help skills that allow them to manage their day today difficulties arising out of their disability. Training is also provided to family members and volunteers and this enhances the capacity and ability of a family to work with the CBR workers at home as well as service level. Likewise, the CBR program has had a strong component for training local leaders to enable them understand and include issues and concerns of persons with disabilities in the community development plans.

However, some specific projects such as the NAD /NUDIPU economic empowerment have built the capacity of persons with disabilities in specific entrepreneurial and economic literacy knowledge and skills. CARE International has also been involved in providing economic literacy and empowerment to groups particularly through their Village Savings and Loans Associations (VSLAs).

## **C. Disabled Persons Organisations (DPOs)**

NAD's support to Uganda has taken a twin track approach. Supporting the national CBR program, while at the same time supporting organisation strengthening of the disability movement to enable it to engage and influence develop-



ment polices and planning. Over the last 11 years NUDIPU has implemented five projects worth almost 19 million NOK (3,2 million USD) for organisational strengthening. Likewise Uganda Association of the Blind has also received five projects to strengthen the organisation. Support to both DPOs has been channelled through Atlas Alliance, save for three projects to UNAB which were channelled through NABP before it became part of the Atlas Alliance.

Most of these projects have improving management practices, human resource development, supporting development of internal policies and standard operational manuals, improving governance and management systems, planning, reporting and accountability.

In the case of Uganda, both NUDIPU and UNAB have benefited from having their own offices either bought and or built for them. This is a big achievement on their sustainability quest.

Part of the funding has targeted branch development as part of organisational strengthening and indeed some branches have grown into quasi-independent entities that are able to fundraise and run their own programs. However, a majority of the branches remain fragile and weak.

The result of organisational strengthening in Uganda cannot be underplayed. The political landscape has changed because of this empowerment. DPOs have influenced government in terms of legislation and policy development.

What remains as a blot in the disability movement however, is the seemingly lack of cooperation and strategic collaboration amongst themselves. On occasions they walk the advocacy lane alone which makes them vulnerable.

#### **D. Capacity-building and influencing duty-bearers**

Although none of the projects have been classified as having their main focus on capacity building and influencing duty bearers mainly policy makers, planners at both central and local government levels, this has been the major objective of the DPOs and its partners such as NAD. NAD supported partly the establishment of the interim National Council for Disability. Through the main organisational development support, NUDIPU and her partners have been able to participate in activities aimed at influencing development and sector plans such as the PEAP, now National Development Plan, influencing the signing and ratification of the UNCRPD, the enactment of the Constitution of Republic of Uganda, 1995, the Persons with Disabilities Act, 2006, Equal Opportunities Act, as well as programs such as Modernisation of Agriculture, NAADS, Universal Primary Education and Secondary Education policies and PRDP.

NUDIPU and UNAB have had some considerable influence on the electoral processes in the country. The National Electoral Commission has since 1996 used structures of NUDIPU to organise elections for special representatives of persons with disabilities at local national levels.

The disability movement led by NUDIPU has also participated in the monitoring of government compliance with international human rights / legal instruments such as the CRC, and currently the CRDP. NUDIPU influenced a public hearing session by the Uganda Human Rights Commission about the abuse of rights of persons with disabilities.

In its capacity as a body responsible for monitoring compliance of the enforcement of the international human rights laws Uganda has ratified, in March 2011, the Uganda Human Rights Commission organised a workshop to popularise the CRDP among key stakeholders. Participants came from DPOs, relevant mainstream CSOs, government departments and other strategic partners.

The MGLSD in its role as the coordinator of the national CBR program constituted a national CBR steering committee for purposes of ensuring multi-sectorial participation and ownership. This could have been one of the forums through which the DPOs could have influenced the CBR program. However, the participation of NUDIPU and UNAB in the National CBR steering Committee seems not to have been emphatic. Nevertheless, they have used international events such as the International Day of the Disabled (IDD) and the International White Cane Day to raise serious awareness among the influential policy makers. The president has on a few occasions presided over the national celebrations observing the IDD. See also the discussion in section 2.2.

## **E. Research**

None of the projects could be classified under research. Yet, one of the major cries from the disability movement in Uganda is lack of credible and reliable disability data to inform planning. This has however improved with time, with UBOS increasingly becoming more disability responsive. Since 1991, UBOS has made attempts to include disability as a major focus in the national population and housing census (1991, and 2002, and now the on-coming one of 2012). The Bureau has also included disability in the 2005/06 and 2009 /10 national household surveys. According to Executive Director, UBOS, the institution is committed to improving amidst the challenges involved in collecting data on disability, one of them being to effectively translate disability terminology and concepts into local languages. UBOS is one of the agencies that have received funding from Norad.

Interviews with NUDIPU and UNAB revealed the need for the DPOs and by extension persons with disabilities to be given more leverage to participate at various levels including structuring of census questions, to training of enumerators but also including persons with disabilities as census enumerators and supervisors. They do acknowledge that they are invited and participate in the planning meetings, but never get 100% as most times their suggestions are watered down and sacrificed at the altar of budgetary considerations.

By and large, it is important to support a specific disability Survey aimed at capturing the situation on the ground. UBOS and NUDIPU could collaborate and

undertake this activity. The dilemma posed to the evaluation team was “who would fund this?” Certainly it is possible if there is a will.

## 5.2 Partners capacity and approaches

Overall, Norway funding has played a crucial role in targeted and or main-streamed interventions in Uganda the last 11 years. Taking the lead has been the Atlas Alliance, and even before its creation, individual Norwegian DPOs especially NAD and NABP. Of course the support of these two Norwegian NGOs has been augmented by support from Danida to the same constituency, and a host of other single disability DPOs.

The assessment reveals that at service provision level, more targeting and main-streaming has been achieved in the health and education sectors. There have been efforts in economic livelihood improvement services but still scanty and as a result majority of persons with disabilities remain engulfed in poverty. Even in the Northern Uganda emergency situation a few efforts of mainstreaming disability apart from the mine action program which focuses on rehabilitation the rest have focused on education.

A number of other Norwegian NGOs that have funded projects in Uganda such as Plan Norway, Save the Children, Red Cross, Caritas, NRC, and others, if required could have done more in supporting mainstreaming or perhaps improve their own knowledge on inclusive development.

**Table 7: Average scores on knowledge, awareness and attitudes from the survey**

Particular Descriptions	Intl NGOs	Local Orgns	DPOs	Other Orgns	Intl DPOs	Local DPOs	Ave- rage
Level of competence within your organisation on disability issues	2.96	3.94	4.31	3.12	4.25	4.38	3.83
Rating of own level of competence on disability issues	3.35	4.1	4.19	3.5	4.5	3.88	3.92
Importance of the rights of persons with disabilities are compared to other cross cutting issues	3.7	4.12	5	3.54	5	5	4.40
Rating of the attitudes towards rights of persons with disabilities of the extending agency	1.39	3.13	2.06	2.25	2.75	1.38	2.16
Rating of the attitudes of national and/or local partners towards the rights of persons with disabilities are compared to other cross cutting issues	2.78	3.35	3.25	2.96	2.75	3.75	3.14

Scale: 1= low, 5=high/good

Analysis of the survey score sheet which the organisations were asked to assess their level of knowledge and awareness and attitudes about disability on a scale of 1 (low) – 5 (good / high) reveals that the organisational competences and individual awareness and competences were above average at 3.8 and 3.9 respectively. On how important the issue of the rights of persons with disabilities is rated compared to other cross cutting issues the score was 4.4. On the issue of attitudes of the extending agency (i.e. Norwegian Embassy/ Norad/Ministry of Foreign Affairs) towards disability, the organisations rated it low at 2.16, while their own attitudes towards rights of persons with disabilities was rated at 3.1. Of course majority of respondents were from organisations that are targeting or mainstreaming disability. But what we can deduce from here is that if the extending agencies were positive and considered prioritised mainstreaming disability as it has been done with gender, then more organisations would target and mainstream the rights of persons with disabilities in their programs.

There was considerable variation between the ratings in all the 5 areas scored between the international and local organisations / respondents. Interestingly, the local organisations think the attitudes of the extending agencies towards disability are considerably positive at 3.13 compared with 1.39 rating given by international organisations. The rating by local organisations is probably not shocking since they know that they have been funded by the same extending agencies and have probably only met on a few occasions. On the other hand the international agencies which are at the frontline negotiating for funding are most likely informed.

A comparison between the local and international DPOs reveals also some differences. While they agree on the importance of the rights of persons with disabilities compared with other crosscutting issues, there is a big difference on how they rate the attitudes of the extending agency, and the attitudes of national and or local partners.

