EVALUATION OF THE PROJECT - "LEVERAGING OPEN DATA AND THE RIGHT TO INFORMATION TO PROMOTE SERVICE DELIVERY IN EAST AFRICA"

EVALUATION REPORT

August 2016

TABLE OF CONTENTS

Acknowledgements

Acronyms

ACHPR	African Charter on Human and Peoples' Rights
AFIC	Africa Freedom of Information Centre
ATIA	Access to Information Act
AYG	Ask Your Government
CIPESA	Collaboration on International ICT Policy for East and Southern Africa
CSO	Civil Society Organization
DRT	Development Research and Training
FOI	Freedom of Information
ICCPR	International Covenant on Civil and Political Rights
IGG	Inspector General of Government
ICT	Information and Communication Technologies
JLOS	Justice Law and Order Sector
KII	Key Informant Interviews
MDAs	Ministries, Departments and Agencies
MISA	Media Institute of Southern Africa
MLHUD	Ministry of Lands, Housing and Urban Development
NGO	Non-Government Organization
NOLA	National Organisation for Legal Assistance
NUMEC	Northern Uganda Media Club
OECD-DAC	Organisation for Economic Co-operation and Development's - Development Assistance Committee
OGD	Open Governance Data
OGP	Open Government Partnership
OPM	Office of the Prime Minister
RTI	Right to Information
TOC	Theory of Change
URA	Uganda Revenue Authority
UPDF	Uganda People's Defence Forces

Executive Summary

Project Background
"Leveraging open data and the right to information to promote service delivery in East Africa" was a USD 105,000 two-year (January 2014 – December 2015) project whose overall objective was to empower citizens in East Africa to use Right to Information (RTI) laws to lodge requests and document their experiences through the use of Information and Communication Technologies (ICTs). The project further aimed to undertake awareness raising and network building activities to promote the right to information in Kenya, Uganda and Tanzania, and create awareness among lawmakers on regressive policies and practices that undermine proactive disclosures. The project also planned on network building to be achieved through the sharing of experiences gained from the three countries among the engaged network of change actors across the region. The project used Alaveteli - an Open source platform that enables citizens to request for information with the replies recorded for all to see on the website (www.askyourgov.ug) as the key technology medium, as well as social media namely Facebook and Twitter. The planned activities for Kenya were discontinued because the project failed to get an implementing partner in the country after a number of attempts.

About the Evaluation
The evaluation sought to establish the achievements, outcomes and challenges registered by the project during the period January 2014 – December 2015. The evaluation assessed the appropriateness, effectiveness and outcomes of the project in relation to its planned objectives. The specific objectives of the evaluation included:
- Provision of an overview of the project revisions to original project plan;
- Provision of a summary of accomplishments;
- Analysis of outcomes in comparison to the original goals of the project and provide explanation for any variances; and
- Making recommendations regarding future project design, priorities and sustainability, based on the needs of the target groups.

Methodology
The evaluation engaged a combination of qualitative and quantitative research methods. Qualitative methods comprised: Document review, and Key Informant Interviews (KIIs). Qualitative data collection approaches were used to obtain experiences and opinions of key informants about the performance of the project. In addition, qualitative methods were used to understand the nature of requests on the AYG platform (obtained through a content analysis of the usage of the platform), and to seek explanations and elaborations to findings from the quantitative data. Quantitative data was mainly obtained from secondary data sources and largely used to establish the usage statistics of the AYG platform.

Scoring Criteria
The evaluation used a scoring framework for performance against the evaluation criteria. For each evaluation criterion a four point rating scale was used to assess performance as follows:

- **A: Very good**. The project performed well according to the criterion and no changes were required.
- **B: Good**. The project performed well according to the criterion but some changes were required.
- **C: Satisfactory with some changes required**. The project required significant changes to perform on the evaluation criterion. Without the changes performance would be negatively affected.

- **D: Serious deficiencies with significant changes required**. The Project did not perform on the criterion and required significant changes early to ensure the programme performed as expected.

There were cases where it was considered that the step-wise categorization of these four scales did not accurately reflect the performance and a form of continuum between two successive scales was necessary. The framework therefore provided for scores falling between successive scales, and a '+' or '−'was appended to demonstrate a performance that was slightly above or slightly below the score. For example, a B+ was given for a performance that was 'Good but with minor changes needed', while a B- was considered for a performance that was 'Good but with substantial changes needed'.

Findings

Relevance
The criteria of Relevance scores B: Good: The project performed well according to the criterion but some changes were required. The project strengths included: (i) alignment to the National priorities of both Uganda and Tanzania; and (ii) the project concept being the mainstream work of some implementing partners, and particularly strategic partners like the OPM, and MLHUD in Uganda. However, two issues of concern are noted: (i) the needs assessment would have benefited from a more specific assessment related to lodging of FOI requests and the use of ICTs in this, with a broader coverage across the two countries; (ii) the exclusion of the government of Tanzania as a strategic partner in the project, and a linchpin to the success of the project.

Validity of the design
The criteria of 'Validity of the design' scores a B-: Fairly Good. The project performed well according to the criterion but key changes were required. The project strengths included: (i) It targeted strategic partners like the Office of the Prime Minister in Uganda, a network or networks of CSOs and Media to drive the demand side; Information officers in the various MDAs to drive the supply side; and a technically competent and experience partner in implementing the AYG platform (ii) It had a human rights based approach in the design by targeting the capacity of both rights holders to claim their rights, and duty bearers to fulfil their obligations. However, it could have benefited from: (i) a more logical results hierarchy and matrix, possibly with one outcome, with specific Outputs contributing to this Outcome, and the various activities logically grouped under the different Outputs; (ii) explicitly spelt out the indicators of performance under each result (Outcome and Outputs), and defining targets that would guide monitoring of activity implementation, and performance assessment at the results level; (iii) a more critical analysis of the implication of the lack of RTI laws in Kenya and Tanzania to the effective implementation of the project and the possibility of achieving results.

Efficiency
The criteria of 'Efficiency' scores B: Good: The project performed well according to the criterion but some changes were required. The project strengths included: Implementing a majority of planned activities and particularly – (i) the deployment of the Alaveteli Platform in partnership with AFIC; (ii) the training of key Government Officials in Uganda, (iii) training of journalists in Uganda and Tanzania, (iv) ongoing engagement of key stakeholders in Government (Uganda) and Civil society in the region, and the relevant research undertaken in the two countries; and (v) the popularization of the AYG platform through online media. Additionally, the leveraging of the AFIC work on the Alaveteli platform cut costs. As well, CIPESA monitored the statistics and content on the Alaveteli platform though it is not evident how CIPESA used such information to improve project implementation. The weakness of project efficiency was the inability to implement some activities

related to the Alaveteli platform that included: - assisting requesters to escalate complaints, and not compiling or circulating (non)-compliance reports and statistics as initially planned.

Effectiveness
The criteria of 'Effectiveness' scores C: Satisfactory with significant changes required. The portal did perform to some extent in terms of raising 243 requests from citizens, 46 successful responses, and 17 MDAs providing responses. However, these numbers averaging 11 requests monthly over a two-year period for a total of 76 agencies seems very few. Additionally, the trend in citizen requests is erratic and has not grown over the two years. The low response rate from MDAs is also an issue of concern.

Impact
The Criteria of Impact scores a C: Satisfactory with some changes required at the Outcome level. The low performance on the criteria of effectiveness adversely limits the possibility of the project to substantially contribute to the Impact.

Sustainability
The Criteria of Sustainability scores a B: Good: The project performed well but needs to address some issues to assure that the nascent benefits are not lost. On the positive side, the Government of Uganda has demonstrated political will which creates a good enabling environment to mobilize resources and implement planned activities. Some MDAs like the MLHUD have embraced the project concept and are integrating it into their mainstream strategies of information dissemination and outreach to Citizens. However, it is apparent that ownership of the project concept at the level of the OPM is yet to be realized. It is evident that sustaining the project benefits is still dependant on funds availability within AFIC or CIPESA, or other CSOs that may pick interest in the project concept.

Overall, the project scores a B -: Fairly Good. The project concept is still very relevant to the two Countries (Uganda and Tanzania). The project design was good as it included a human rights approach, and identified strategic partners. However, its intervention logic was weak and the lack of indicators and their related targets challenged the ongoing assessment of performance. The project implemented majority of the planned activities but the few related to the AYG platform that were not implemented could have boosted the numbers of FOI requests and possibly responses from MDAs. The use of the AYG platform by citizens is still low, compared to alternative FOI channels (for example, a respondent at the MLHUD reported that he receives/responds to approximately 32 requests a day by phone, face to face, or paper-based request forms), and has not grown over the two years. As well, the response from MDAs is below average. Though there is political will from the OPM in Uganda, ownership of the platform and its continued functionality is still the responsibility of AFIC and CIPESA and does not seem to have yet taken root within most MDAs.

Recommendations

1. **Consider a phased approach to implementing the AYG platform in MDAs.** Adopting a more systematic phased approach to implementation and roll out, and contextualized to the specific needs of each agency could help address the unique MDA contexts and ensure a more effective use of the platform. Rather than spreading efforts (of particularly limited resources) and adopt a blanket approach to the implementation of the portal, a phased systematic approach that involves a few MDAs coming on board at a time is recommended. For example the evaluation shows that the majority of the FOI requests are related to land, taxes and inquiries on internship and recruitment. This could be interpreted in two ways: - (i) that these issues could be the most pressing information needs of citizens currently; or (ii) that the effective response from the

respective MDAs has created citizen demand. This could give some insight to justify a phased approach in prioritizing MDAs to work with on the AYG platform.

2. **Build an Advocacy network of CSOs to sustain the demand for government responsiveness on the AYG platform.** Such a network is likely to realize a much stronger and sustained voice in mobilizing, advocating and lobbying continuous Government's responsiveness on the AYG platform.

3. **Sustain stakeholders' engagement activities (awareness raising and capacity building**). Some of the issues that hinder requesting and disseminating information by the rights holders (citizens) and duty bearers (government officials) respectively are the culture of secrecy among duty bearers, and the limited understanding of the RTI laws among other things. Changing such individual and organization norms, cultures and practices takes time. Sustained engagement of rights holders and duty bearers is therefore very critical and future projects should avail sufficient resources for this.

4. **Make the platform more inclusive to encourage usability in different contexts.** Future implementations could adopt a more inclusive approach that looks into mixing ICT platforms such as the web-based platform, SMS, as well as integrate a back-end function that can easily be manipulated to enable agencies to coordinate and centrally manage information requests from the various modes of delivery i.e. the back-end function should be in position to manage, monitor and keep track of all requests that come into the agencies irrespective of the mode of delivery. This should encourage usability by all classes of stakeholders, while the back-end would provide for easy management and tracking of requests.

Lessons Learned
1. The Success of the AYG platform in an MDA is dependent on a number of pre-requisites that include functional business processes, policies, infrastructure, and human resources related to information disclosure. This kind of organization context makes it easy for speeding up the uptake of the AYG platform as it complements already ongoing work and may not appear as an additional burden to MDA officials.

