

**GET FIT
UGANDA**

LESSONS LEARNED FROM
**IMPLEMENTATION OF A SUCCESSFUL
PPP PROGRAMME**



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MONITORING FOR RESULTS
HOW DO YOU MEASURE SUCCESS?

MONITORING FOR RESULTS: How do you measure success?

GET FiT Uganda triggered the construction of 17 renewable energy projects across the country, increasing Uganda's power generation capacity by 21%. Whilst this alone is a considerable and easy to measure achievement, Programme targets stretched far beyond the energy generated. To truly measure the breadth and depth of impacts, a comprehensive Monitoring and Evaluation (M&E) framework was needed.

"The GET FiT monitoring approach bridges the gap between daily developments on the ground and overarching Programme targets. For us as a donor, this has enabled proactive risk management and more efficient decision-making at key crossroads".



ROBERT TOWERS
DFID

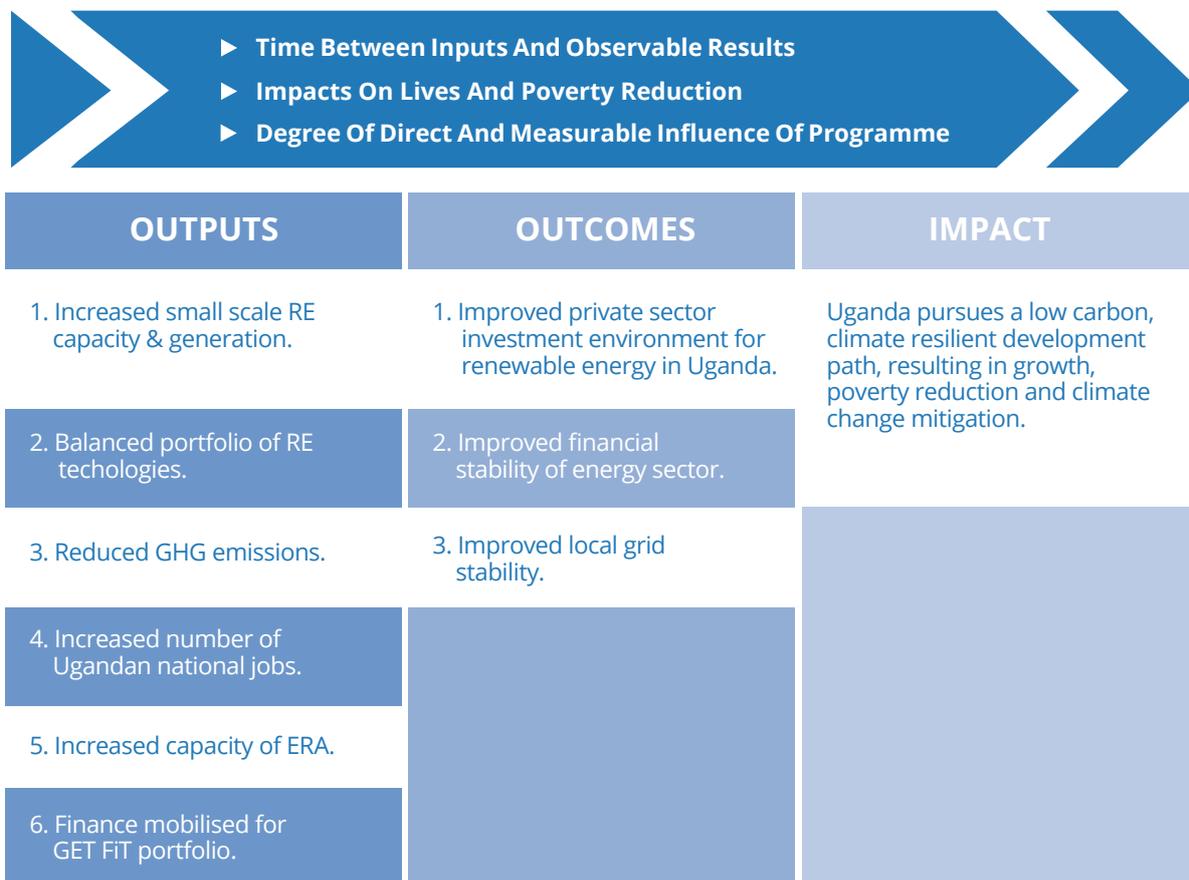
The targets established by the multiple donors for GET FiT Uganda set a high bar for reporting and demonstration of attribution. The combined aim of leveraging investment and introducing regulatory framework improvements became enshrined in a Theory of Change and comprehensive Monitoring and Evaluation (M&E) framework for the Programme. In support of the comprehensive monitoring framework, daily follow up and continuous risk management were necessary. Monitoring and reporting on progress towards target outputs was a central responsibility of KfW and the Implementation Consultant. In this Lessons Learned briefing note we reflect on decisions that ensured that the M&E framework allowed for efficient and accurate reporting of results to donors, as well as the continual improvement of the Programme.