### 5.3 Impact

This assessment might not effectively document the impact of Norway's overall support to Uganda. It is also not possible to document the impact of each project that has been assessed with regard to mainstreaming disability. We shall limit the analysis of impact to general changes that have happened in the country in as far as mainstreaming disability as development issue which Norway's support has contributed to. However, since CBR has been the flagship program targeting persons with disabilities, it will be the focus of the discussion of impact in addition to the other targeted support to organisational strengthening for the DPOs, particularly NUDIPU and UNAB.

The key impact areas of the CBR program in Uganda is mainly seen in terms of increased awareness about disability as development issue among the policy makers and planners at various levels. In addition, there is change of attitude particularly among the community and the family. Parents of children with disa-

bilities are able to take them to seek services and where services are available the personnel are able to offer those services.

Some of the beneficiaries of the CBR program are now public leaders in their own areas such as an LC III chairman contestant in Nabiyonga sub county Tororo, who lost to his opponent by only 3 votes. In other words, CBR has resulted into empowerment of rights holders.

CBR has increased awareness among the other development actors and challenged them to mainstream services for persons with disabilities in their own plans. An example is Plan International local program office has earmarked 270,000 NOK to support CBR related disability activities mainly corrective surgery and education.

At the higher level, the major impact is the acceptance by government to adopt CBR as the key strategy for serving persons with disabilities, and acceptance to sustain its funding after the phase out of Norad funding in 2008. There is commitment to continue expanding.

Although an end-of-program evaluation was not carried out by NAD to take stock of the achievements, impact, lessons and challenges, an Evaluation Report commissioned by Norad on the Results of Development Cooperation through Norwegian NGOs in East Africa, noted very positive achievements. For instance some of the key conclusions are that:

*“The CBR program, through integrated implementation has managed to fully adapt to existing systems, government program and NGO structures and has achieved great impact. The program has influenced policy change and issues of disability are mainstreamed at all levels of government. Increasingly, persons with disabilities are participating in district politics and are being elected to public office without the help of affirmative action....”*

*The fact that the CBR program is being implemented through government structures, systems and policies and has been strengthened by NAD over the years means that sustainability is largely assured. In Tororo district there was strong evidence that even after the end of NAD funding, the CBR activities were still going on normally and there were plans for more fund raising and a lot of enthusiasm for continuity. ..”*

- Norad Evaluation Report, 1/2011, Vol.II, pp.93-94

The other key project is the eye care program supported by Lions Aid Norway. Through this Norad support, Lions Aid Norway and the Government of Uganda have put up and fully equipped 5 Eye Departments at Masaka, Mbale, Lira, Arua and Gulu Regional Referral Hospitals. In addition, four smaller units with theatre facilities have been constructed and equipped in Apac, Nebbi, Yumbe and Moroto districts. Other interventions include outreach services, training of eye professionals and communities own resource persons. They appeal to the general public to report any eye condition/eye disease to the nearest Health Centre.

As a result, there has been an improvement in the access of people at risk of preventable blindness to services due to the increased outreach of the program. There is an increase in the number of eye care professionals that have been trained and to a large extent the Lions Aid Norway eye care program is helping government to the realization of Vision 2020.

Overall, Uganda is prized to have a better enabling environment for persons with disabilities to pursue their rights, from having the right legislations and policies in place to generally a vibrant disability movement. The Norwegian support has contributed in part to creating this environment.

#### **5.4 Modalities of the Norwegian aid**

The assessment revealed that majority of interventions targeting and / or mainstreaming the rights of persons with disabilities are channelled from Norad through Norwegian NGOs, particularly Atlas Alliance, and Lions Aid Norway. Very few targeted interventions have been channelled through other NGOs such as Right to Play, and the UNDP Mine action program in Northern Uganda which have had agreements for their funding from MFA. Some projects targeting the rights of persons with disabilities have been channelled from Norad through MFPED either targeted projects or as part of the mainstream budget support.

Majority of other projects largely those that have been classified as partially mainstreaming have received funding largely from Norad and MFA through Norwegian NGOs such as Plan Norway, Save the Children, Norway, NRC, Norwegian Red Cross, Care Norway and Caritas.

The assessment reveals that there has not been any specific system or guidelines for ensuring mainstreaming disability and hence ensure that persons with disabilities are included in their projects. Since the removal of the disability marker from classifying projects being funded, a majority of the partners found it no longer a requirement and hence relaxed their focus on disability. "We do not mainstream or target rights of persons with disabilities because it is not a requirement by the donor" was a common response from visited agencies. Therefore any attempt at mainstreaming disability has been primarily either the grantee (such as NGO, multilateral agency or government) have disability as specific target (core business) such as in the case of Atlas Alliance, and Lions Aid Norway, or the response is ad hoc such as seen in the case of many NGOs receiving part funding from their Norwegian sister NGO.

In 2002 Norad introduced guidelines on the inclusion of disability in Norwegian Development Cooperation. However, apart from the staff in the Embassy in Kampala and Atlas Alliance staff in Oslo and a few in Plan Norway, the majority of the other NGOs and local partners seemed to be unaware of these guidelines.

An analysis of how the staff of extending agencies, particularly Norad and the Embassy rate disability and their levels of competences revealed some similari-

ties but also differences especially in the areas of competence and how they perceive the importance of rights of persons with disabilities as a cross cutting issue. Whereas Norad staff rate their competences on disability issues high, the Embassy staff rated theirs very low. Likewise, Norad staff gives high importance to the rights of persons with disabilities compared with other cross cutting issues. On the other hand the Embassy staff rate it average.

## 5.5 Disability in the Northern Uganda Conflict and emergencies

To put it into the context, Northern Uganda has been engulfed in state of armed conflict for 22 years when more than two million people had to be moved into IDP camps. Since then, Uganda has experienced conflict between the Ugandan government and the Lord's Resistance Army. However, this humanitarian crisis remained largely ignored by the world until probably in 2003 when it was raised by Jan Egeland, the then UN Under-Secretary General for Humanitarian Affairs and Emergency Relief Coordinator.

Since 2003 the humanitarian community stepped up its presence and programs in the north. Norway was among the active supporters of the humanitarian efforts in this area, through assistance to the Ugandan Government and through Norwegian NGOs and UN agencies, including NRC, Norwegian People's Aid, Save the Children, Right to Play, CARE Norway, Red Cross, Caritas, UNHCR, UNICEF, WFP and others. A range of humanitarian activities provided through these efforts include: Camp Management, Education, Shelter and Food Security and Livelihoods (NRC); education and child protection (Save the Children, Norway); economic empowerment Women Affected by Conflict (Care Norway); Economic Empowerment (agriculture) and HIV/AIDS (Caritas Norway); Protection, Economic Security, Health, Water and Sanitation in Gulu, Kitgum and Pader districts (Norwegian Red Cross through ICRC). MSF Norway was mainly involved in provision of general health care in some IDP camps.

In terms of targeted or mainstreamed interventions, a majority of the humanitarian interventions in Northern Uganda have been disability "neutral" largely treating persons with disabilities generally among "extremely vulnerable individuals" (EVIs). In the SPHERE minimum standards in core areas of humanitarian assistance (from 1997), disability is considered among the cross cutting issues. However, a few interventions have mainstreamed disability such as NRC with education for children with special needs as a mainstreamed component by which teachers have been given training in special needs education. NRC, in collaboration with a local NGO, has built a special school to address the needs of children with disabilities.

Another targeted intervention is the land mine victim assistance program promoted by UNDP and sponsored by Norway. The project is part of the wider Integrated National Mine program. The initiative aims at addressing their medical and socio-economic needs so that the mine victims can reintegrate and participate in national development. The Norwegian support to the land mine victims has been extended through UNDP and targets various conflict affected districts

of Northern Uganda. Furthermore, the project has adopted a CBR approach and includes all persons with disabilities irrespective of cause. The project has many stakeholders involved including, Ministry of Gender, Labour and Social Development, AVSI, World Vision, and others. Furthermore, besides supporting humanitarian effort, Norway was also a sponsor of the Juba peace negotiations through the Juba Initiative Fund, but also other interventions for peace and reconciliation in Northern Uganda.