2. The AYG platform could be more effective if its roll out is prioritized to target specific information needs of citizens. This prioritization could be based on a number of factors that may include: - findings of a needs assessment of Citizen Information needs, readiness of MDAs, National priorities defined in strategies like National Development Plans among others

3. The passing of relevant RTI laws in the country is key in providing an enabling environment to implement a project of this nature

1. INTRODUCTION

This report is the key deliverable for the evaluation for the Project - 'Leveraging Open Data and the Right to Information to promote service delivery in East Africa'. It presents the evaluation team's assessment of the performance of the project within the framework of the evaluation objectives, and following the Organisation for Economic Co-operation and Development's - Development Assistance Committee (OECD-DAC) criteria for evaluation.

1.1 Project background

"Leveraging open data and the right to information to promote service delivery in East Africa" was a USD 105,000 two-year (January 2014 – December 2015) project whose overall objective was to empower citizens in East Africa to use Right to Information (RTI) laws to lodge requests and document their experiences through the use of Information and Communication Technologies (ICTs). The project further aimed to undertake awareness raising and network building activities to promote the right to information in Kenya, Uganda and Tanzania, and create awareness among lawmakers on regressive policies and practices that undermine proactive disclosures. The project also planned on network building to be achieved through the sharing of experiences gained from the three countries among the engaged network of change actors across the region. The project used Alaveteli - an Open source platform that enables citizens to request information with the replies recorded for all to see on the website (www.askyourgov.ug) as the key technology medium, as well as social media namely Facebook and Twitter.

The project was implemented to specifically: (i) Develop a network of civil society groups and the media that use ICT to foster access to information, and government openness; (ii) Make public bodies (central and local government, and statutory agencies) more proactively open up their information which would raise government transparency. These disclosures would not only be of information which government departments find prudent, or convenient to make public, but also include the information that citizens need and demand for; (iii) Grow the appetite and proficiency of citizens and citizens' groups in demanding for more public information, including through the use of new media/ ICTs. Citizens would not only receive information but they would also share experiences such as denials of their requests and how best to lodge RTI requests; (iv) Conduct research and policy analysis on access to information and public sector information laws; and (v) realize an increase in the number of citizen requests, a growth in the types of information requested for, and speedier/ more positive responses to requests.

The project was managed and implemented by the Collaboration on International ICT Policy for East and Southern Africa (CIPESA). The Open Society Institute Budapest Foundation ("OSJ"), a Hungarian charitable foundation within the Open Society Foundations awarded the project grant. Funds were disbursed to CIPESA in two instalments once the relevant obligations were met, such as a countersigned agreement or report production.

For implementation, CIPESA entered into partnership with the Africa Freedom of Information Centre (AFIC) and the Government of Uganda's Ministry of Information and National Guidance in the Office of the Prime Minister for activities in Uganda; and the Media Institute of Southern Africa (MISA) Tanzania, and the National Organisation for Legal Assistance (NOLA) for activities in Tanzania. The activities planned for Kenya were discontinued because the project failed to get an implementing partner in the country after a number of attempts. Furthermore, Uganda and Tanzania had more RTI-related developments at the time of project implementation, including the 10 years of the

existence of the Access to Information Act in Uganda[1], the National elections in Tanzania and the presentation in Parliament of Tanzania's RTI Bill in 2015. It should be noted, however, that the project did not set out to undertake each of the activities in each of the countries. For instance in Uganda the main thrust was researching into the use of ICT to access and disseminate information, implementing the AYG tool, stakeholder engagement and Network development to foster advancement of RTI. In Tanzania on the other hand focus was mainly on research into the use of ICT to access and disseminate information and stakeholder engagement.

1.2 Project Theory of Change

As per the reviewed documentation, the project did not have an explicitly defined theory of change or results matrix. The project defined five outcomes and several activities with no clear logic and results hierarchy on how the outcomes would result from these activities. As well, indicators for both outcomes and outputs were not defined. The project however clearly defined the assumptions/potential risks to the successful implementation of the project. Nonetheless, the available documentation was sufficient to facilitate the re-construction of a theory of change. The inferred theory of change consists of one outcome, five outputs and a number of activities under each Output as shown in Table 1 below.

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[1] See: Access to Information in Uganda to be Recognised at Internet Freedom Forumhttp://cipesa.org/2015/09/access-to-information-in-uganda-to-be-recognised-at-internet-freedom-forum/

Table 1: Theory of Change

Goal: Increased accountability, transparency and better service delivery by governments in Uganda and Tanzania				
Outcome: Citizens and Citizen groups in Uganda and Tanzania increasingly use ICTs to lodge FOI requests to Government				
Output 1: Alaveteli specialist software deployed and operational to enable citizens to make FOI requests	**Output 2:** Increased awareness among public bodies (central and local government, and statutory agencies) on the need to be more proactively open up their information which would raise Gov't transparency	**Output 3:** A network of civil society groups and the media that use ICT to foster access to information and Government openness established and functional	**Output 4:** Availability of new knowledge on RTI, including access via new media in Uganda and Tanzania	**Output 5:** Increased awareness among the general public of the Ask your Government (AYG) portal
i. Deploy Alaveteli specialist software ii. Hold interactive meetings where findings of activities will be shared iii. Assist in escalation to formal complaints, appeals or litigation in cases of denials or delays to information requests beyond what is provided for in the law iv. Compile (non)-compliance reports and statistics and circulate widely, including by social media and non-ICT mediums.	i. Conduct training of Government Officials on promoting citizens' right to information ii. Engage stakeholders on the need to provide regular and timely information on service delivery and governance to the citizenry, particularly via a range of ICT	i. Assess the capacity of non-state actors in the use of ICT to access and disseminate information and generate resources that can support advocacy ii. Champion the development of a network of civil society groups, LGs and the media in using ICT to foster advancement of RTI for good governance in the East African region.	i. Research and policy analysis on access to information and public sector information laws ii. Document and publicize best practices in making RTI requests via new media, which other actors across the region can use in their own work	i. Conduct campaigns and develop information materials to popularize the platform
Risks/Assumptions 1. That some government departments may view the project as critical of or opposed to government programmes. 2. The Resistance to acceptance of use of technology by some institutions and individuals, and the current low technology usage rates by government departments 3. The unavailability of key members of the project (due to illness, grievance, annual leave, and resignation) would negatively affect the project.				

1.3 Project Context

In East Africa, Uganda is the only country with a Right to Information law - the Access to Information Act, 2005. The country's constitution provides for the freedom of expression, speech and association, as well as the right to information. Uganda indeed has a number of laws and policies that aim to promote openness, but the practice rarely matches the legislation. An Open Government Data (OGD) readiness assessment concluded in April 2012 by CIPESA indicates a high readiness for rollout of OGD in the country.[2] Similarly, an assessment of citizens' perceptions on open governance showed a high desire for OGD, but also overwhelming frustration with the disinclination by Government departments to proactively make public even the most innocent pieces of information.[3] However, there are still numerous restrictions to accessing information provided for in the country's Access to Information Act, even with the Government's passing of regulations to operationalize the Access to Information Act 2005 in June 2011. Nonetheless, some provisions make access costly and difficult and are not in the spirit of the strong right to information provision found in the constitution.

Tanzania tabled her Access to Information bill in February 2015 but it was not passed and is awaiting review by all relevant stakeholders. The new Kenyan constitution that came into force in 2011, as well as the new Government installed in early 2013, raised hope for the access to information law to be passed in the near future. Kenya published a Right to Information (RTI) bill in mid-2015, pending approval. Kenya and Tanzania, crucially are members of the Open Government Partnership (OGP), of which greater openness in government operations, as well as greater citizens' access to information are key hallmarks. It is believed that if passed, these laws would help enhance transparency and demonstrate political will to further strengthen Tanzania and Kenya's democratic governance. Nonetheless, even with the existence of these policy frameworks, citizens' demand for public domain information remains low in the region. Both non-state and government institutions profess that several state agencies in the three countries remain hugely secretive with information that needs to be in the public domain, and they also tend to be highly unaccountable to citizens.

Kenya and Tanzania, together with Liberia, Ghana, and South Africa, joined the OGP, a multilateral initiative supported by several countries launched in September 2011, which aims "to secure concrete commitments from governments to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance." However, Uganda, though eligible stayed away. Even with Kenya leading the region with demonstrated commitment to the OGP (it launched an open data website in July 2011 – www.opendata.go.ke), it and the other two East African countries should robustly embrace open governance, with RTI being a key aspect of their openness. Whereas free speech and the access to information do not necessarily lead to improved government accountability, citizens are more likely to demand and receive accountability and transparency from their leaders when they are fully informed of what goes on in the day-to-day running of government business.

The three countries have high ICT usage rates – whether it is simple mobile voice, crowd-sourcing platforms, social media, and innovative mobile solutions. Kenya's tele-density recently hit the 88 percent mark according to the communications Authority of Kenya, while Tanzania's is 79% and Uganda's is 64.3%.[4] Both Uganda and Kenya are among the countries in the world with the largest

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[2] Please See Study Shows Uganda is Ready to Implement Open Government Data, June 12, 2012;
http://www.cipesa.org/2012/06/study_shows_uganda_is_ready_to_implement_open_government_data/
[3] Citizen's Perception on Open Government Data in Uganda,
http://www.cipesa.org/2012/06/citizens_perceptions_on_open_government_data_in_uganda/
[4] Communications Authority of Kenya, Annual Report, 2014,/2015,
http://www.ca.go.ke/images/downloads/STATISTICS/Sector%20%20Statistics%20Report%20Q1%202015-16.pdf, Tanzania

number of mobile money account holders. Kenya is a leader in ICT innovation, with the Ushahidi platform that was developed in that country now popularly and successfully deployed across the world in diverse sectors. The legal environment in all three countries is also generally conducive to the use of ICT in opening up government and promoting citizens' right to information.

2. About the Evaluation

This section elaborates on the approach, scope and methodology of the evaluation study and how it was conducted.

2.1. Purpose, objectives and scope of the Evaluation

The evaluation sought to establish the achievements, outcomes and challenges registered by the project during the period January 2014 – December 2015. The evaluation assessed the appropriateness, effectiveness and outcomes of the project in relation to its planned objectives. The specific objectives of the evaluation included:
• Provision of an overview of the project revisions to original project plan;
• Provision of a summary of accomplishments;
• Analysis of outcomes in comparison to the original goals of the project and provide explanation for any variances; and
• Making recommendations regarding future project design, priorities and sustainability, based on the needs of the target groups.

The evaluation assessed the different project components of the results hierarchy over the two-year implementation period (2014 – 2015) for Uganda and Tanzania, but largely excluded Kenya (apart from the criterion on Relevance) where no activities were implemented. Additionally, since a number of project components were not implemented in Tanzania, the assessment of Effectiveness, Impact and Sustainability was mainly limited to Uganda.

