

**Mutual Accountability  
= Outcomes + Services**

APIR is about mutual accountability

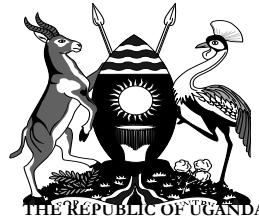
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PEAP is Uganda's Poverty Eradication Action Plan

APIR stands for: Annual PEAP Implementation Review

**DEVELOPMENT EFFECTIVENESS IN PRACTICE:  
WORKSHOP ON APPLYING THE PARIS DECLARATION TO  
ADVANCING CROSS-CUTTING ISSUES  
DUBLIN, APRIL 26-27 2007**



**THE DANISH EMBASSY IN KAMPALA AND THE OFFICE OF THE PRIME  
MINISTER PRESENTS**

**THE ANNUAL PEAP IMPLEMENTATION REVIEW (APIR)**

**MUTUAL ACCOUNTABILITY = OUTCOMES + SERVICES**

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**I. INTRODUCTION**

The Poverty Eradication Action Plan (PEAP) is Uganda's overarching plan for poverty eradication and for the first time an *Annual PEAP Implementation Review* (APIR) is taking place in Uganda covering the Financial Year 2005/06.

The Ugandan government, spearheaded by Office of the Prime Minister and Ministry of Finance, Planning and Economic Development, are leading efforts of creating effective accountability frameworks. One prevailing effort is the establishment of a national system of monitoring and evaluation with the purpose of observing progress and setbacks in government performance and assessing how well targets of poverty eradication are being met. The APIR is a crucial component in this broader accountability framework.

The APIR is the framework that will enable Government and stakeholders like civil society, private sector and development partners to make decisions that will keep the implementation of the PEAP on track. As an monitoring and evaluation tool, the APIR derives its value from flow of relevant information to decision makers, who can then make informed decisions on whether modifications to policies and budgets are necessary. The APIR is thus key in advancing PEAP achievement in short, medium and longer term. By developing innovative mutual accountability mechanisms and processes such as the APIR, the fight against poverty is more likely to be successful.

The APIR aims to become institutionalised as a core process and event informing stakeholders annually about progress being made in implementing the PEAP. The APIR aggregates progress reported during annual sector reviews into an overall consolidated review report, which is structured according to the five PEAP ‘pillars’. It is a review of performance at pillar level, which pulls together and analyses the results at sector level and puts these into a consolidated and crosscutting analysis of trends towards achievement of overall objectives.

In line with good practice principles of managing for development results, the APIR is pivoted around results – i.e. the output, outcomes and impact levels, rather than tabulation of inputs and activities. The entry point is an innovative PEAP Policy and Results Matrix, which ties specific areas for policy action to intended results and monitorable annual output and outcome indicators.

## **II. HIGHLIGHTS**

In the following, a brief overview of the objectives of the APIR is provided with particular emphasis on the added value of the APIR process.

The overall objective of the APIR is to improve planning, budgeting and implementation of activities leading to realisation of the PEAP results and the poverty eradication goals of Government. Apart from improving the PEAP itself and the related implementation strategies, the APIR will inform the budgeting process – both as regards budgetary allocations in the consolidated budget/MTEF as well as budget support decisions. As part of this, the APIR is planned to create an understanding and proactive management of the PEAP throughout the outcomes/results realization process. Essentially the difference is to move from input budgeting to focus on achieving outcomes and have APIR inform the GoU budget process in relation to the other budget and policy events.

Another important role of the APIR is to keep other stakeholders besides the executive branch of Government (i.e. the legislature, civil society organisations and the public at large, as well as development partners) informed about progress being made in implementing the PEAP, thereby enabling them to offer informed advice to decision makers and to hold government to account for their actions and policies.

Furthermore, the APIR process will contribute to the establishment of a system and procedures for coherent data collection and reporting and use of information to shape the future activities and decisions. The objective is to rationalize and simplify the multiple streams of data

collection and reporting that currently exist within Government of which some are produced in response to external partner requirements and expectations. The APIR encourages Government and its development partners to jointly assess mutual progress in implementing agreed commitments. It is expected that development partners will begin to use the APIR review as the focus of their policy dialogue with Government.

Finally, the APIR process will improve public accountability and transparency of Government. Ensuring improvement in good governance is an essential component towards the implementation of measures related to poverty reduction and sustainable economic growth. In the APIR, there is a particular focus on strengthening the process of assessing governance performance by establishing a common framework for measuring governance performance. Establishing an accountability mechanism such as the APIR process will strengthen mutual accountability between Government and development partners.

### **III. HUMAN RIGHTS AS A CROSS-CUTTING ISSUE – APIR AS THE FRAMEWORK**

The APIR is a framework for advancing mutual accountability by specifying the meaning and reach of human rights, and at the same time integrating human rights in results measures and frameworks, thereby allowing for an improved political dialogue on the issue. By framing the discussion on human rights in one framework the ambition is that discussion will resolve around clearly agreed milestones and a longer-term perspective. Hence, the APIR itself provides the framework for further discussion on human rights and other cross-cutting issues. When this year's APIR-report has to a certain degree yielded disappointing results on the cross-cutting issues, it cannot be attributed to the APIR but draws political attention to the future challenges of the PEAP itself. In fact, a documentation of the performance of cross-cutting issues is solid proof that the APIR is fulfilling its main objective – i.e. based on empirical evidence it proves the shortcomings of the current policy and creates basis for discussing possible adjustments of the PEAP, thereby allowing managing for development results in practice.

### **IV. LESSONS LEARNED AND THE WAY FORWARD**

To be an efficient instrument, the APIR needs to be well integrated in the existing budgeting processes and sector planning-, decision-making- and review processes. It must find its place among numerous established government processes and it must be recognized and accepted as adding value by all its stakeholders. While the PEAP Policy and Results matrix makes, firstly, for a strong instrument for coordinating and monitoring, and secondly for government institutions to deliver on policy actions and expected results, designing and implementing a robust APIR process is highly challenging.

The first APIR process has been the testing of a methodology and there is general agreement that the first APIR is a test run. It was set out with the ambitious target to present a Review Report, although it had to be expected that there would be gaps and constraints, especially regarding availability of information and data, which can document progress. Nevertheless, the process has been fruitful and lessons have been learned, which will be instrumental in the

institutionalisation and improvement of the national monitoring system for future reviews. An analysis of lessons learned during the 2006 process will serve to improve the APIR of 2007.

A zero draft of the APIR Review Report was circulated to all stakeholders ultimo January 2007 for comments to use for the finalisation of the report. The comments touched upon the accuracy of the information presented and additional information that could strengthen the analysis of the performance areas. The Review Report has consequently been discussed at so-called pillar reviews and will be finalised for presentation to Cabinet and Parliament in May 2007. The impact of the findings of APIR 2006 on this year's prioritisation and budgeting for financial year 2007/08 is expected to be limited, as delays in the APIR process have meant that information was not available when the budget process for 07/08 was initiated. An indicator of the success of the APIR 2007 will be an APIR 2007 held prior to the budget call 2008/09.

## **V. LEARN MORE**

For more information relating to the APIR, please contact Mr. Peter Ssentongo, [peter.sentongo@nimes.go.ug](mailto:peter.sentongo@nimes.go.ug) or visit the homepage: [http://www.nimes.go.ug/index.php?option=com\\_content&task=view&id=33&Itemid=45](http://www.nimes.go.ug/index.php?option=com_content&task=view&id=33&Itemid=45)