In the more recent years, the focus has expanded in supporting the recovery interventions. Norway provides budget support<sup>19</sup> to Northern Ugandan districts within the framework of the PRDP. In 2009, the Norwegian Embassy also launched a cash program aimed at boosting the local economy and providing support to IDPs having recently returned to or near to their places of origin. This cash transfer program is aimed at supporting the recent returnees to purchase agricultural inputs and essential household items. In many areas of return there is little infrastructure and access to input and output markets is limited. Cash transfers are expected to re-capitalise the economy but also contribute to reconstruction or development of community level infrastructure through the cash for work strategy.<sup>20</sup>



© Martina Bacigalupo/ VU

*“After more than two decades of war, people in northern Uganda are trying to put their lives back together. The conflict took a particularly devastating toll on women with disabilities, who face ongoing insecurity and limited access to services. Some of the women were born with disabilities. Others lost limbs, eyesight or hearing during the war. Some women told stories of being left behind, unable to run when the rebels came.*

*Due to stigma, discrimination and isolation, women with disabilities are vulnerable to rape, sexual abuse and domestic violence. As northern Ugandans leave the camps to return home or find a new place to live, women with disabilities have trouble getting health care, education or other basic government services that they need. Human Rights Watch travelled to northern Uganda with photographer Martina Bacigalupo to document these stories of survival” (story and text from Human Rights Watch Report “As If We Weren’t Human” Discrimination and Violence against Women with Disabilities in Northern Uganda. [www.hrw.org](http://www.hrw.org))*

<sup>19</sup> Norway’s budget support to Uganda is being phased out this year (2011) but will continue for one extra year (2012) specifically into the Northern Uganda’s PRDP budget.

<sup>20</sup> <http://www.norway.go.ug/Embassy/Development/peaceandreconciliation/northernuganda/>



## 6. Good practices and challenges

In this section we highlight a few good practices and challenges that have been captured by the evaluation team.

CBR was introduced by the Government of Uganda in 1992 as its official strategy for addressing the needs of the disabled in Uganda. At the time CBR concept was still new in Uganda and was sold to government by the Norwegian Association for Disabled (NAD). NAD is one of the founding members of the Atlas Alliance, an alliance of DPOs in Norway mainly for purposes of mainstreaming their operations with Norad. The rationale for CBR at the time was that it was a better substitute for institutional based rehabilitation which was reaching only 2% of persons with disabilities. Through the CBR, as espoused by WHO, 80% of persons with disabilities could be reached in their homes and local communities, while 20% requiring costly specialist services could be referred.

With technical and funding support from Norad through Norwegian Association of Disabled, CBR was introduced and covered 12 districts out of the then 56 districts of Uganda but largely as a national controlled program with less ownership by the local governments – districts and sub counties. At the time, the funding partnership was between NAD and Ministry of Gender, Labour and Social Development.

Between 1993 and 2000, three external evaluations were carried out on the CBR program and the 2000 evaluation recommended consolidation of the program through a clear, strategic plan to improve program coverage and the quality of services provided to persons with disabilities. As a result, the National CBR Steering Committee together with NAD decided to pilot the repackaged model CBR in Tororo district (hence exiting from the then 12 districts) before it could be replicated in other districts. The mode of partnership also changed. CBR was repackaged as a poverty reduction strategy and hence included the mainstream Poverty Action Fund, the central government was using to fund designated sectors such as health, education, rural water, feeder roads etc. Hence NAD entered a strategic partnership with MFPED as a key partner, although MGLSD remained the line ministry coordinating the program. The MFPED therefore had to ensure that the CBR funding from NAD had to reach the districts but also ensure accountability. The 2006 evaluation found the model to have been successful and recommended for its replication to other districts. So far, the new

model CBR initially piloted in Tororo district has been rolled out to 5 districts out of 112 districts of Uganda.

CBR in Uganda is aimed at empowering persons with disabilities and strengthening DPOs at the grassroots but mainly to ensure social inclusion and access to services, education and work and income opportunities to persons with disabilities in Uganda. The key activities have largely included: capacity building – mainly training CBR workers, persons with disabilities and others to plan and manage their conditions and the program at various levels; social and economic empowerment so that persons with disabilities start contributing to the economy; awareness raising and sensitizations mainly to mobilize and involve the greater public; and home based care through which majority of the difficulties faced by persons with disabilities can be addressed. It also includes establishing linkages with referral services to ensure that persons with disabilities can access them and be served.

One salient issue about the CBR program in Uganda is that it has been owned by the people with disabilities, the local governments and the central government. It has created opportunities for mainstreaming and inclusion. If services are not inclusive, persons with disabilities and their families go out to seek them and challenge the service providers to seek for answers. So the CBR program has a big lobbying and advocacy component for services, particularly economic empowerment.



*Betty Busiku, a visually impaired woman in Tororo district, whose life was changed by CBR is now is a CBR volunteer, women's rights activist, and a sign language interpreter for the district – photographed here talking to the consultants Basil Kandyumonda and Malek Qutteina.*

The CBR project continued up to 2008 with NAD funding after which the Government of Uganda took over. Ordinarily many programs would wind up with such funding phasing out. But not the CBR program in Uganda. The strategic negotiations and positioning with the MFPED and the extremely high awareness of the DPOs, it would be difficult to stop the program. Incidentally even in the first phase districts, such as Bushenyi and Mbarara districts, CBR still goes on as the main strategy.

In Uganda, the main partner of NAD has been **NUDIPU**. It is plausible to say that NUDIPU was given birth as a result of NAD's engagement with some strategic personalities in the fragile disability groups around 1987. Since then NUDIPU has grown to be one of the strongest DPOs in Africa. It has its footprints almost on all the major legislations and policies that have been enacted and or developed in the last 20 years. NUDIPU has been effective in influencing the debate within parliament through representatives in parliament.

At the local government level, NAD support to the district CBR program also had a component of building and strengthening structures of local DPOs.

However, the goal of CBR should be the well-being and dignified life of the persons with disabilities. Whilst CBR and the support to DPOs have created a socially inclusive environment; it was found out that persons with disabilities remained poor. This has led to taking the partnership with NUDIPU to another level which now focuses on **economic empowerment** and hence the coming on board of the **AMFIU**. There is a joint initiative between AMFIU and NUDIPU where AMFIU is supposed to generate awareness and to promote inclusiveness in microfinance institutions (MFIs), while the role of NUDIPU is to inform persons with disabilities on the advantages and disadvantages of microfinance as well as informing them about local available financial services and how to seize them.

As a result, there has been a notable increase in the numbers of persons with disabilities accessing MFIs and taking loans, but also better and humane service delivery by staff of the MFIs. In addition, the promotion of village savings and credit groups can be a feasible and effective development model alongside a continued emphasis on the AMFIU-NUDIPU mainstream approach.

Although the AMFIU /NUDIPU project never set itself indicators for MFIs to count numbers of persons with disabilities accessing their services as it is not its core business to assess disability, the project has noted an increase. The participating MFIs have reported a steady increase of customers who have disabilities in some instances hitting 350% increase.

The above are significant cases of good practice in mainstreaming disability that involve disability focused NGOs and the private sector.

The evaluation team also found some cases of good practice in other programs; the **Uganda Human Rights Commission** has placed inclusion of persons with disabilities as part of its core business. The Commission has within the Directo-

rate of Monitoring and Inspection created a unit for Vulnerable Persons and persons with disabilities fall within this section. The assessment team found that disability is almost captured in all the major plans and reports of the Commission. We also found out that the Commission saw it as their responsibility without need for reminder to monitor all international and national human rights instruments the government has accented to, including the CRDP. It has also tried to generate awareness amongst its staff about the provisions of the CRDP as well as other stakeholders.

Within the key government ministries, the Ministry of Education and Sports; and Ministry of Health could be singled out. From being a mere unit within the Ministry in the mid-1980s, it has been elevated to a **department of Special Needs Education** and Career Guidance headed by a commissioner. In addition, the government invested in the establishment of Uganda National Institute of Special Education (UNISE) to train SNE teachers, development of SNE Curriculum, doing research in SNE Curriculum. This means that matters of special needs education (now the emphasis is on inclusive education) are more prominent since they are tabled and discussed at senior management level within the Ministry of Education and Sports. Furthermore, the Government of Uganda decided to take an affirmative action towards education of children with disabilities. At every primary school, there is supposed to be a department for special needs to make sure that issues for learners with special needs are taken care of at planning and major decision levels.

At the tertiary level, the government gives affirmative action to students with disabilities. They have a quota in public universities which has enabled more persons with disabilities to be enrolled and access university education. As a result of these initiatives, the enrolment of persons with disabilities at all levels of education has increased.

Likewise in health, there is a disability and rehabilitation section headed by a senior medical officer. However, unlike in education, the head of the section does not participate in the top senior management team of the Ministry so as to influence the decisions at that level.