2.2. Evaluability Assessment

Evaluability assessment establishes whether an intervention is in a state worth evaluating. It specifically looks at issues like: whether activities as planned have been implemented to a sufficient level; whether data to assess the performance of the intervention is available or will be obtainable (including availability of respondents); whether the situation on the ground can allow collection of the data; whether the Results Matrix is clear enough to guide the assessment, among others. A review of the project documents that were shared indicates that it is somewhat evaluable. The following issues were noted:
1. Though the project lacked an explicitly defined results matrix, and the intended project results and activities were mixed up, they could be clarified in the log frame.
2. With the clarification from (1) above, the logic of the project could be established and the progression of the results traced.
3. Indicators were not articulated but measures of performance and success were clarified and agreed upon during the interview processes with key stakeholders. A detailed analysis was conducted to establish their relevance to the results proposed in the Theory of Change during the initial stages of the study.

2.3.   Evaluation Framework

Following the OECD-DAC criteria for evaluation, the evaluation explored aspects of Relevance, Validity of concept/design, Efficiency, Effectiveness, Impact, and Sustainability. Key Evaluation Questions guided the inquiry as detailed in Annex II. The evaluation of project Relevance answered the question: "To what extent are the objectives of the Project consistent with the evolving needs and priorities of the beneficiaries, partners, and stakeholders?" Assessment of the Validity of project concept/design focused on How well the project was conceived and what effect this had on its potential to achieve the postulated results. Assessment of project Efficiency sought to establish how economically resources / inputs (funds, expertise, time, etc.) were converted to results. Effectiveness focused on establishing the extent to which the project objectives had been achieved, or were expected / likely to be achieved. Impact level assessment involved tracing the extent to which the project is contributing to increased transparency, accountability, and service delivery in Uganda specifically. Sustainability explored the possibility of the project activities and benefits continuing after the intervention is completed as well as the probability of continued long-term benefits.

3.   Approach and Methodology

The evaluation engaged a combination of qualitative and quantitative research methods. Qualitative methods comprised: Document review, and Key Informant Interviews (KIIs). Qualitative data collection approaches were used to obtain experiences and opinions of key informants about the performance of the project. In addition, qualitative methods were used to understand the nature of requests on the AYG platform (obtained through a content analysis of the usage of the platform), and to seek explanations and elaborations to findings from the quantitative data. Quantitative data was mainly obtained from secondary data sources and largely used to establish the usage statistics of the AYG platform.

The proposed approach and methodology sought to obtain relevant information, both primary and secondary in the most cost-effective and realistic way. In addition, the overall aim was to ensure that the whole process validated findings through corroboration, i.e. through the use of multiple methods to confirm inferences around a common issue.

The Evaluation was inclusive and involved different stakeholder groups including implementing partners, co-implementing partners, and project beneficiaries. It further used an equity focused and rights-based approach which promotes three main principles: the accountability of duty bearers, the participation of rights holders, and equity / non-discrimination.

In exploring the achievement of the stated results at the outcome level, emphasis was placed on the contribution of the project as opposed to attribution. The evaluation team explored the logical connections across the results hierarchy, particularly seeking to find out how the activities implemented contributed to the achievement of the Outputs, and how the Outputs subsequently contributed to the Outcome. Due to the limited timeframe of the project, the assessment of Impact was futuristic, exploring the plausibility of the project contributing to the postulated goal in some years to come.

3.1 Sampling

The Terms of Reference spelt out the key data sources that the evaluation team should consider. These included specific documents for review, a list of key Informants to interview (including project implementers and with individuals who are either affiliated with the project in some way or who

have or might be expected to be impacted by the project), and a review of digital platforms – www.askyourgov.ug, Facebook and Twitter. Data was sourced from the whole sample as given.

3.2 Data Collection Methods

Document Review
An initial document review was conducted to understand the project implementation and the structure, its activities, successes, challenges and outstanding business. This facilitated the design of the Evaluation Framework, and methodology for the evaluation (including case selection approaches and target groups). Document review also facilitated the documentation of the challenges experienced by the project and how they were addressed; key success or impact stories that need to be verified; lessons learnt while implementing the project and issues that undermine project effectiveness, impact and sustainability. The key documents reviewed included:

- Programme documents including Project proposals.
- Progress reports
- Publications and promotional materials
- Reports on specific activities
- Research reports and publications
- Documents related to project achievements
- Terms of Reference for the project evaluation

Key Informant Interviews
Purposive and convenience sampling was used to identify key informants based on the list of potential respondents provided by CIPESA. Only respondents with knowledge of and those who were active participants in the project were interviewed. Ten (10) key informants in both Uganda and Tanzania (list is presented in Annex VI) were interviewed. Two types of Interview guides (Annex III) were developed; one tailored to CIPESA as key implementer, and another that provided a discussion framework during data collection from the rest of the respondents.

Review of Online Tools and Platforms
The consultants assessed the use of the implemented online tools and platforms particularly the AYG platform, Facebook and Twitter pages. The consultants also assessed some blog sites of journalists who had benefited from the project, particularly in Tanzania. The assessment included both statistical and content analysis of the relevant data sources. Statistical analysis sought to establish the frequency of use of the platforms, as well as the number of platform users. Content analysis was employed as well to assess the key aspects for which information requests were being made.

3.3 Data Analysis and Reporting

All data obtained from the field visits, through email and phone interviews was collated, corroborated and verified before conclusions were made. The qualitative analysis was thematic and distilled key issues in the qualitative data on different themes of analysis. MS Word was used for this. The quantitative data assess performance especially of the online tools. Qualitative data provided explanations for findings of the quantitative data. MS Excel was used for the quantitative data analysis.

Qualitative data was analysed using descriptive and content analysis. Using basic elements of narrative data analysis and interpretation, the consultants read and re-read the text, then reviewed the purpose of the evaluation and what was being sought. Themes or patterns — ideas, concepts,

behaviours, interactions, incidents, terminology or phrases used were identified and organized into coherent categories that summarized and brought meaning to the text.

3.4 Review and validation process

The evaluation implementation went through a recursive review process led by CIPESA, starting with the review and agreement of the Inception report, specifically focusing on the scope, key respondents, and tools for data collection. The review also included the draft and final reports by CIPESA, implementing partners and some respondents.

3.5 Stakeholder Participation

CIPESA was involved in the design of the methodology, specifically the sampling and the data collection methods. CIPESA notified key respondents of the evaluation exercise in time, clarifying on the purpose and their expected role in the exercise. Participants were selected from among duty bearers (Government officials), rights holders (trained journalists) and programme staff at CIPESA.

3.6 Description of scoring criteria

The evaluation used a scoring framework for performance against the evaluation criteria. For each evaluation criterion a four point rating scale was used to assess performance as follows:

- **A: Very good**. The project performed well according to the criterion and no changes were required.
- **B: Good**. The project performed well according to the criterion but some changes were required.
- **C: Satisfactory with some changes required**. The project required significant changes to perform on the evaluation criterion. Without the changes performance would be negatively affected.
- **D: Serious deficiencies with significant changes required**. The Project did not perform on the criterion and required significant changes early to ensure the programme performed as expected.

There were cases where it was considered that the step-wise categorization of these four scales did not accurately reflect the performance and a form of continuum between two successive scales was necessary. The framework therefore provided for scores falling between successive scales, and a '+' or '−'was appended to demonstrate a performance that was slightly above or slightly below the score. For example, a B+ was given for a performance that was 'Good but with minor changes needed', while a B- was considered for a performance that was 'Good but with substantial changes needed'.

3.7 Ethical considerations

The evaluation was based on the following ethical standards:
- Informed consent
- Confidentiality
- Permission by the respondent to record the interview proceedings

3.8 Limitations of the Evaluation

The project design neither had any indicators nor targets of performance. It was therefore a challenge to establish progress against planned achievement without these key critical elements to the assessment. The evaluation looked at FOI monthly usage trends on the AYG platform to

establish progress on the Outcome as a workaround. However, assessment at the Outputs level was limited as it could not be compared to any pre-planned quantifiable deliverables.

Additionally, the sampling was limited to a few respondents, yet it could have benefited from experiences of those citizens (excluding trained journalists) who posted FOI requests on the AYG platform. Access to the FOI requesters was challenged by the fact that they were not in direct contact with CIPESA and not easily available to participate in the evaluation. Evaluation was limited to purposively selected respondents, those who participated in the project. The opinions and experiences of the FOI requests would have provided some useful information to enrich the findings of this evaluation. As well, the evaluation team failed to secure an interview with a key respondent from the OPM's office.

4. FINDINGS

This section presents the findings about each of the six evaluation criteria and each sub-section is logically structured around: (i) a description of what was achieved, (ii) an analysis of the findings against performance criteria inferred from the Results Matrix, and (iii) a scoring of the performance of each criteria following the grading described in the Methodology.

4.1. Relevance

The assessment under this section answers the question: "To what extent are the objectives of the Project consistent with the evolving needs and priorities of the beneficiaries, partners, and stakeholders?" A description and assessment is made of how the project has addressed the relevant needs in the three countries and whether any new, more relevant needs emerged that the project should address in future.

4.1.1. Alignment to national priorities of promoting Right to Information, transparency, and accountability

The project targeted: Access to information at policy and practice levels, Civic Agency/citizen participation, Transparency and corruption, Good governance, as well as service delivery. It sought to leverage on the existing RTI legislation to hold duty bearers accountable, as well as empower citizens in Uganda and Tanzania access vital information.

In Uganda, these intents are aligned to: - The Constitution (1995) and specifically on issues of: Democratic principles, Accountability, Fundamental and other human rights and freedoms, and more specifically the Right of access to information; The national Youth Policy; and Objective 4 of the National Development plan II (2015/16 – 2029/20): Strengthen mechanisms for quality, effective and efficient service delivery which addresses issues of Government effectiveness, allocation of Government resources, and Corruption; and the National Access to Information Act, 2005.

In the Constitution of the United Republic of Tanzania of 1977, the right to seek, obtain and disseminate information is provided for under Article 18. The Access to Information Bill that will enable citizens enjoy this constitutional right is currently being reviewed. Other national laws that govern access to information for good governance include other existing laws such as The Newspapers Act, 1976, The National Security Act, 1970, The Public Service Act, 2002 and The Public Leadership Code of Ethics Act, 1995.

Both Uganda and Tanzania subscribe to a number of international and regional agreements such as the International Covenant on Civil and Political Rights (ICCPR) of 1966, Universal Declaration of Human Rights (UDHR) of 1948, Declaration of Principles on Freedom of Expression in Africa of 2002 which affirms the right to information in Africa, and the African Charter on Human and Peoples' Rights (ACHPR) of 1981.[5]

4.1.2. Partners taking ownership of the project concept

The project concept is mainstream work of CIPESA which has been a leading centre for research and analysis of information aimed to enable policy makers in the region to understand ICT policy issues, and for various multi-stakeholders to use ICT to improve livelihoods. CIPESA conducts research on open governance data and government openness and are also involved in work on how ICTs can enable better citizen participation. CIPESA is engaged with networks in Africa and Asia that work in these areas, and have experience working with government officials and civil society in this area.