In spite of these successes, there are also still challenges that need to be noted:

- Disability mainstreaming is still not given as much importance as other cross-cutting issues (like for example gender). Within the mainstream NGOs for instance, any attempts at mainstreaming are largely as a result of the goodwill mainly of the manager. Most do admit that if required by the donor to mainstream disability then they can do it. So for disability mainstreaming to become effectively adopted it will require a little effort and directive from the donor.
- Much focus has been placed on education and health services. A lot of investment has also been put to empowerment of persons with disabilities through strengthening DPOs. Some effort has now been shifted to improving economic livelihoods of persons with disabilities and their households. How-

ever, there is little focus on the area of social inclusion, such as matters of religion, culture and legal representation.

- Inclusion has limits, and persons with disabilities find challenges with it. Unless specific measures are in place to address the specific needs of persons with disabilities, inclusion or mainstreaming can be an excuse for exclusion. That is why the organisations of blind and the deaf find challenges with accepting CBR as an effective program.
- The assessment noted challenges of addressing the needs of persons with disabilities in complex and emergency situations. In emergency situations there is very little time to take a rights based context analysis and design interventions that are responsive to the needs and challenges of some unique vulnerable groups such as persons with disabilities. In such situations we find in as much as persons with disabilities were included among the Extremely Vulnerable Individuals (EVIs) category, majority if not all actors including multilateral agencies, government and NGOs did not have appropriate interventions. For instance, persons with disabilities were the last ones to leave the IDP camps long after the rest had been resettled.
- Persons with developmental disabilities are not well integrated in the disability movement or effectively mainstreamed in development programs. In fact many mainstream interventions such as education and healthcare programs, economic empowerment etc. hardly address their needs. A child with severe learning difficulties cannot effectively learn from a mainstream classroom. For it to happen, the teacher must have the right skills but also it must be the right teacher – pupil ratio.
- The assessment found little or no linkages between the Norwegian NGOs supporting development work in the country, even those from the same family like the Atlas Alliance. Among themselves they acknowledge that Atlas Alliance is the disability programming specialist NGO, a number also acknowledge that as rights based NGOs they ought to mainstream disability, but apart from Plan Norway, there was no evidence of collaboration as well as synergized planning. The specialist NGOs such as NAD and NABP certainly need to develop linkages with the mainstream NGOs. Probably they ought to be proactive and lobby and challenge mainstream NGOs to ensure that persons with disabilities access their programs.

## 7. Opportunities, conclusions and recommendations

### Conclusions

The main conclusion from this evaluation is that mainstreaming as a development concept is not yet well understood by development workers. As a result each stakeholder goes about it their own way. At most there can be an effort to respond to the concerns of persons with disabilities on an ad hoc basis or ignore them completely, and leave it to those perceived to be targeted NGOs such as DPOs. Left in this state however, is like assigning a responsibility to no one and that is why majority of actors wait for guidance notes or requirement for them to respond. Neither Norad nor MFA have enforced the guidelines on mainstreaming disability since 2002.

Overall, the assessment revealed vibrant participation of all categories of disabilities and gender balance. The classification exercise revealed that a majority of targeted and mainstreamed interventions ended up in the category of “all disabilities” whereas in reality persons with severe cognitive or intellectual disabilities were marginalized within most of the projects. All projects and programs have been analysed from gender perspectives; and both men and women with disabilities were found to be participating in disability related activities. Each DPO in the country has committees for women and the youths to encourage their participation while recognising that most of the DPOs are dominated by men. This means that even within affirmative action, extra considerations must be made to ensure participation of the likely marginalised groups.

Over the last 20 years, the Government of Uganda has put in place an enabling environment that promotes disability as a human rights and development issue. It makes it a moral obligation for any development actors to include persons with disabilities in their programming. Unfortunately, this is yet to be realised. Many actors still point to the obvious actors such as the MGLSD, DPOs and others to be responsible. However, the assessment revealed that the enabling laws and policies if used appropriately by the DPOs to lobby and influence can bring results. For instance, when UNFPA was approached it started challenging itself to respond, and so has Plan International in Uganda.

Uganda still remains one of the priority countries for Norwegian support. Most of the funding in the past has been through the budget support through the basket funding mechanism. However, the evaluation was informed that the general budget support was being phased out so as to create financial room for deeper engagement in sector priorities such as energy and environment although

budget support to PRDP is likely to continue for one more year. More targeted focus means that there is more room for Norway to engage with the Government of Uganda to agree on specific issues and terms such as mainstreaming gender, environment, disability etc.

The CBR program has effectively been used as case of good practice because it has brought together various sectors to target and mainstream the rights of persons with disabilities. This is in line with the thinking of the theory of change analysis whereby different stakeholders cooperate to promote synergies between the programs. Within the CBR program, each actor and sector has been challenged to mainstream disability. But even of higher value, is the CBR's potential for sustainability. The government inherited the entire funding portfolio and continues and out of its own volition has introduced the disability fund of approximately Ush.30 million per year per district to augment the economic empowerment of persons with disabilities. **There is a lesson here on how other Norwegian NGOs in other sectors could engage with the governments in countries of work.**

Statistics are important for informed planning and decision making. One of the major complaints for the DPOs and other stakeholders is the lack of credible and reliable data on the numbers of persons with disabilities, but also other variables such as education, drop- out rates, employment, health access etc. According to UBOS, the upcoming census is an opportunity for improving on the available data, but above all, they (UBOS) are open to collaboration in research projects that can improve available statistics. They have done this with UN WOMEN (formerly UNFEMI) on issues of sexual and gender based violence (SGBV), and believe can do it even with disability interest groups.

Through the affirmative action, representation of persons with disabilities in Uganda at various levels presents an opportunity for influencing policy and practice at almost any level. The presence of about 7 members of parliament that are disabled provides a huge opportunity for promoting disability mainstreaming in all sectors. And parliament seems open and receptive if lobbied.

Finally, this evaluation provides another opportunity for opening engagement between DPOs and their allies to engage with government and the development partners, and for the Norwegian NGOs also to engage with the MFA and Norad to prioritise disability as cross-cutting issue and make mainstreaming mandatory in their funded projects.

### **Recommendations**

1. This evaluation challenges development practitioners on what mainstreaming disability means and how it should be done. The findings could be used by the Disabled People's Organisations and their allies in the country to engage with government and the development partners etc. while their counterparts in Norway can engage with Norad and Ministry of Foreign Affairs to elevate disability and prioritise it among cross-cutting issues.

2. CBR has been adopted as the main strategy for reaching and serving persons with disabilities in the country, but, the outreach (both old and new models) is still limited. Major DPOs in Uganda seem to be sceptical about the viability and effectiveness of CBR. There is also a disconnection between the central and local governments because the local governments do not report to MGLSD. It is therefore recommended that:
  - a. The Government with support from stakeholders expand CBR to cover all districts.
  - b. The National CBR steering Committee meetings should be revamped to ensure that national stakeholders participate in decision making regarding the program.
  - c. An impact evaluation of the model CBR programs should be undertaken and lessons be used to inform rolling out of the programs to other districts.
  
3. Although disability has been given a high profile by the government of Uganda over the last two decades, particularly through affirmative action policies and laws, government commitment towards disability compared with other cross-cutting issues in terms of implementation remains low. It is therefore recommended that:
  - a. Disability is prioritised like other cross-cutting issues (gender). At least this can be in the form of asking for disability disaggregated indicators in planning and reporting in grant and instruction letters to Embassies, Norad, Fredskorpset and others.
  - b. The Government and development partners should agree on a minimum set of indicators in key development sectors, such as education; health; agriculture; employment; and recovery and development program for Northern Uganda.
  
4. Uganda is prone to other emergencies such as floods and humanitarian crises in addition to the humanitarian situation in Northern Uganda. It is therefore recommended that:
  - a. To ensure the rights of persons of persons with disabilities are respected, the Government of Uganda should demand for evidence of mainstreaming disability from all stakeholders involved in emergency and humanitarian work.
  - b. The SPHERE guidelines should be popularised among all agencies (international, national and local NGOs working with emergencies).
  
5. Capacity building for DPOs can result into a strong disability movement which can champion the rights of persons with disabilities, but only the Atlas Alliance members have done it. We recommend that mainstream Norwegian NGOs such as NRC, Save the Children, Plan Norway, Care International, and Red Cross etc. partner with and support DPOs both national and local to enable them target better the needs and rights of persons with disabilities.



6. Research is one of the areas that this evaluation found least supported.  
We recommend:
  - a. Further support to UBOS to continue improving its competences to include disability in all her research projects, mainly censuses and surveys.
  - b. A disability specific survey to provide primary baseline data should also be supported.

## References

- Atlas Alliance; annual reports, fact sheets, seminar reports etc.
- Claussen, J. et al (2005), External evaluation of the Community Based Rehabilitation Programme (CBR) in Tororo District in Uganda.
- Claussen, J. et al, (2008), Appraisal of the Peace, Recovery and Development Plan for Northern Uganda.
- Human Rights Watch, (2010), “As If We Weren’t Human” Discrimination and Violence against Women with Disabilities in Northern Uganda.
- Janne Lexow and Beatrice Ngonzi (2008) Norwegian Refugee Council: REVIEW & APPRAISAL1) “Strengthening Child Protection Mechanisms through Emergency Education Support to Northern Districts of Kitgum and Pader” 2) “Education for Protection and Recovery”.
- Lions Aid Norway, (2009) Comprehensive Eye Care Program Annual Report. Uganda.
- Lions Aid Norway, (2010) Comprehensive Eye Care Program Annual Report. Uganda.
- Lwanga-Ntale, C. (2003), Chronic Poverty and Disability in Uganda, Paper presented at the conference Staying Poor: Chronic Poverty and Development Policy, Manchester, 7th-9th April 2003. <http://www.chronicpoverty.org/pdfs/2003conferencepapers/lwangaNtale.pdf>.
- Ministry of Finance, Planning and Economic Development, (2004) Uganda Poverty Eradication Action Plan (2004/5-2007/8) [http://siteresources.worldbank.org/INTPRS1/Resources/UgandaPEAP\(2005-Apr\).pdf](http://siteresources.worldbank.org/INTPRS1/Resources/UgandaPEAP(2005-Apr).pdf).
- Ministry of Gender, Labour and Social Development (2006): National Policy on Disability in Uganda. February 2006.
- Ministry Of Gender Labour And Social Development, (2010), Comprehensive Plan on Victim Assistance 2010 – 2014.
- Ministry Of Gender Labour And Social Development, (2009), Report on the Baseline Survey on Needs of Explosive Remnants of War (ERW)/Landmine Survivors In the Districts of Pader, Lira, Oyam and Amuru.
- Nakabuye-Bwire, F, et al (2009) Access to Mainstream Microfinance Services for Persons with Disabilities, Lessons Learned from Uganda, in Disability Studies Quarterly, Winter 2009, Volume 29, No.1.
- Norad (2011a), Results of Development Cooperation through Norwegian NGOs in East Africa, Norad Evaluation Department, Oslo Volume I.
- Norad (2011b), Results of Development Cooperation through Norwegian NGOs in East Africa, Norad Evaluation Department, Oslo Volume II.
- Norad, (2010), Evaluation of Norwegian Business-related Assistance Uganda Case Study.

Norad, (2009), Evaluation of Norwegian Development Cooperation through Norwegian Non-Governmental Organisations in Northern Uganda (2003–2007).

Norad (2009), Principles for Support to Civil Society in the South, Oslo.

Norwegian Refugee Council (2009) Strengthening Child Protection Mechanisms through Emergency Education Support to Northern Districts of Kitgum and Pader, Uganda: Education for Protection and Recovery.

Norwegian Refugee Council, Core Activity Policy Document.

NUDIPU, (2010) Service Accessibility for persons with disabilities at Sexual and Reproductive Health and HIV & AIDS Service Delivery Points: A report of a study in three districts of Uganda (Mubende, Oyam and Moroto), funded by Aids Information Centre and UNFPA.

NUDIPU (undated), The situational Analysis of PWDs in Northern Uganda, NUDIPU.

Rekha Das, et al, (2008) Evaluation of General Food Distribution in Northern Uganda: Gulu, Amuru and Kitgum Districts 2005-2008.

Republic of Uganda: The Persons with Disabilities Act, 2006. Government of Uganda 2006.

Republic of Uganda: The 1995 Constitution of the Republic of Uganda.  
[http://www.parliament.go.ug/index.php?option=com\\_wrapper&Itemid=78](http://www.parliament.go.ug/index.php?option=com_wrapper&Itemid=78).

Republic of Uganda, 2007, Peace, Recovery and Development Plan for Northern Uganda (PRDP), 2007-2010.

Republic of Uganda: National Development Plan[2010/11 – 2014/15].

Roy Merstrand, (2008) “We can manage” Improving the livelihoods of people with disabilities through savings and credit groups. A feasibility Study, NAD and NUDIPU.

Save the Children in Uganda, (2011) End of Project Evaluation for “Integrated Community Based Child Protection Project Phase I & II” (2007-2011).

Save the Children Norway’s strategy 2010-2013.

Save the Children, (2011) Uganda Country Program Strategy, 2010 – 2014.

Stein- Erik Kruse (2009) Review of Livelihoods and Economic Recovery in Northern Uganda (LEARN). NCG.

Uganda Bureau of Statistics, (2009): Uganda National Household Survey 2009/2010.

Uganda Human Rights Commission, (2009) 12th Annual Report of Uganda Human Rights Commission to Parliament of Republic of Uganda.

Uganda Human Rights Commission, (2009) The Report on Disability in Uganda.

United Nations, UN Convention on the Rights of Persons with Disabilities.

UNFPA, (2010) UNFPA Annual Report 2009 / 2010.

UNFPA, Country Program Action Plan 2010 – 2014.

Vusialzama et al, (2003), Microfinance Services to Persons with Disabilities in Uganda: Feasibility Study, NAD.

World Bank. (2011). Disability and Poverty in Developing Countries: A snapshot from the World Health Survey.

WHO and World Bank (2011), World Report on Disability. Geneva: WHO.

# Annexes



## Annex 1: List of projects in Uganda 2000-10 (000'NOK)

Agreement partner	Agreement title	Extending agency	Agreement number	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Grand Total
<b>Targeted</b>															
Atlas Alliance	Comm. Based Rehab in Uganda	Norad	GLO-95/005-6	567	2,882										3,449
Atlas Alliance	CBR in Uganda	Norad	GLO-01/411-34					3,199							3,199
Atlas Alliance	CBR in Uganda	Norad	GLO-01/411-34				3,032			3,068					6,100
Atlas Alliance	CBR in Uganda	Norad	GLO-01/411-34			3,131			5,013						8,144
Atlas Alliance	CBR in Uganda	Norad	GLO-06/282-17								2,116	1,935			4,051
Atlas Alliance	NHF-Economic Empowerment	Norad	GLO-06/282-146											732	732
Atlas Alliance	NHF-Economic Empowerment	Norad	QZA-09/265-67											3,123	3,123
Atlas Alliance	Org. Development NUDIPI	Norad	GLO-95/005-39	592	1,078										1,670
Atlas Alliance	Organisational development - NUDIPI	Norad	GLO-01/411-33					1,415							1,415
Atlas Alliance	Organisational development - NUDIPI	Norad	GLO-01/411-33				1,641			2,199					3,840
Atlas Alliance	Organisational development - NUDIPI	Norad	GLO-01/411-33			1,370									3,407
Atlas Alliance	Organisational development - NUDIPI	Norad	GLO-06/282-16								1,909	2,318	4,109		8,335
Atlas Alliance	UNAB	Norad	GLO-01/411-74												801

Agreement partner	Agreement title	Extending agency	Agreement number	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Grand Total
Atlas Alliance	UNAB	Norad	GLO-06/282-39								1,076	863	857		2,796
NABP	UNAB	Norad	GLO-94/052-5	496	545										1,041
NABP	UNAB	Norad	GLO-01/403-4				538	486							1,024
NABP	UNAB	Norad	GLO-01/403-4			540			549						1,089
Lions Clubs International	District Eye Care Program	Norad	UGA-95/039	3,572	3,700										7,272
Lions Clubs International	District Eye Care Program	Norad	UGA-95/039				6,107	5,600		4,000					15,707
Lions Clubs International	District Eye Care Program	Norad	UGA-95/039			4,500			6,480						10,980
Norwegian People's Aid	Mobilitets-trening for synshemmede	Norad	GLO-94/002-58	602											602
Uganda Ministry of Finance, Planning and Economic Development	Strengthening health care for PWD	Norad	UGA-99/267				1,165								1,165
Uganda Ministry of Finance, Planning and Economic Development	Strengthening health care for PWD	Norad	UGA-99/267	3,171											3,171
Uganda Ministry of Finance, Planning and Economic Development	Strengthening health care for PWD	MFA - Embassies	UGA-99/267					1,164							1,164
HAMU	Land Mine Victims returning home	Norad	UGA-07/042											150	150