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[5] http://www.cipesa.org/?wpfb_dl=183

Africa Freedom of Information Centre (AFIC), a co-partner in implementing the AYG online platform, is a pan-African NGO and resource centre that promotes the right of access to information through comparative research, coordinating regional advocacy, facilitating information-sharing and capacity building. The project concept is mainstream work of this organization. The Uganda Office of the Prime Minister/ Ministry of Information and national guidance has demonstrated strong interest in the portal through its leadership in the launch of the platform and mobilization of other MDAs in Uganda demonstrates strong ownership by Uganda Government. MDAs like Ministry of Lands, Housing and Urban Development (MLHUD) have a proactive strategy of reaching out to the citizenry across the country on issues of land, and the project concept goes a long way in complementing their efforts. The mainstream work of the Media Institute of Southern Africa (MISA), the Co-partner in Tanzania, involves journalist training on leveraging ICT to ensure good governance and improve service delivery. It also has a long history in lobbying for the freedom to information law. It is however worth noting that the Government of Tanzania (a critical partner to the success of this initiative) was not involved in the project.

4.1.3. Whether the project was in response to a needs assessment and problem analysis

The project was informed by two prior studies: an analysis conducted by CIPESA in 2011 of the various innovative ICT tools used in encouraging participation and accountability in Uganda,[6] as well as CIPESA's January-April 2012 studies on Uganda's open government data readiness and citizens' perceptions on open governance. One study indicated a high level of knowledge about open governance among citizens, as well as great expectations of the benefits which Open Governance Data (OGD) would bring. The second study illustrated how Information and Communication Technologies (ICT) are aiding citizen participation in Uganda, and pointed to the challenges that need to be overcome for these technologies to have a wider impact on governance. It reviewed various ICT tools being used to promote transparency, accountability, and citizen participation in Uganda. It also offered suggestions for improving the utility, reach, and hopefully the success of initiatives that utilise ICT to improve citizen participation.

It is noteworthy that these studies were limited to Uganda, and not necessarily representative of the Uganda population, not to mention Tanzania. While the studies presented some general idea about the perceptions on OGD and use of ICT tools, they were not specific to the goal of lodging of FOI requests.

From the foregoing description, it is evident that the Project was aligned to National priorities of the two countries and enshrined in key policy and strategy documents. It therefore contributes to key development and human rights targets of the two countries. Additionally, the key project implementers own the project concept, as it is mainstream work of their mandates. The two research studies conducted in Uganda that informed the needs assessment of the project had some general relevance to understanding the need for OGD and use of ICT tools, but were not specific to lodging of FOI requests and how ICTs could be best leveraged.

From the above assessment, the criteria of Relevance scores B: Good: The project performed well according to the criterion but some changes were required. The project strengths included: (i) alignment to the National priorities of both Uganda and Tanzania; and (ii) the project concept being the mainstream work of some implementing partners, and particularly strategic partners like the OPM, and MLHUD in Uganda. However, two issues of concern are noted: (i) the needs assessment would have benefited from a more specific assessment related to lodging of FOI requests and the use of ICTs in this, with a broader coverage across the two countries; (ii) the

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[6] New Report Shows How ICT is Aiding Citizen Participation in Uganda, April 18, 2012:
http://www.cipesa.org/2012/04/new_report_shows_how_ict_is_aiding_citizen_participation_in_uganda/

exclusion of the government of Tanzania as a strategic partner in the project, and a linchpin to the success of the project.

4.2. Validity of the Design/Concept

The assessment under this section focuses on how well the project was conceived and what effect this had on its potential to achieve the postulated results. Specifically it explored: the relevance of the project outputs and results; the coherence of the intervention logic; how strategic the partners of the project were; appropriateness of the indicators/targets and the attention given to issues of human rights in the problem analysis and intervention strategies.

4.2.1. Project intervention logic

The project stated a purpose (to empower citizens in East Africa to use the RTI law to lodge requests and document their experiences) and an aim (to undertake awareness-raising and network building activities to promote the right to information). The project spelt out five 'outcomes' that included actions of public bodies; Actions of civil society groups and the media; actions of citizens and citizen groups; and a deliverable on research and policy analysis. It is noted that some of these outcomes overlapped (e.g. actions of civil society/citizens/citizen groups) while others were more appropriate as outputs (e.g. research and policy analysis) or tended towards indicators (...increase in the number of citizen requests...). Eight activities were mentioned but not grouped under any of the five 'outcomes'.

The project defined three risks to the successful implementation of the project. However, one of them (unavailability of key members of the project) was not strong as any project should always design measures around such eventualities. As well, the project did not include a critical assumption (the passing of RTI laws in Kenya and Tanzania) on which the implementation of the project and achievement of results in these two countries was hinged. This is with hindsight that this project's objective focused on "...empowering citizens in East Africa to use Right to Information (RTI) laws..."

For a project of this size, conceiving five outcomes with eight activities presented challenges of coherence and logic among the different components of the results hierarchy (activities and Outputs per Outcome) and synthesizing a theory of change. Understandably, the project did not have a results matrix. It did not define any indicators and subsequently no targets were included either at Output or Outcome level.

4.2.2. Comparative advantages of partners

CIPESA partnered with the Office of the Prime Minister/Ministry of Information and National Guidance in Uganda, a key interlocutor of Government business. The OPM's office has the key mandate of leading Government business and monitoring performance of MDAs. It was also best positioned to mobilize all MDAs to use the platform. The quote below elaborates on the strategic positioning of the OPM:

> "In terms of mandate they were very strategic and the ultimate we would have got....otherwise we would have had to individually approach MDAs to establish relationships. Also, the OPM... in their position they are very influential...some MDAs reporting directly to them". *Respondent from CIPESA*

AFIC has extensive experience on Freedom of Information issues and had the technical expertise and experience in deployment of the Alaveteli Platform. The partnership with the information officers of the respective MDAs was very strategic as they are the custodians of the responses to the FOI requests. CIPESA also partnered with groups of journalists (mainly through training) but it is

apparent that their comparative advantage as individual journalist could not be leveraged. The project could have lost out on the potential benefits of building/establishing a network of Civil Society/media (as initially planned) which could have possibly realized a much stronger and sustained voice in advocating/demanding for Government's responsiveness on the Alaveteli platform.

4.2.3. Attention to human rights

The project targeted building the capacity of rights holders (Citizens) to claim their rights (request or demand information) and duty bearers (Government) to fulfill its obligations regarding right to information and the need to proactively avail information. It was however not so clear the level of participation of either duty bearers or rights holders in the design of the intervention (especially the AYG platform). As one respondent mentioned,

> "…this askyourgov…in the designing of it, we were not involved…I think only OPM was involved…they never involved us in the beginning of the project…" ***Respondent from an MDA in Uganda***

Overall, while the project spelt out a number of outcomes and activities, its intervention logic was lacking in coherence. The logic among the different results hierarchy was not so evident and there were overlaps among outcomes and the activities were not well placed under categories of results. The absence of indicators and performance targets exacerbated the challenge of incoherence. However, the selected project partnerships were very strategic and key to the achievement of results.

From the above description, the criteria of 'Validity of the design' scores a B-: Fairly Good. The project performed well according to the criterion but key changes were required. The project strengths included: (i) It targeted strategic partners like the Office of the Prime Minister in Uganda, a network or networks of CSOs and Media to drive the demand side; Information officers in the various MDAs to drive the supply side; and a technically competent and experienced partner in implementing the AYG platform (ii) It had a human rights based approach in the design by targeting the capacity of both rights holders to claim their rights, and duty bearers to fulfill their obligations. However, it could have benefited from: (i) a more logical results hierarchy and matrix, possibly with one outcome (with hindsight of the project size), with specific Outputs contributing to this Outcome, and the various activities logically grouped under the different Outputs; (ii) explicitly spelt out the indicators of performance under each result (Outcome and Outputs), and defining targets that would guide monitoring of activity implementation, and performance assessment at the results level; (iii) a more critical analysis of the implication of the lack of RTI laws in Kenya and Tanzania to the effective implementation of the project and the possibility of achieving results.

4.3. Efficiency

4.3.1. Whether activities were implemented as planned

The assessment for this component is conceived within the framework of the reconstructed Theory of Change and specifically reviews the implementation of planned activities under the five Outputs.

Output 1: Alaveteli specialist software deployed and operational to enable citizens to make FOI requests

CIPESA established that AFIC was already in the process of deploying the AYG platform using the Alaveteli specialist software. Instead of duplicating efforts, the project rightly partnered with AFIC to launch the platform in partnership with the OPM (in Uganda) and developed an information sheet,

user guide, and Facebook and Twitter accounts to popularize the platform. CIPESA also participated in the training of Government officials in the use of the platform in general, and sensitizing on the need to proactively avail information to the citizens. The project also commemorated 10 years of the Access to Information Act in Uganda through a workshop and cocktail, which involved exploring the ATIA experiences to identify lessons-learned and challenges. Participants made a number of policy and institutional recommendations to advance RTI in Uganda. However, some planned activities related to the AYG platform were not implemented. (i) While CIPESA and partners shared their experience of the AYG in various forums[7], it was not evident that these qualified as interactive meetings among users of the platform where findings of activities on the AYG platform were shared as initially planned. (ii) The project did not assist requesters in escalating to formal complaints, appeals or litigation in cases of denials or delays to information requests beyond what is provided for in the law. CIPESA reported that there were no formal complaints received in this respect, the reason for not taking it up. However, a review of the AYG platform indicates that a requester had no way of knowing whether complaining to CIPESA was an option. The only options for a requester after lodging a request were: "Write a reply", "Update the status of this request", or "Request an internal review". Similarly, the user guide does not give any leads to such a procedure.

Output 2: Increased awareness among public bodies (central and local government, and statutory agencies) on the need to more proactively open up their information which would raise Government transparency

In Uganda, the project conducted a training workshop on access to information and how to use the AYG for Seventy (70) Government Information Officers from over 40 Ministries, Departments and Agencies (MDAs). At the Local Government level, training was conducted for local leaders in Kasese District on the Use of ICTs for information sharing. CIPESA also held interactive meetings where findings of research and other project activities were shared to promote awareness and develop the capacity among organised groups, local governments and the media about RTI and openness in government. There was no such training or engagement for Government officials in Tanzania.

Output 3: A network of civil society groups and the media that use ICT to foster access to information and Government openness established and functional

The project conducted research to assess the capacity, needs and attitudes of non-state actors in Uganda in the use of ICT to make access to information requests. CIPESA also mapped out organisations involved in RTI in the region and actively collaborated with them in promoting RTI through ICT through joint advocacy campaigns, information sharing, awareness raising co-hosting events, presenting/ disseminating project work at their events. As well, CIPESA participated in various national and regional events including: - an open data research study in Kenya and Uganda with Development Research and Training (DRT); DRT's mapping of Open Data Stakeholders in Uganda.

In Uganda, the project trained journalists from Eight Kampala based print and broadcast media houses, eight journalists covering the oil and gas sector in Uganda's Bunyoro region, and others in Gulu district (Northern Uganda) on the use of the AYG portal, and enhancing understanding on the Right to information as provided for under the Access to Information Act, 2005 (ATIA).