Agreement partner	Agreement title	Extending agency	Agreement number	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Grand Total
HAMU	Land Mine Victims returning home	Norad	UGA-08/047										250		250
UNDP - UN Development Programme	UGA/CAP 2005, Support for UNDP	MFA - Oslo	05-1050393						350						350
UNDP	UGA/Mine action support	MFA - Oslo	06-1060268							1,180					1,180
UNDP	UGA/Mine Victim Assist. and Survivor Reintegration	MFA - Oslo	05-1050473						860						860
<b>Main-streamed</b>															
Royal Norwegian Society	Change Agent Training Programme	Norad	GLO-01/408-8			598									598
SIU	NUFU Agreement	Norad	NPRO-2007/10078								343	751	706	1,072	2,872
Norwegian Council for Disabled	Implementation of UN Standards	Norad	UGA-00/008	134											134
Norwegian Council for Disabled	Implementation of UN Standards	Norad	UGA-00/008	-3											-3
Hand in hand Uganda	HiHU Development Programme, Ph. 2	Norad	UGA-01/016				250	69							319
Hand in hand Uganda	HiHU Development Programme, Ph. 3	Norad	UGA-01/016			270									345
Right to Play	Sport and Play Programme for Refugees in Uganda	MFA - Oslo	UGA-09/007										2,000		2,000

Agreement partner	Agreement title	Extending agency	Agreement number	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Grand Total
Right to Play	UGA/Sport Works, Nakivale and Oruchinga	MFA - Oslo	06-1060314							2,385					2,385
Right to Play	UGA/Sport Works, Nakivale and Oruchinga	MFA - Oslo	07-1060314								-231				-231
Right to Play	SportWorks Program in Uganda	MFA - Oslo	07-1073001								2,239				2,239
Right to Play	UGA/Uganda Refugee Project	MFA - Oslo	08-1083041									2,500			2,500
<b>Partially main-streamed</b>															
	Contribution to the Basket Fund for Support to the provision of Legal Aid	MFA - Embassies	UGA-04/187						1,800	200		-216			1,784
CARE Norway	Food Security for Women in Refugee C	MFA - Embassies	1030750				3,339								3,339
CARE Norway	Gulu livelihood program	Norad	GLO-01/405-21						2,473						2,473
	Gulu - Social mobilisation of women affected by conflict – SMOWAC	Norad	GLO-05/270-5							4,310	3,869				8,179
CARE Norway	Gulu - SMOWAC	Norad	GLO-07/440-5									5,296			5,296
CARE Norway	Food security in Northern Uganda	MFA - Oslo	05-1050198						3,688						3,688
CARE Norway	Food security in Northern Uganda	MFA - Oslo	06-1050198												-28



Agreement partner	Agreement title	Extending agency	Agreement number	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Grand Total
CARE Norway	Support to combat sexual violence in Northern	MFA - Oslo	08-1083018									3,115			3,115
Save the Children Norway	Alternative Basic Education Karamoja	Norad	GLO-01/402-94			5,320	4,073	2,160	4,266						15,819
Save the Children Norway	Alternative Basic Education	Norad	GLO-95/049-253	2,474											2,474
Save the Children Norway	CHANCE project	Norad	GLO-01/402-472						1,098						1,098
Save the Children Norway	Child Adv. and non-formal Educ.	Norad	GLO-01/402-99			184	258	221	324						987
Save the Children Norway	Education – Uganda	Norad	GLO-05/262-68							5,295	1,941	1,848	3,937		13,021
Save the Children Norway	Education – Uganda	Norad	QZA-09/143-36											5,720	5,720
Save the Children Norway	Integrated Community Based Child Protection Intervention in Karamoja	MFA - Embassies	UGA-07/018								4,500		2,600	1,400	8,500
Save the Children Norway	Mediated Learning Exp. (MLE)	Norad	GLO-01/402-98			393	323								716
Save the Children Norway	Mediated Learning Experience	Norad	GLO-95/049-257	211	365										576

Agreement partner	Agreement title	Extending agency	Agreement number	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	Grand Total
NRC	NRC camp, food and educ, North-Uganda	MFA - Oslo	UGA-09/005										12,500		12,500
NRC	Primary Education in Kitgum	MFA - Embassies	UGA-03/313					4,000	10,000	4,000					18,000
NRC	Primary Education in Kitgum – addendum	MFA - Embassies	UGA-06/004							5,257					5,257
NRC	Recovery for Acholi Youth	MFA - Embassies	UGA-09/060											6,000	6,000
SIU	Norad Program for Master Studies - NOMA	Norad	NOMA-2007/10047								0	1,323	1,042	1,175	3,539
SIU	NUFU Agreement	Norad	NPRO-2007/10078								343	751	706	1,072	2,872

## Annex 2: List of interviewees (in alphabetical order)

Surname	First name	Position/title	Institution
<b>Adupa</b>	Patrick	Project Manager, Child Protection	Plan Uganda
<b>Akol</b>	Joseph	Monitoring &Evaluation Officer	Save the Children in Uganda
<b>Alamai</b>	Susan	District Probation and Welfare Officer	Tororo District
<b>Anguyo</b>	Richard	Director	UNAB
<b>Ambro</b>	Geir	Program adviser	Atlas Alliance secretariat
<b>Andersen</b>	Gunnar	International director	Save the Children Norway
<b>Asamo</b>	Hellen	Member of Parliament	Uganda National Assembly
<b>Awor</b>	Anna Theresa	Deputy Head Mistress	Agururu Primary School
<b>Baryayebwa</b>	Herbert	Commissioner, Disability &Elderly	MGLSD
<b>Batesaaki</b>	Barbra	Executive Director	COMBRA
<b>Bayo</b>	Usher	Lecturer	Kyambogo University
<b>Betega</b>	Faith Amanya	Community Development Officer	Bushenyi District Local Government
<b>Bryneson</b>	Mattias	Program Support Manager	Plan Uganda
<b>Brodtkorb</b>	Svein	Director	Norwegian Association of Disabled
<b>Bubukire</b>	Dr. Stanley	Sen. Medical Officer,	Ministry of Health (MoH)
<b>Busiku</b>	Betty	CBR Volunteer	Tororo District CBR
<b>Byamugisha</b>	Isidore	Parent / Member	Uganda Parents of Children with Learning Disabilities
<b>Barøy</b>	Jan Olav	Deputy Director	Fredskorpset
<b>Bækkevold</b>	Rikke	Managing director	Atlas Alliance secretariat
<b>Candiru</b>	Frances	Chairperson	Uganda National Association of the Blind (UNAB)
<b>Fossland</b>	Ingrid	Senior Adviser	Norwegian Red Cross
<b>Francis</b>	Akope	Senior Education Officer	MoE&S
<b>Fremstedal</b>	Marte Kristin	Deputy director	Norwegian Red Cross
<b>Hagen</b>	Gisle	Senior Adviser	Norad, Rights and Social Equity Team
<b>Hagen</b>	Maria	Regional Coordinator	Save the Children Norway
<b>Haque</b>	Wasim U.	Senior Adviser	MFA, Humanitarian section
<b>Hem</b>	Anja	Program Officer	Royal Norwegian Embassy in Kampala