In Tanzania, the project engaged key stakeholders on RTI, including select media and civil society actors. In partnership with MISA, the project also conducted media training for 40 journalists from Geita, Mara, Mwanza and Dar es Salaam regions to enhance their knowledge and skills to access relevant information, cover and report factually and responsibly during the 2015 general election,

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[7] http://ihub.co.ke/blogs/25041/ict-and-governance-in-east-africa-kampala-dissemination; http://www.outbox.co.ug/blog/open-data-day-2015-what-transpired

promote access to information and digital safety awareness for a vibrant media role in reporting the elections. This was against the backdrop of the Access to Information and Media Services bills as well as the Cybercrime Act 2015 and Statistics Act, also of 2015.

While the project conducted training for journalists in Uganda and Tanzania, and CIPESA participated in a number of relevant regional networking events, the notion of establishing a "network" of Civil Society group and the media as implied in the Output statement is not forthcoming.

Output 4: Availability of new knowledge on RTI, including access via new media in Uganda and Tanzania
The project conducted three studies including: - a research to assess the capacity, needs and attitudes of non-state actors in Uganda in the use of ICT to make access to information requests; Policy and practice analysis on access to information and public sector information laws in Tanzania; and a survey to gain an in-depth understanding of public officials' perceptions about using ICT tools and systems such as the AYG portal to respond to information requests and advance the right to information (RTI) in Uganda. A combined total of over 3,500 copies of the research publications were distributed, and posted on websites and social media accounts of various organisations as well as quoted by media. The research established that the use of ICT by MDAs is still low and the culture of government secrecy were key challenges to information sharing. The project did not however document and publicize best practices in making RTI requests via new media for the benefit of other actors across the region as initially planned. On the other hand research findings on access to information and ICT in the region are supporting advocacy and awareness raising exercises. They are also a vital input to subsequent expansion of the existing similar RTI projects.

Output 5: Increased awareness among the general public of the Ask your Government (AYG) portal
The project partnered with AFIC to launch the AYG platform in partnership with the OPM (in Uganda) and developed an information sheet, and user guide which were posted on the AYG platform. An AYG Facebook page and a Twitter account were created to popularize the platform. As of 1st May 2016, the Facebook page (https://web.facebook.com/askyourgovug?_rdr) was up and running and had 351 likes. The twitter hashtag (#askyourgovug) was up and running as of 1st May 2016 and had 159 tweets, 176 following, 262 followers and 1 like. A number of these tweets were related to the AYG objective.

4.3.2. Measures taken during planning and implementation to ensure that resources are efficiently used
The project leveraged the work of AFIC on deployment of the AYG platform and this went a long way in saving costs for this key component of the project. The savings thereof were utilized in launching and popularizing of the platform among key stakeholders.

4.3.3. Monitoring of project performance and results
At Outcome level, the AYG platform provided information (content and statistics) on usage and maintained a record of all users, and a trail and status of each FOI request. It specifically tracked the responses to requests, and gave an indication of the status (from the perspective of the requestor) of the request. The statistics tracked: number of public authorities registered on the system; number of requests, number of outgoing messages, number of incoming messages, number of users, number of tracked things, events, and number of annotations. CIPESA and AFIC staff provided administration of this platform and routinely tracked and reviewed the usage statistics and content therein. The project also submitted quarterly progress reports to OSF during the course of the project in which updates on activity implementation was presented.

4.3.4. Mechanisms for effective project coordination and management

CIPESA assigned a staff to coordinate the project and this individual was responsible for liaison with partners, reporting to the Executive Director (CIPESA), and drafting progress reports for the donor. The staff also had the responsibility of administering the AYG platform and tracking usage statistics and content on the platform.

From the above description and assessment, the criteria of 'Efficiency' scores B: Good: The project performed well according to the criterion but some changes were required. The project strengths included: Implementing a majority of planned activities and particularly – (i) the deployment of the Alaveteli Platform in partnership with AFIC; (ii) the training of key Government Officials in Uganda, (iii) training of journalists in Uganda and Tanzania, (iv) ongoing engagement of key stakeholders in Government (Uganda) and Civil society in the region, and the relevant research undertaken in the two countries; and (v) the popularization of the AYG platform through online media. Additionally, the leveraging of the AFIC work on the Alaveteli platform cut costs. As well, CIPESA monitored the statistics and content on the Alaveteli platform though it is not evident how CIPESA used such information to improve project implementation. The weaknesses of project efficiency was the inability to implement some activities related to the Alaveteli platform that included: - assisting requesters to escalate complaints, and not compiling or circulating (non)-compliance reports and statistics as initially planned.

4.4. Effectiveness

The assessment of effectiveness established the extent to which the project objectives were achieved, or are expected / likely to be achieved. Specifically, it explored: the progress made towards achievement of the expected outcome; the reasons for the achievement or non-achievement; the extent to which beneficiaries have been satisfied with the results; and how capacities of duty-bearers and rights-holders were strengthened.

An analysis of the usage levels and nature (quantity and quality) of the data on the AYG platform is presented to elaborate on the progress with achievement of the key result (Citizens increasingly lodging FOI requests) using ICTs. This is conceived from both the demand and supply sides.

4.4.1. The Demand Side (Citizen Requests)

A total of 243 requests were submitted to the platform between June 2014 and April 2016, giving an average of 11 requests per month. An analysis (Figure 1) of these requests shows an erratic trend with no specific direction   of either increase or decrease in the number of requests made by citizens per month.
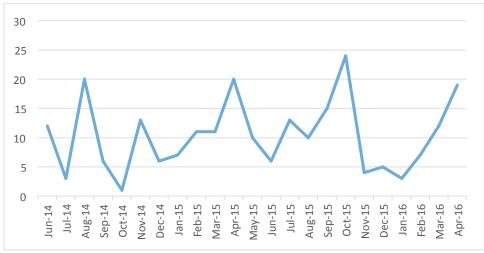
Fig 1. Trend in number of requests per month

The common themes of requests that stand out relate to information on: - Internship placements; Recruitment into the Army (UPDF); Taxes; and Land/real estate.

Table 1: Common themes of Requests made by citizens

Theme	Qty	Example request
Internship placement	38	*I humbly request for your agency internship programmes for December through February session*
Recruitment into the Army	25	*I am a student almost completing my course but wish to join the forces and grow in it. Is it possible to be recruited meanwhile and upon completion…*
Land/Real Estate	16	*Where can we find information about how to register my customary land and get a land title?*
Taxes	12	*I would like to export a car to Uganda from the UK. It's a Nissan xtrail sv model 2005 .engine size 2488cc. Can you calculate for me please the tax I am supposed to pay. Minus shipping and handling fees.*

The majority of requests were directed to the UPDF (43 nos.) largely related to recruitment into the army; Ministry of Lands, Housing and Urban development (23 nos.); and Uganda Revenue Authority (16 nos.). It is noteworthy that of the 76 agencies registered on the platform, 24 did not get any request, while 15 got only one request.

An analysis of the requests shows that 8 (23%) of the 35 trained journalists have made a request on the platform. While one journalist posted five of the requests, the rest (7) made a single post each. Requests from the trained journalists are 5% of the total requests posted to-date as depicted by the pie chart in Figure 2 below. On the significance of the AYG platform journalists noted that

> "It [the AYG platform] was very helpful [in establishing contact and obtaining information], after all I did not know where to go or whom to contact at the Ministry" ***Respondent, Journalist***

> "It facilitated engaging with government officials and being able to obtain responses" ***Respondent, Journalist***
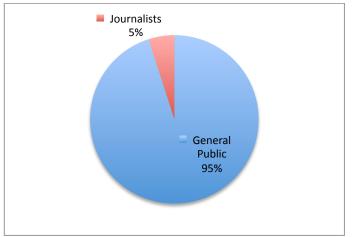
Fig 2: Distribution of requests between the trained journalists and the General Public.

It is evident from this brief analysis that the FOI requests have not grown over the months since deployment of the platform. The erratic nature of the request trend seems to suggest that alternative strategies (e.g. SMS, Radio) that may have greater potential to reach a wider citizen base need to be considered to realize an increase in the number of citizen requests. It also seems like there are specific issues which have been a preferred priority of citizens' information needs, and consequently the related responsible agencies. The specific issues of internship/jobs/placements, land/real estate, and Taxes are significant.

4.4.2. The Supply side (Responses from Government)

A total of 76 agencies are registered on the AYG platform. Of the 61 agencies that received at least one request, 26 (43%) have provided at least one response, with the majority (57%) not responding at all. Of the 243 requests made, 46 have been rated as successful, indicating a response rate of 18.9%. Furthermore, 12 (26%) out of the 40 MDAs that had a representation at the Government information officers' training have contributed responses. Majority of the responses 17 (36%) are from the Ministry of Lands, Housing and Urban Development, 5 (11%) from Uganda Revenue Authority, 2 (4.3%) from the Inspectorate of Government and Justice Law and Order Sector (JLOS); while the rest posted a single response. Furthermore, responses have also been posted by some MDAs that had no representation at the training like the Uganda People's Defence Force (UPDF) – 5, Ministry of Health gave 3 responses, while the rest posted 1 each as indicated in Table 2. It is important to note that it is not necessarily the people who attended the training providing the responses in some of these agencies.

Table 2: Distribution of Responses among MDAs

MDAs with Representation at the Training	
MDA	**No. Of Responses**
Ministry of Lands, housing and urban development	17
Uganda Revenue Authority	5
Inspectorate of Government, Justice law and order sector	2
Others: Civil Aviation Authority, Ministry of Public Service, Uganda Registration Service Board, Office of the Prime Minister, Office of the Auditor General, Ministry of Agriculture Animal Industry and Fisheries, Parliament, Uganda National Roads Authority	1 each
MDAs without representation at the Training	
Uganda People's Defence Force (UPDF)	5
Ministry of Health	2
Electricity Regulatory Authority, Public Relations Association of Uganda, Ministry of Tourism, Wildlife and Antiquities	1 each

Furthermore, it is worth noting that some MDAs (IGG and JLOS) that received only two requests had a response rate of 100%, and the responses were rated as either 'Successful' or 'Partially Successful'.

From the above analysis, it is apparent that there is slow progress towards the achievement of the Outcome – citizens increasingly lodging FOI requests to government through the use of ICT. The monthly average of 11 Requests and the fact that this does not seem to grow is not a good performance. This is with hindsight that citizens are making numerous requests through other channels, implying that the AYG platform may not have effectively tapped into this demand for information as yet. The quotes below elaborate.

> "Very many requests come to the Ministry…physically even on paper...even those verbally…the informal and formal… I alone can respond to about 32 requests a day…"
> **Respondent, MDA**

> "It is better to go visit the organisation (than request for information online) if you have the resources…" **Respondent, Journalist**

The overall low achievement could be attributed to a number of factors. (i) The popularization of the platform through Facebook and Twitter only could have limited the reach to a number of potential citizens, especially those in rural areas, and the poor with limited Internet access. The launch of the platform was a one-off and the possibility of one being aware of the existence of the social media and the platform was quite limited. (ii) It is also evident that the engagement of the duty-bearers was a one-off during the launch of the portal and the single training that was conducted. Activities around ongoing engagement of trained Government officials was not evident and it is possible that a number could have slipped off. (iii) It is possible that the citizen groups (journalists) were wrongly targeted for training on posting requests as individuals instead of being mobilized to network, advocate and engage Government, which seemed to have been the intention of working with Civil Society. This is underscored by the fact that the journalists formed a very small percentage of Requestors on the AYG platform. (iv) Some key planned activities that were not implemented, particularly the follow up on non-compliance, and assisting with escalation to formal complaints, appeals or litigation and appeals could have discouraged Requestors.

From the above description and assessment, the criteria of 'Effectiveness' scores C: Satisfactory with significant changes required. The portal performed to some extent in terms of raising 243 requests from citizens, 46 successful responses, and 17 MDAs providing responses. However, these numbers averaging 11 requests monthly over a two-year period for a total of 76 agencies seem very few. Additionally, the trend in citizen requests is erratic and has not grown over the two years. The low response rate from MDAs is also an issue of concern.

4.5. Impact

The aim in assessing impact was to establish how the project has/will contribute to increased accountability, transparency and better service delivery by the Government of Uganda. In the context of this project, focus would be on how the requested and/or provided information on the AYG platform has been strategically used to hold government or public officials responsible for their actions and improve service delivery. This answers questions about the extent to which information is being used to hold Government agencies accountable, which is a rationale for transparency reforms.[8] It also encompasses the idea of Government being responsive, and responsible about decision-making and activities.

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[8] Trapnell and Lemieux (2014), "Right to Information: Identifying Drivers of Effectiveness in Implementation", Right to Information Working Paper Series World Bank.

With reference to the constructed Theory of Change, it is apparent that achievement of Impact would be unrealistic within the project two-year timeframe. The evaluation therefore aimed to ascertain the possibility of the project to contribute to the postulated impact in the medium to long term, as well as determining the necessary prerequisites. Inferring from the assessment of effectiveness under section 4.4, the one-off awareness creation exercises, the lack of an advocacy network, the limited demand for information through the platform, and the limited number of responses from Government allude to the project having limited contribution to the postulated Impact.

The Criteria of Impact scores a C: Satisfactory with some changes required at the Outcome level. The low performance on the criteria of effectiveness adversely limits the possibility of the project to substantially contribute to the Impact.

4.6.   Sustainability

The assessment of sustainability mainly focused on the possibility of maintaining the presence and ensuring effective use of the AYG platform, and ensuring that citizens continue to make requests on the platform, that MDAs continue to respond to these requests, and that a back-end analysis function on this platform is sustained to monitor activities on the platform and where necessary intervene to ensure that MDAs are responsive. Notably sustainability of the AYG platform is duly dependent on awareness creation among duty bearers and citizen groups, and existence of an advocacy network among citizens that drive the RTI activities.

A key aspect of this sustainability is the ownership of the platform and its functionality by Government. The Uganda Office of the Prime Minister/ Ministry of Information and National guidance has shown strong interest in the portal and the work of the project in general, and this was demonstrated during their leadership in the design, launch and popularization of the platform, and mobilizing of MDAs for the training. It is therefore evident that there is strong political will on the part of Government to see this platform and its functionality up and running. During the discussion with the Ministry of Lands, Housing and Urban Development, it was evident that they had taken ownership of the AYG functionality and planned to integrate it into their complaints handling system.

It is however noteworthy that the AYG platform is still being hosted and administered by AFIC. It was not clear whether there are any measures being taken to transfer the management and administration of the platform to the OPM/Ministry of Information and National guidance. This step is a key demonstration of ownership by Government. It is apparent that the functionality of the platform is still dependent on project funding and the sustained support from CSOs like AFIC and CIPESA. As well, other related activities which are key to the functionality of the platform like: - public awareness to popularize the platform, training of Government officials on RTI and the platform, mobilizing of CSO and media to advocate on RTI laws and the platform do not seem to have any funding and new project resources are required to sustain them.

From this description and assessment, the Criteria of Sustainability scores a B: Good: The project performed well but needs to address some issues to assure that the nascent benefits are not lost. On the positive side, the Government of Uganda has demonstrated political will which creates a good enabling environment to mobilize resources and implement planned activities. Some MDAs like the MLHUD have embraced the project concept and are integrating it into their mainstream strategies of information dissemination and outreach to Citizens. However, it is apparent that ownership of the project concept at the level of the OPM is yet to be realized. It is evident that

sustaining the project benefits is still dependant on funds availability within AFIC or CIPESA, or other CSOs that may pick interest in the project concept.

5. CONCLUSION, RECOMMENDATIONS AND LESSONS LEARNED

5.1. Conclusion

Using the scoring framework for performance, Table 3 presents the scores for the different evaluation criteria. For each evaluation criterion, a four point rating scale was used to assess performance as follows:

A: Very good
B: Good
C: Satisfactory with some changes required
D: Serious deficiencies with significant changes required.

Table 3: Performance of the Project

Criterion	Score	Details
Relevance	B	The project was aligned to the National priorities of both Uganda and Tanzania; Additionally, the project concept was the mainstream work of some implementing partners, particularly strategic partners like the OPM, URA, and MLHUD in Uganda. However, the project could have benefited from a more specific needs assessment related to the lodging of FOI requests with the use of ICTs; as well as the inclusion of the government of Tanzania as a strategic partner and linchpin to the success of the project
Validity of the design	B-	The project targeted strategic partners like the OPM in Uganda, a network or networks of CSOs and Media to drive the demand side; Information officers in the various MDAs to drive the supply side; and a technically competent and experienced partner in implementing the AYG platform. It also had a human rights based approach in the design by targeting the capacity of both rights holders to claim their rights, and duty bearers to fulfil their obligations. However, it could have benefited from: (i) a more logical results hierarchy and matrix, possibly with one outcome, with specific Outputs contributing to this Outcome, and the various activities logically grouped under the different Outputs; (ii) explicitly spelt out the indicators of performance under each result, and defining targets that would guide monitoring of activity implementation, and performance assessment at the results level; (iii) a more critical analysis of the implication of the lack of RTI laws in Kenya and Tanzania to the effective implementation of the project and the possibility of achieving results.
Efficiency	B	The project implemented a majority of the planned activities and particularly – (i) the deployment of the Alaveteli Platform in partnership with AFIC; (ii) the training of key Government Officials in Uganda, (iii) training of journalists in Uganda and Tanzania, (iv) ongoing engagement of key stakeholders in Government (Uganda) and Civil society in the region, and the relevant research undertaken in the two countries; and (v) the popularization of the AYG platform through online media. Additionally, the leveraging of the AFIC work on the Alaveteli platform cut costs. As well, CIPESA monitored the statistics and content on the Alaveteli platform though it is not evident how CIPESA used such information to improve

		project implementation. However, a key activity of assisting requesters to escalate complaints was not implemented
Effectiveness	C	The AYG portal received 243 requests from citizens, 46 of which received successful responses, with 17 MDAs providing responses. However, these numbers which averaged 11 requests monthly over a two-year period shared among a total of 76 agencies seem very few. Additionally, the trend in citizen requests is erratic and has not grown over the two years. The low response rate from MDAs is also an issue of concern. Other success factors are the awareness drives/engagements with the citizen groups (journalists) and duty-bearers (MDAs) and research on access to information.
Impact	C	The low performance on the criteria of effectiveness adversely limits the possibility of the project to substantially contribute to the Impact
Sustainability	B	The Government of Uganda has demonstrated political will which creates a good enabling environment to mobilize resources and implement planned activities. Some MDAs like the MLHUD have embraced the project concept and are integrating it into their mainstream strategies of information dissemination and outreach to Citizens. However, it is apparent that ownership of the project concept at the level of the OPM is yet to be realized. It is evident that sustaining the project benefits is still dependant on funds availability within AFIC or CIPESA, or other CSOs that may pick interest in the project concept

Overall, the project scores a B -: Fairly Good. The project concept is still very relevant to the two Countries (Uganda and Tanzania). The project design was good as it included a human rights approach, and identified strategic partners. However, its intervention logic was weak and the lack of indicators and their related targets challenged the ongoing assessment of performance. The project implemented majority of the planned activities but the few related to the AYG platform that were not implemented could have boosted the numbers of FOI requests and possibly responses from MDAs. The use of the AYG platform by citizens is still low (compared to alternative FOI channels). For example, a respondent at the MLHUD reported that he receives/responds to approximately 32 requests a day through his office. As well, the response from MDAs is below average. Though there is political will from the OPM in Uganda, ownership of the platform and its continued functionality is still the responsibility of AFIC and CIPESA and does not seem to have yet taken root within most MDAs.

5.2. Recommendations

Consider a phased approach to implementing the AYG platform in MDAs: The evaluation has revealed that while 43% of the MDAs provided at least one response to FOI requests directed to them, only a handful (MLHUD, URA, UPDF) continuously responded to requests for information. The differences in response rate may be attributed to a number of reasons such as the nature of information citizens would require from the agency; the value the agency has attached to information provision and dissemination to citizens; approaches to dissemination and unique organizational prerequisites that affect the effective implementation and adoption of the platform. This evaluation shows that the majority of the FOI requests are related to land, taxes and inquiries on internship and recruitment, which supposedly could be the most pressing information needs of citizens currently. This could give some insight to justify a phased approach in prioritizing MDAs to work with on the AYG platform. The fact that MLHUD already had a complaints handling system in place and is devising means to mainstream the AYG portal in these existing information dissemination strategies may point to contexts in MDAs that situate them for faster uptake. Unique organizational prerequisites may include training, infrastructure, or even whether they have

strategies in place for information dissemination. Therefore adopting a more systematic phased approach to implementation and roll out, and contextualized to the specific needs of each agency could help address their uniqueness and ensure a more effective use of the platform. Rather than spreading efforts (of particularly limited resources) and adopt a blanket approach to the implementation of the portal, a phased systematic approach that involves a few MDAs coming on board at a time is recommended.

Build an Advocacy network of CSOs to sustain the demand for government responsiveness on the AYG platform: While this was one of the project's intended outputs, it was not sufficiently addressed during project implementation. Efforts were mostly on training journalists as well as CIPESA collaborating with other organisations involved in promoting RTI through ICT. Such a network is likely to realize a much stronger and sustained voice in mobilizing, advocating and lobbying continuous Government's responsiveness on the AYG platform. It is therefore recommended that the establishment of a network of CSOs be revisited for future project designs. The advocacy network can propose strategies such as demanding that the platform is integrated and mainstreamed within the Agencies' RTI functions as an alternative means of providing information, as well as incentive systems for performance for example, including the tasks rated to RTI functions as part of relevant staff job descriptions and performance assessments.