Surname	First name	Position/title	Institution
<b>Idland</b>	Sissel	First Secretary	Royal Norwegian Embassy in Kampala
<b>Immaculate</b>	Ikoror	SNE Teacher	Agururu Primary School
<b>Kaggya</b>	Beatrice	CBR Coordinator	Ministry of Gender labour and Social Development
<b>Kamya</b>	Julius	Executive Director	National Council for Disability
<b>Kasoga</b>	Phoebe	Adviser	Plan Uganda
<b>Kayira</b>	Julius	Executive Director	Mental Health Uganda
<b>Kolshus</b>	Kamilla	First Secretary	Royal Norwegian Embassy in Kampala
<b>Lule</b>	Henry Semwanga	Deputy Executive Director	PACE (formerly PSI)
<b>Mabweijano</b>	Mary	Senior Program Officer	Royal Norwegian Embassy in Kampala
<b>Male-Mukasa</b>	John	Executive Director	Uganda Bureau of Statistics (UBOS)
<b>Mijang</b>	Lamin	Country Director	Norwegian Refugee Council Uganda
<b>Moiza</b>	Moses	District Rehab Officer	Tororo District
<b>Mukulu</b>	Andrew	Director, Population statistics	UBOS
<b>Murangira</b>	Ambrose	Chairman	Uganda National Association of the Deaf
<b>Musoke</b>	Grace	Executive Director	CBR Africa Network
<b>Mutavati</b>	Anna	SGBV Coordinator	UNFPA
<b>Mutayisa</b>	David	Country Coordinator	Lions Aid Norway
<b>Nalugwa</b>	Dr. Caroline	National Prog Associate, RH	UNFPA
<b>Nansuwa</b>	Scovia	Coordinator, Deafblind Project	UNAB
<b>Naome</b>		Child Protection	Plan Uganda
<b>Ngambi</b>	Wiilbroad	HIV-AIDS and Vulnerable Groups Officer	Unicef
<b>Ngirabakunzi</b>	Edison	Ag. Deputy Executive Director	NUDIPU
<b>Nilsen</b>	Kai Erik	Representative	UNHCR
<b>Nokrach</b>		Member of Parliament	Uganda National Assembly
<b>Nyarugoye</b>	Priscilla	Senior Human Rights Officer, Head of Vulnerable Persons Unit	Uganda Human Rights Commission (UHRC)
<b>Næss-Sørensen</b>	Eirin	Adviser	Norwegian Association of Disabled
<b>Ochan</b>	Dr. Wilfred	Asst. Representative	UNFPA
<b>Ojwang</b>	Paul	Lecturer	Kyambogo University

Surname	First name	Position/title	Institution
<b>Okello</b>	Charles William	CBR Volunteer	Tororo District
<b>Omagor</b>	Martin	Commissioner, SNE	MoE&S
<b>Onyango</b>		Chairman	Tororo, District Disability Council
<b>Pedersen</b>	Vegard	Country Economist	Royal Norwegian Embassy Kampala
<b>Qviller</b>	Thomas	Institutional Donor Adviser	Norwegian Refugee Council
<b>Riis-Hansen</b>	Trine	Advocacy officer	Atlas Alliance secretariat
<b>Saltnes</b>	Knut Rune	Head, International Dept	SIGNO
<b>Sanders</b>	Sammy	Monitoring & Evaluation officer	Plan Norway
<b>Schaaning</b>	Jenny	Adviser	NFU Norway
<b>Schanche</b>	Gunvor W.	Director	Norad, Civil Society Section
<b>Sebuliba</b>	Michael	Executive Director	NUDIPU
<b>Stenberg</b>	Berthe	Program adviser	Atlas Alliance
<b>Stella</b>	Candira N.	Education Program Manager	Save the Children in Uganda
<b>Strøm-Rasmussen</b>	Helene	Adviser Development issues	NFU Norway
<b>Suvatne</b>	Linda	Financial Controller	Norwegian Association of Disabled
<b>Svelle</b>	Morten	Deputy Head of Mission	Royal Norwegian Embassy in Kampala
<b>Sæbønes</b>	Ann-Marit	Special Rapporteur to UN	Ministry of Children, Gender Equality and Inclusion (BLD)
<b>Tumwine</b>	Turamuhika	Economist	MFPED, Aid Liaison Department
<b>Vatne</b>	Ingunn	Senior Adviser	MFA, Humanitarian Disarmament
<b>Vigtel</b>	Terje	Director	Norad, Dep. for Civil Society
<b>Vikki</b>	Margaret	Program Coordinator	Norwegian Refugee Council
<b>Vold</b>	Silje	Child Rights/ Advocacy Adviser	Plan Norway
<b>Wood</b>	Peter	Regional director	Save the Children Norway
<b>Øderud</b>	Tone	Researcher	SINTEF
<b>Øye</b>	Kjell Erik	Program Director	Plan Norway

## Annex 3: Categorisation of Disability Stakeholders in Uganda

Theme	Government Ministries, Institutions and Departments	Civil Society Organisations	Multi- and Bilateral Agencies	Private Sector
<b>Health</b>	Ministry of Health (Disability Rehabilitation Section and Mental Health Unit), Mulago and Butabika National Referral Hospitals, Regional Referral Hospitals, District Hospitals and Health Centres	AVSI, USDC, CURE Children's Hospital, Lions Aid Norway, GLRA, Basic Needs, UK, Leonard Cheshire Homes, ESAU; MHU; UNAPD	UNICEF, UNFPA	<b>Standard Chartered Bank</b>
<b>Assistive Devices (Rehabilitation)</b>	Mulago Orthopaedic Workshops, and Regional Hospital Workshops	AVSI, USDC, Mobility Appliances by Disabled Women Entrepreneurs (MADE), NRC		
<b>Education</b>	MoES	CBM; Plan International; Save the Children	UNICEF	
<b>Social Services</b>	MoGLSD sponsored CBR program	USDC, ADD, OURS	UNDP	
<b>Employment</b>	MGLSD		ILO	<b>Crane Bank</b>
<b>Vocational Training</b>	Ministry of Gender, Labour and Social Development – Vocational Training Centres	USDC; UNAB	ILO	
<b>Entrepreneurial skills Training</b>	Ministry of Gender Labour and Social Development	ADD, USDC, NUDIPU, NUWODU; UNAB;	Irish Embassy, ILO	
<b>Capacity building for CBR</b>	Kyambogo University (UNISE), Makerere University,	Community Based Rehabilitation Alliance (COMBRA)		
<b>Capacity Building for DPOs</b>	MGLSD	ADD , NUDIPU	Danida,	
<b>Human rights and gender equality</b>	Uganda Human Rights Commission	NUWODU, DWNRO	Danida	
<b>Post conflict interventions</b>	OPM, NUSAF, MOH, MGLSD	AVSI, World Vision, NUDIPU, DPOD, NRC; ACF, Red Cross	UNDP, Norad, NRC	
<b>Poverty Eradication Programs, IGAs</b>	<b>Ministry of Agriculture and Animal Industry - PMA, NAADS .</b>	<b>ILO, ADD, NUDIPU, NAD, Strømme Foundation; Care International</b>	<b>Norad</b>	<b>Association of Microfinance Institutions in Uganda (AMFIU),</b>

## Annex 4: Summary of Comments from participating stakeholders and rights-holders

Summary of comments to the draft field visit report for Uganda regarding the Evaluation of the Norwegian Support to Promote the Rights of Persons with Disabilities, collected from two separate workshops with rights-holders and stakeholders in Kampala in November 2011.

1. The report is comprehensive and shows that Norwegian support has been substantial in influencing the disability landscape.
2. The report needs to elaborate more on the methodology and process to make it more robust.
3. Minimise use of Norwegian text especially names of organisations – alternatively provide equivalent in English.
4. The study was not very clear on sampling – what was used to determine which project to visit and not. It should not have necessarily been the amount – size of the project – could have been done to balance projects across sectors.
5. Understanding meaning of the concept of mainstreaming was very restrictive.
6. The report is well written but still needs proof reading to address the typos and in some cases grammar.
7. The section on Humanitarian and Emergency section is rather scanty. Needs to acknowledge contribution to PRDP, Ministry of Gender Mine Victims Assistance project, and other efforts such as those of NRC, UNHCR, and WFP etc.
8. The report lacks a section on recommendations. An evaluation of this nature should come up with a clear set of recommendations for key stakeholders, particularly Norad, GoU, DPOs and CSOs to take action.
9. The report does not comprehensively cover the contribution of other major donors such as Denmark, Sweden, United Kingdom etc. – issues of attribution.
10. Provide a more comprehensive list of references.
11. Can the report provide analysis of how the budget support trickles down to the various sectors?
12. What assurance / mechanisms are in place to ensure the outcomes – particularly recommendations are implemented? It would have been good to bring Parliamentarians on board as a team that can lobby parliament and government in general to take action.