Sustain stakeholders' engagement activities (awareness raising and capacity building): The stakeholder engagements that aimed to raise awareness of the portal in the general public and the media, as well as capacity building of the Government information officers were mostly one-off efforts and consequently may not have realized substantial effect on the use of the portal. Some of the issues that hinder requesting and disseminating information by the rights holders (citizens) and duty bearers (Government officials) respectively are the culture of secrecy among duty bearers, and the limited understanding of the RTI laws among other things. Changing such individual and organization norms, cultures and practices takes time. Sustained engagement of rights holders and duty bearers is therefore very critical and future projects should avail sufficient resources for this.

Make the platform more inclusive to encourage usability in different contexts: Stakeholders in MLHUD noted that the platform was limiting and quite exclusive. For instance the agency handled up to 40 requests a day but there was no way of integrating these with the AYG platform. Furthermore, the platform is exclusive to the literate in society, those who can easily read and have the relevant skills and access to use the Internet. It is therefore recommended that future implementations could adopt a more inclusive approach that looks into mixing ICT platforms such as the web-based platform, SMS, as well integrate a back-end function that can easily be manipulated to enable agencies to coordinate and centrally manage information requests from the various modes of delivery. I.e. the back-end function should be in position to manage, monitor and keep track of all requests that come into the agencies irrespective of the mode of delivery. This should encourage usability by all classes of stakeholders, while the back-end would provide for easy management and tracking of requests. This integration may also provide means of escalating complaints, compiling and circulating (non) compliance reports and statistics.

5.3. Lessons Learned

The Success of the AYG platform in an MDA is dependent on a number of pre-requisites that include functional business processes, policies, infrastructure, and human resources related to information disclosure. The faster uptake of the AYG platform by the MLHUD compared to others provides some insights into success factors of such an initiative. The MLHUD has been implementing a community outreach strategy that includes informing citizens on land related issues. The Ministry has packaged a number of information materials for various categories of land related issues and has

been pro-actively moving out country wide to sensitize citizens and avail this information. Specific officials at the Ministry are tasked with handling and following up of requests from citizens through different channels including Phone calls and physical visits. This kind of organization context makes it easy for speeding up the uptake of the AYG platform as it compliments already ongoing work and may not appear as an additional burden to MDA officials. As well, it is easier to sustain as there is already political will and buy-in within the MDA, and it can be easily integrated into existing information provision initiatives.

The AYG platform could be more effective if its roll out is prioritized to target specific information needs of citizens. This Evaluation has revealed that citizens have information priorities. While a number of possible reasons were noted for this prioritization (like the level of feedback from the MDA), it is possible that some information has higher priority than others and may be more relevant to citizens' needs at a given time. Since resources will always be limited to implement a whole Government RTI initiative, and the readiness for deployment of RTI in the different MDAs varies, a prioritization strategy may be inevitable. This prioritization could be based on a number of factors that may include: - findings of a needs assessment of citizen information needs, readiness of MDAs to embrace RTI initiatives, National priorities defined in strategies like National Development Plans, among others.

The passing of relevant RTI laws in the country is key in providing an enabling environment to implement a project of this nature: At the time of designing this project, only Uganda had an Access to Information Act (ATIA) while Kenya and Tanzania had bills that were pending enactment by their respective parliaments. While both Kenya and Tanzania are members of the Open Government Partnership (OGP), and Kenya is leading the region with demonstrated commitment to the OGP with launching of an open data website, these initiatives did not seem to suffice for a supportive context in the two countries to implement the project or substitute for the policy gap. The failure of CIPESA to get a partner in Kenya could have been related to this policy gap. On the contrary, Uganda that stayed away from the OGP but has the ATIA had political will from Government and buy-in from key strategic MDAs.

Annexes

Annex I: Request for Expression of Interest for an Evaluation Consultant

Project title
Leveraging Open Data and the Right to Information to promote service delivery in East Africa.

Summary of the purpose of the project
The purpose of the project was to empower citizens in East Africa to use the RTI law to lodge requests and document their experiences through the use of Information and Communication Technologies (ICTs). The project also aimed to undertake awareness-raising and network building activities to promote the right to information and create awareness among lawmakers on regressive policies and practices which undermine proactive disclosures.

Duration
24 months

Purpose of the evaluation
CIPESA's performance review policy calls for independent evaluations of its policies, programs, projects and operations. The results contribute to better informed decision-making, foster an environment of learning by doing and promote greater accountability for performance.

The evaluation shall provide an overview of the project revisions to original project plan, provide a summary of accomplishments, analyse outcomes compared to original goals of the project and provide explanation for any variances. It shall also make recommendations regarding future project design, priorities and sustainability, based on the needs of the target groups.

Scope and focus
The consultant shall conduct an evaluation based on:

1. Concept and design
   - Relevance and appropriateness of the project design to achieving stated objectives and outcomes;
   - Efficiency and effectiveness of project implementation process including overall efficiency of delivery and management of available resources and extent of monitoring and incorporation of feedback into planning and operations.
2. Project Outcomes
The consultant will also provide an overview and analysis of the key outcomes of the project, including the outputs produced, in terms of quantity, quality and timeliness; and how they benefit the primary target beneficiaries.
3. Sustainability
Provide an analysis of the prospects for sustaining and up-scaling the project. The assessment of sustainability will include, as appropriate:
   a. Sustainability of project results beyond the implementation period.
   b. The role of the target groups and their ownership of the results achieved.
4. Cross-cutting issues
   - Extent to which equality considerations were reflected in project design and implementation to address the needs, priorities and constraints of minority groups, and in the identification of beneficiaries;
   - Analysis of Partnerships and Alliances, namely: how they were planned in the project design and developed through implementation; their focus and strength; and their effect on project results and sustainability.

Evaluation methodology

- Review of project documentation, including project proposal, annual reports, contracts with partners, work plans, budgets, activity reports, blogs, impact stories, etc.
- Interviews with project implementers and with individuals who are either affiliated with the project in some way or who have or might be expected to be impacted by the project.
  - 2 x Tanzania partners
  - 1 X Tanzania researcher
  - 2 x OPM officials
  - 3 x Ugandan partners
  - 3 x journalists training beneficiaries (Kampala, Hoima and Gulu)
  - 3 X MDAs (Responsive award winner (Lands), Health and one referral from OPM – an information officer training beneficiary)
  - CIPESA staff
- Review of digital platforms – www.askyourgov.ug, Facebook and Twitter

The Consultant shall conduct physical interviews with Kampala based respondents. Follow up interviews may be conducted remotely by Skype or telephone. For the Tanzania respondents, interviews will only be conducted remotely by Skype or telephone.

Evaluation deliverables

Based on the above scope and focus, the evaluation will draw attention to specific good practices and lessons to be learned for both CIPESA and partners. It will discuss and analyse what worked well and should continue, what didn't work well and should not be continued and what needs strengthening. The evaluation should make recommendations to both CIPESA and partners regarding any need for follow up and future project design, implementation and sustainability. Below are the specific deliverables:

1) An Inception Report including detailed methodology and scope of the evaluation.
2) A draft evaluation report illustrating evidence found that responds to the evaluation issues, questions and criteria listed in the ToR.
3) Final evaluation report. Supporting data and analysis should be annexed to the report when considered important to complement the main report. Annexes to the evaluation report should include:
   - List of documents reviewed;
   - List of institutions and stakeholders interviewed by the consultant;
   - Any other relevant materials.

Duration of assignment

The duration of the consultancy shall be a period of 4 weeks beginning March 2016 as per the schedule below:

- Inception report – week 1
- Draft report – week 2
- CIPESA feedback and revisions to draft – Week 3
- Final evaluation report – week 4

To apply

Expressions of interest including a detailed CV, samples of similar work done, proposed methodology, the workplan for delivery, and proposed remuneration for the consultancy should be submitted in English to programmes@cipesa.org. The deadline for submissions is 18.00hrs East African Time (EAT) on Friday March 4, 2016.

Annex II: Evaluation Framework

Main question	Detailed questions/Issues	Indicators	Methods and sources
Relevance To what extent are the objectives of the Project consistent with the evolving needs and priorities of the beneficiaries, partners, and stakeholders?	How has the project addressed the relevant needs in the country? Have new, more relevant needs emerged that the project should address in future?	Evidence that project objectives and outcomes are linked to Key national development strategies in documents like the National Development Plans, ICT Policy/strategies.	Key informant interviews *(CIPESA, Partners, beneficiaries)* Document review *(progress reports, relevant National policies and strategies)*
	How have the stakeholders taken ownership of the project concept?	Stakeholders (especially beneficiaries) demonstrate an understanding of the issues Relevant national institutions take up aspects of the project concept	Key informant interviews *(CIPESA, Partners, beneficiaries)*
	How do the partners, target groups and beneficiaries consider that the project achieved or will achieve its goal in enhancing transparency and accountability in their respective countries?	Positive perceptions of beneficiaries on: use of ICT platform; influencing accountability and service delivery in their countries	Key informant interviews *(CIPESA, Partners, beneficiaries)*
	To what extent has the project contributed to the national priorities stipulated in key documentation (e.g. National Development Plans)?	The Project directly contributes to key result areas in the National Development Plans and ICT strategies of the respective countries	Key informant interviews *(CIPESA, Partners, beneficiaries)* Document review *(progress reports, relevant National policies and strategies)*
	How have the project objectives addressed identified rights and needs of women and youth? How much has the project contributed to shaping women's rights priorities?	The Project is based on clear needs and problem analysis Needs and unfulfilled rights and their underlying causes addressed by the project interventions	Key informant interviews *(CIPESA, Partners, beneficiaries)* Document review *(project proposal)*
Efficiency How economically were resources / inputs (funds, expertise, time, etc.) converted to results?	What measures have been taken during planning and implementation to ensure that resources are efficiently used?	Project management put in mechanisms to guard against fiduciary risk including selection of partners etc. Choice of delivery mechanisms for interventions ensures the least cost route	Key informant interviews *(CIPESA)*

Main question	Detailed questions/Issues	Indicators	Methods and sources
		and most beneficial route is take (partnership arrangements, staffing in agencies, monitoring systems etc.)	
	Have project funds and activities been delivered in a timely manner? If not, what were the bottlenecks encountered? How were they addressed?	All activities are delivered as per annual work plans

Actions taken to address the bottlenecks to delivery | Key informant interviews (CIPESA)

Document review (programme monitoring reports) |
| | Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity? | Alternative mechanisms of delivery identified by the project team | Key informant interviews (CIPESA) |
| | Has CIPESA's organizational structure, managerial and coordination mechanisms effectively supported the delivery of the project? | Evidence that CIPESA had in place an operational mechanism for project oversight, and capacities for project management | Key informant interviews (CIPESA) |
| **Effectiveness** To what extent were the project's objectives achieved, or are expected / likely to be achieved? | What has been the progress made towards achievement of the expected outcomes? | Progress on results (outcomes and outputs) as per indicators (where applicable) or perceptions of respondents

Specific successes registered in: Publication and dissemination of research reports and if possible use of key findings to inform programming

Functionality of online tools and platforms, and evidence data on increased use of ICT tools among target beneficiaries | Key informant interviews (CIPESA, Partners, beneficiaries)

Document review (progress reports, success stories; research reports and publications) |
| | To what extent have beneficiaries been satisfied with the results? | Perceptions of beneficiaries on the quality of outcomes from the AYG platform | Key informant interviews (beneficiaries) |
| | To what extent have the capacities of duty-bearers and rights-holders been strengthened? | Evidence that duty bearers were directly targeted as recipients of project services;

Evidence that rights holders (Women, youth) were targeted and services focused on enhancing their capacity to claim rights | Document review (programme proposal, monthly and annual reports)

Key informant interviews (CIPESA) |

Main question	Detailed questions/Issues	Indicators	Methods and sources
Sustainability What is the likelihood of a continuation of benefits from the project after the intervention is completed or the probability of continued long-term benefits?	What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time if the program were to cease?	Opinions of stakeholders on the likelihood of continuing the services offered through the project and benefits thereof	Key informant interviews *(CIPESA, Partners, beneficiaries)*
	Do partners have sufficient financial capacity to continue with initiatives?	Evidence of planned resources (human and financial) in the present and future to sustain interventions (including alternative sources of funding)	
	Is the project supported by national/local institutions? Do these institutions, demonstrate ownership, leadership commitment and technical capacity to continue to work with the program or replicate it?	Role of relevant national/local institutions is visible in the project Evidence of contributions by relevant national/local institutions to the project Perceptions of national/local institutions on capacity to continue interventions and gaps that remain	
Impact What positive and negative, primary and secondary long-term effects have been produced by the project, directly or indirectly, intended or unintended?	What are the intended and unintended, positive and negative, long term effects of the project, particularly on marginalized groups on their socio-economic conditions?	Beneficiary views on the influence of the project (positive and negative) on accountability and service delivery	Key informant interviews *(CIPESA, Partners, beneficiaries)*
Validity of the design How well was the program conceived and what effect has this had on its potential to achieve the postulated results?	Was a situation analysis conducted during the development of the project? If undertaken, did it offer good quality information on underlying causes of the problem to inform the project design?	Evidence of a situation analysis in the problem definition and specific strategies thereof to address underlying causes	Document review Key informant interviews *(CIPESA, Partners, beneficiaries)*
	Were the planned project outputs and results relevant and realistic for the situation on the ground?	Opinions of beneficiaries on practicality and relevance of planned outputs and outcomes	Key informant interviews *(CIPESA, Partners, beneficiaries)* Document review *(progress reports, success stories; research reports and publications)*

Main question	Detailed questions/Issues	Indicators	Methods and sources
	Is the intervention logic coherent and realistic?	Evidence that the results matrix demonstrates a logical link among the Activities and outputs; Outputs and Outcomes; Outcomes and the goal	Document review *(project proposal, Results matrix)*
	Who are the partners of the project? How strategic are partners in terms of mandate, influence, capacities and commitment?	Opinions of Partners on their respective comparative advantages and how these were leveraged to achieve the project objectives	Key informant interviews *(CIPESA, Partners, beneficiaries)*
	How appropriate and useful are the indicators described in the project document in assessing the project's progress? Are the targeted indicator values realistic and can they be tracked?	Indicators presented meet the SMART criteria Indicators provide information to inform validity of the Theory of Change	Key informant interviews *(CIPESA, Partners, beneficiaries)* Document review *(project proposal, Results matrix)*

Annex III: Tools

Annex 3.1: Key Informant Guide (CIPESA)
Estimated Time: 1hour

General:
1. Could you please give us an overview of the project, (start-end dates, roles of partners; elaborate a bit on each component)

Relevance
1. How is the project aligned to the national priorities of democratization, governance and fighting corruption in the country? How has it addressed the relevant needs in the three countries?
2. Have new, more relevant needs emerged that the project should address in future? Which are these?
3. Is there evidence that Partners have taken ownership of the project concept? What evidence is there? If not why?
4. Was a needs assessment and problem analysis conducted to inform the project? How was this used to design and plan the project? **PROBE:** *How needs and unfulfilled rights and their underlying causes were addressed by the project interventions; Was a gender analysis integrated as part of the needs assessment? Are there specific gender issues that emerged as a result and strategies integrated to address them?*

Validity of design
5. Do you think the planned project outputs, results and targets were realistic in light of project resources and timeframe? **PROBE:** *Opinions on select Outcome statements in the Results Matrix that seem ambitious in the context of the project scope, funding and duration*
6. Elaborate on how strategic the partners of the project are in terms of mandate, influence, capacities and commitment and how this has contributed to realizing the project objectives
7. What are the key indicators you have been using to track progress of the different objectives? How relevant have you found the indicators in assessing progress of the project results? **PROBE**: How the indicators in the results matrix have been used.
8. How did the project consider issues of human rights in the proposed interventions?

Efficiency
9. What measures were taken during planning and implementation to ensure that resources are efficiently used? **PROBE:** *Whether Project management put in mechanisms to guard against fiduciary risk including selection of partners etc.*
10. Were activities implemented and delivered as per annual work plans? What challenges (if any) were experienced in this regard?
11. Were the online platforms implemented and are they operational? Are they being used? How are they monitored?
12. What research was undertaken and how has it been used to inform programming?
13. To what extent were duty bearers (government, policy makers, and legislators) engaged?
14. What actions were taken to overcome bottlenecks (if any) and improve timely delivery of activities?
15. Did you face any constraints (e.g. political, practical, and bureaucratic) in addressing human rights and gender equality efficiently during implementation? What level of effort was made to overcome these challenges?
16. Could alternative means of implementation have been adopted that could have reduced costs but maintaining the quantity and quality of activities?
17. Were there any challenges experienced by your partners in integrating human rights and gender equality in the design, implementation, monitoring and review of the project?

Effectiveness

18. What are some of the key success you have registered with the project? **PROBE:** *Under each Objective: deployment of the Askyourgov platform; engagement of duty bearers; capacity building of non-state actors; Empowerment of key stakeholder in the use of ICT platforms.*

19. Do you think the project met its targets? **PROBE**: *Were there some results more difficult to achieve than others? What were the challenges in achieving results?*

20. What evidence is there that duty bearers (Government, Legislators, Policy makers) are better able to protect and promote human rights

21. What evidence is there that rights holders are able to claim their rights with respect to transparency, accountability and service delivery?

Impact

22. Do you think this project has contributed to the achievement of increased accountability, transparency and better service delivery by government? **PROBE**: *Elaborate. Has the time frame been sufficient? What else (outside the scope of the project interventions) needs to be in place to realize the impact?*

23. How responsive have the Governments been in addressing issues raised?

24. Do you think the Governments have the political will and ability to respond to the concerns raised?

Sustainability

25. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time if the project were to cease? *PROBE: Is there an exit strategy?*

26. Do partners have sufficient financial capacity to continue with the project initiatives? **PROBE:** *Evidence of available resources in the present and future to sustain interventions (including alternative sources of funding).*

27. What has been the role of national/local institutions? Was this adequate? What have been their contributions to the project?

28. What evidence is there that demonstrates ownership, leadership commitment and technical capacity to continue to work with the program or replicate it by government, CSOs and communities?

Annex 3.2: Key Informant Guide *(Other than CIPESA)*
Estimated Time: 1 hour

General
1.   What was your role in the project and specific activities you implemented?

Relevance
2.   How is the project aligned to the national priorities of democratization, governance, promoting transparency and fighting corruption in the country? How has it addressed the relevant needs in the two countries (Uganda and Tanzania)?

3.   Have new, more relevant needs emerged that the project should address in future? Which are these?

Effectiveness
4.   What are some of the key success you have registered with the project? **PROBE:** *success factors and failure factors.*

5.   Do you think the project met its targets? **PROBE**: *What were the challenges in achieving results?*

6.   What evidence is there that Government is better able to protect and promote the right to information?

7.   What evidence is there that citizens are able to claim their rights with respect to Right to Information from Government?

Impact
8.   Do you think this project has contributed/will contributed to achievement of increased accountability, transparency and better service delivery by government? **PROBE**: *Elaborate. Has the time frame been sufficient? What else (outside the scope of the project interventions) needs to be in place to realize the impact?*

9.   Do you think Government has the political will and ability to promote right to information and specifically transparency and accountability concerns?

Sustainability
10. What is the likelihood that the benefits from the project will be maintained for a reasonably long period of time if the project were to cease? ***PROBE: Is there an exit strategy?***

11. What has been the role of national/local institutions? Was this adequate? What have been their contributions to the project?

12. What evidence is there that demonstrates ownership, leadership commitment and technical capacity to continue to work with the program or replicate it by government, CSOs and communities?

Annex 3.3: CRITERIA FOR THE REVIEW OF ONLINE TOOLS AND PLATFORMS

Statistical Assessment
1. Availability – confirms that the tool or platform is available and accessible online
2. Frequency of Use of platforms
    a. Platform deployment Date
    b. Date last used/accessed
    c. Number of platform users monthly/quarterly
    d. Platform usage statistics – cumulative usage of the platform over a year
    e. Response rates from duty bearers annually (where applicable)

Content Analysis
1. The common themes of requests and responses on the platform
2. The relevance and usefulness of responses
3. Who the requesters and respondents are (where possible)

Annex IV: WORK PLAN

Activity	Duration (days)	Week				
		22nd – 29th March 2016	29th march – 5th April 2016	6th – 12th April 2016	13th – 20th April 2016	21st - 28th April 2016
1. Document and literature review	2	▓				
2. Clarifying evaluation goals, purpose and criteria	1	▓				
3. Review of the current evaluation proposal	1	▓				
4. Prepare and present an inception report indicating the understanding of the scope of work	4	▓				
5. Develop an data collection framework	2	▓	▓			
6. Designing data collection instruments/schedules	2		▓			
7. Data collection and analysis	5		▓	▓		
8. Drafting of report	7			▓	▓	
9. Submission of draft report	1				▓	
10. Preparation and submission of final report	5					▓
11. Preparation and submission of raw data	5					▓

Annex V: LIST OF DOCUMENTS REVIEWED

- Minutes of project meetings
- Project Proposal Document
- Research reports and publications
- Annual reports (2014)
- Progress reports
- Final Narrative Report

Annex VI: LIST OF PEOPLE INTERVIEWED

Country	Organisation	Role in the project	Informant
Tanzania	Media Institute of Southern Africa (MISA – Tan)	Implementing Partner – received funds for activities	Gasirigwa Sengiyumva
	National Organisation for Legal Assistance in Tanzania	Trainer – capacity building event with MISA	James Marenga
	Independent Researcher	In country researcher	Emmanuel Massawe
Uganda	Africa Freedom of Information Centre	Co-implementing Partner	Gilbert Sendugwa
		Co-implementing Partner	Justus Ashaba
	Journalists/Training beneficiaries	Kampala	Esther Nakkazi
		Kampala	Sarah Mawerere
		Hoima	John Kibego
	Ministry of Lands	AskYourGov 2015 Award Winner for Responsiveness	Dennis Obbo
	CIPESA	Project coordinator	Ashnah Kalemera