## EVALUATION REPORTS

- 7.99 Policies and Strategies for Poverty Reduction in Norwegian Development Aid
- 8.99 Aid Coordination and Aid Effectiveness
- 9.99 Evaluation of the United Nations Capital Development Fund (UNCDF)
- 10.99 Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEI, The African European Institute
- 1.00 Review of Norwegian Health-related Development Cooperation 1988–1997
- 2.00 Norwegian Support to the Education Sector. Overview of Policies and Trends 1988–1998
- 3.00 The Project "Training for Peace in Southern Africa"
- 4.00 En kartlegging av erfaringer med norsk bistand gjennomfrivillige organisasjoner 1987–1999
- 5.00 Evaluation of the NUFU programme
- 6.00 Making Government Smaller and More Efficient. The Botswana Case
- 7.00 Evaluation of the Norwegian Plan of Action for Nuclear Safety Priorities, Organisation, Implementation
- 8.00 Evaluation of the Norwegian Mixed Credits Programme
- 9.00 "Norwegians? Who needs Norwegians?" Explaining the Oslo Back Channel: Norway's Political Past in the Middle East
- 10.00 Taken for Granted? An Evaluation of Norway's Special Grant for the Environment
- 1.01 Evaluation of the Norwegian Human Rights Fund
- 2.01 Economic Impacts on the Least Developed Countries of the Elimination of Import Tariffs on their Products
- 3.01 Evaluation of the Public Support to the Norwegian NGOs Working in Nicaragua 1994–1999
- 3A.01 Evaluación del Apoyo Público a las ONGs Noruegas que Trabajan en Nicaragua 1994–1999
- 4.01 The International Monetary Fund and the World Bank Cooperation on Poverty Reduction
- 5.01 Evaluation of Development Co-operation between Bangladesh and Norway, 1995–2000
- 6.01 Can democratisation prevent conflicts? Lessons from sub-Saharan Africa
- 7.01 Reconciliation Among Young People in the Balkans An Evaluation of the Post Pessimist Network
- 1.02 Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)
- 2.02 Evaluation of the International Humanitarian Assistance of the Norwegian Red Cross
- 3.02 Evaluation of ACOPAM An ILO program for "Cooperative and Organizational Support to Grassroots Initiatives" in Western Africa 1978 – 1999
- 3A.02 Évaluation du programme ACOPAM Un programme du BIT sur l'« Appui associatif et coopératif aux Initiatives de Développement à la Base » en Afrique de l'Ouest de 1978 à 1999
- 4.02 Legal Aid Against the Odds Evaluation of the Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia
- 1.03 Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)
- 2.03 Evaluation of the Norwegian Education Trust Fund for African the World Bank
- 3.03 Evaluering av Bistandstorgets Evalueringsnettverk
- 1.04 Towards Strategic Framework for Peace-building: Getting Their Act Together. Overview Report of the Joint Utstein Study of the Peace-building.
- 2.04 Norwegian Peace-building policies: Lessons Learnt and Challenges Ahead
- 3.04 Evaluation of CESAR's activities in the Middle East Funded by Norway
- 4.04 Evaluering av ordningen med støtte gjennom paraplyorganisasjoner. Eksemplifisert ved støtte til Norsk Misjons Bistandsnemda og Atlas-alliansen
- 5.04 Study of the impact of the work of FORUT in Sri Lanka: Building Civil Society
- 6.04 Study of the impact of the work of Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 –Study: Study of the impact of the work of FORUT in Sri Lanka and Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 –Evaluation: Evaluation of the Norad Fellowship Programme
- 2.05 –Evaluation: Women Can Do It – an evaluation of the WCDCI programme in the Western Balkans
- 3.05 Gender and Development – a review of evaluation report 1997–2004
- 4.05 Evaluation of the Framework Agreement between the Government of Norway and the United Nations Environment Programme (UNEP)
- 5.05 Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997–2005)"
- 1.06 Inter-Ministerial Cooperation. An Effective Model for Capacity Development?
- 2.06 Evaluation of Fredskorpset
- 1.06 – Synthesis Report: Lessons from Evaluations of Women and Gender Equality in Development Cooperation
- 1.07 Evaluation of the Norwegian Petroleum-Related Assistance
- 1.07 – Synteserapport: Humanitær innsats ved naturkatastrofer: En syntese av evalueringsfunn
- 1.07 – Study: The Norwegian International Effort against Female Genital Mutilation
- 2.07 Evaluation of Norwegian Power-related Assistance
- 2.07 – Study Development Cooperation through Norwegian NGOs in South America
- 3.07 Evaluation of the Effects of the using M-621 Cargo Trucks in Humanitarian Transport Operations
- 4.07 Evaluation of Norwegian Development Support to Zambia (1991 - 2005)
- 5.07 Evaluation of the Development Cooperation to Norwegian NGOs in Guatemala
- 1.08 Evaluation: Evaluation of the Norwegian Emergency Preparedness System (NOREPS)
- 1.08 Study: The challenge of Assessing Aid Impact: A review of Norwegian Evaluation Practise
- 1.08 Synthesis Study: On Best Practise and Innovative Approaches to Capacity Development in Low Income African Countries
- 2.08 Evaluation: Joint Evaluation of the Trust Fund for Environmentally and Socially Sustainable Development (TFESSD)
- 2.08 Synthesis Study: Cash Transfers Contributing to Social Protection: A Synthesis of Evaluation Findings
- 2.08 Study: Anti- Corruption Approaches. A Literature Review
- 3.08 Evaluation: Mid-term Evaluation the EEA Grants
- 4.08 Evaluation: Evaluation of Norwegian HIV/AIDS Responses
- 5.08 Evaluation: Evaluation of the Norwegian Research and Development Activities in Conflict Prevention and Peace-building
- 6.08 Evaluation: Evaluation of Norwegian Development Cooperation in the Fisheries Sector
- 1.09 Evaluation: Joint Evaluation of Nepal's Education for All 2004-2009 Sector Programme
- 1.09 Study Report: Global Aid Architecture and the Health Millennium Development Goals
- 2.09 Evaluation: Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan
- 2.09 Study Report: A synthesis of Evaluations of Environment Assistance by Multilateral Organisations
- 3.09 Evaluation: Evaluation of Norwegian Development Cooperation through Norwegian Non-Governmental Organisations in Northern Uganda (2003-2007)
- 3.09 Study Report: Evaluation of Norwegian Business-related Assistance Sri Lanka Case Study
- 4.09 Evaluation: Evaluation of Norwegian Support to the Protection of Cultural Heritage
- 4.09 Study Report: Norwegian Environmental Action Plan
- 5.09 Evaluation: Evaluation of Norwegian Support to Peacebuilding in Haiti 1998–2008
- 6.09 Evaluation: Evaluation of the Humanitarian Mine Action Activities of Norwegian People's Aid
- 7.09 Evaluation: Evaluation of the Norwegian Programme for Development, Research and Education (NUFU) and of Norad's Programme for Master Studies (NOMA)
- 1.10 Evaluation: Evaluation of the Norwegian Centre for Democracy Support 2002–2009
- 2.10 Synthesis Study: Support to Legislatures
- 3.10 Synthesis Main Report: Evaluation of Norwegian Business-related Assistance
- 4.10 Study: Evaluation of Norwegian Business-related Assistance South Africa Case Study
- 5.10 Study: Evaluation of Norwegian Business-related Assistance Bangladesh Case Study
- 6.10 Study: Evaluation of Norwegian Business-related Assistance Uganda Case Study
- 7.10 Evaluation: Evaluation of Norwegian Development Cooperation with the Western Balkans
- 8.10 Evaluation: Evaluation of Transparency International
- 9.10 Study: Evaluability Study of Partnership Initiatives
- 10.10 Evaluation: Democracy Support through the United Nations
- 11.10 Evaluation: Evaluation of the International Organization for Migration and its Efforts to Combat Human Trafficking
- 12.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative (NICFI)
- 13.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Brasil
- 14.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Democratic Republic of Congo
- 15.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Guyana
- 16.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Indonesia
- 17.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Tanzania
- 18.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative
- 1.11 Evaluation: Results of Development Cooperation through Norwegian NGO's in East Africa
- 2.11 Evaluation: Evaluation of Research on Norwegian Development Assistance
- 3.11 Evaluation: Evaluation of the Strategy for Norway's Culture and Sports Cooperation with Countries in the South
- 4.11 Study: Contextual Choices in Fighting Corruption: Lessons Learned
- 5.11 Pawns of Peace. Evaluation of Norwegian peace efforts in Sri Lanka, 1997-2009
- 6.11 Joint Evaluation of Support to Anti-Corruption Efforts, 2002-2009
- 7.11 Evaluation: Evaluation of Norwegian Development Cooperation to Promote Human Rights
- 8.11 Norway's Trade Related Assistance through Multilateral Organizations: A Synthesis Study
- 9.11 Activity-Based Financial Flows in UN System: A study of Select UN Organisations Volume 1 Synthesis Volume 2 Case Studies
- 10.11 Evaluation of Norwegian Health Sector Support to Botswana



**Norad**

Norwegian Agency for  
Development Cooperation

Postal address

P.O. Box 8034 Dep. NO-0030 OSLO

Visiting address

Ruseløkkveien 26, Oslo, Norway

Tel: +47 23 98 00 00

Fax: +47 23 98 00 99

[postmottak@norad.no](mailto:postmottak@norad.no)

[www.norad.no](http://www.norad.no)