IMPLEMENTING THE M&E FRAMEWORK: STRATEGIC DECISIONS THAT TURNED A REPORTING DUTY INTO A MANAGEMENT TOOL FOR GET FIT

1 Substantial resources were invested in a consultation process that resulted in realistic targets and an M&E framework for the Programme.

It is notable that the establishment of the baseline, the Theory of Change, goal hierarchy and M&E Framework stretched over several months, involved several stakeholder meetings and even overlapped with the start of the Programme implementation. While not generally viewed as best practice, the fact that implementation had started before finalisation contributed to a framework that was well-informed by the realities on the ground and robust to changing conditions in the sector and the Programme. The process was led and coordinated by an independent M&E design consultant, charged with developing a framework anchored in international best practice. The M&E consultants were diligent in accounting for stakeholder views and, in the end, the targets, risks and M&E set-up had broad buy in by all involved parties. The Electricity Regulatory Authority (ERA) officially hosted and contributed to the process, and thus helped to build the stakeholder’s sense of ownership.

GET FIT Uganda’s Theory of Change: Overview



2 It was decided to use the Implementation Consultant for results monitoring, instead of an external monitoring consultant.

Overseen by KfW and utilising the established M&E framework, the Implementation Consultant was tasked with conducting semi-annual data collection, analysis and reporting of results. Being responsible for the day-to-day implementation of the Programme, the Implementation Consultant was well positioned to conduct monitoring at an overarching level. Using the Implementation Consultant for monitoring introduced several efficiency gains: well-established working relationships with both project developers and sector stakeholders enabled efficient collection and quality control of data; and ensured that the monitoring results were contextualised and understood in the wider energy sector development narrative.

With the results monitoring as an integrated management tool, the overall risk management and dissemination of information was considerably improved. The additional resources and mandate provided a virtually real-time overview of each project as well as the portfolio as a whole. This ensured that accomplishments and emerging challenges/risks were identified and communicated early at a Programme level. It also provided the implementation team greater insights with respect to policy and funding challenges within the sector. Consequently, KfW and the Implementation Consultant became a one-stop-shop for stakeholders, whether their requests concerned overall Programme performance or specific hands-on issues at project level. This enabled highly efficient channels for communication, helping the team in steering GET FiT Uganda towards successful outcomes and proactively managing expectations.

HOW GET FIT RESULTS MONITORING AND DATA COLLECTION WORKS IN PRACTICE

For GET FiT Uganda, monitoring data is collected semi-annually from about 20 stakeholders, including project developers and government agencies. Monitoring started in 2014 and will extend until 2024. There are challenges related to collecting quality data from a range of stakeholders over a substantial period of time. Although formal ownership among stakeholders was secured early on, real ownership needs to be actively maintained, particularly with changes in key staff across the different stakeholders and change in government priorities and focus.

In order to maintain real ownership among stakeholders and to check that quality data is being collected, sufficient on-the ground presence is needed. This includes regularly engaging stakeholders and involving them in the broader implementation of the Programme (such as strategic discussions or risk management), not only when collecting monitoring data. In GET FiT, this has been provided through close relations and frequent communication with all stakeholders regarding various aspects of portfolio implementation.

REALITY-CHECKS

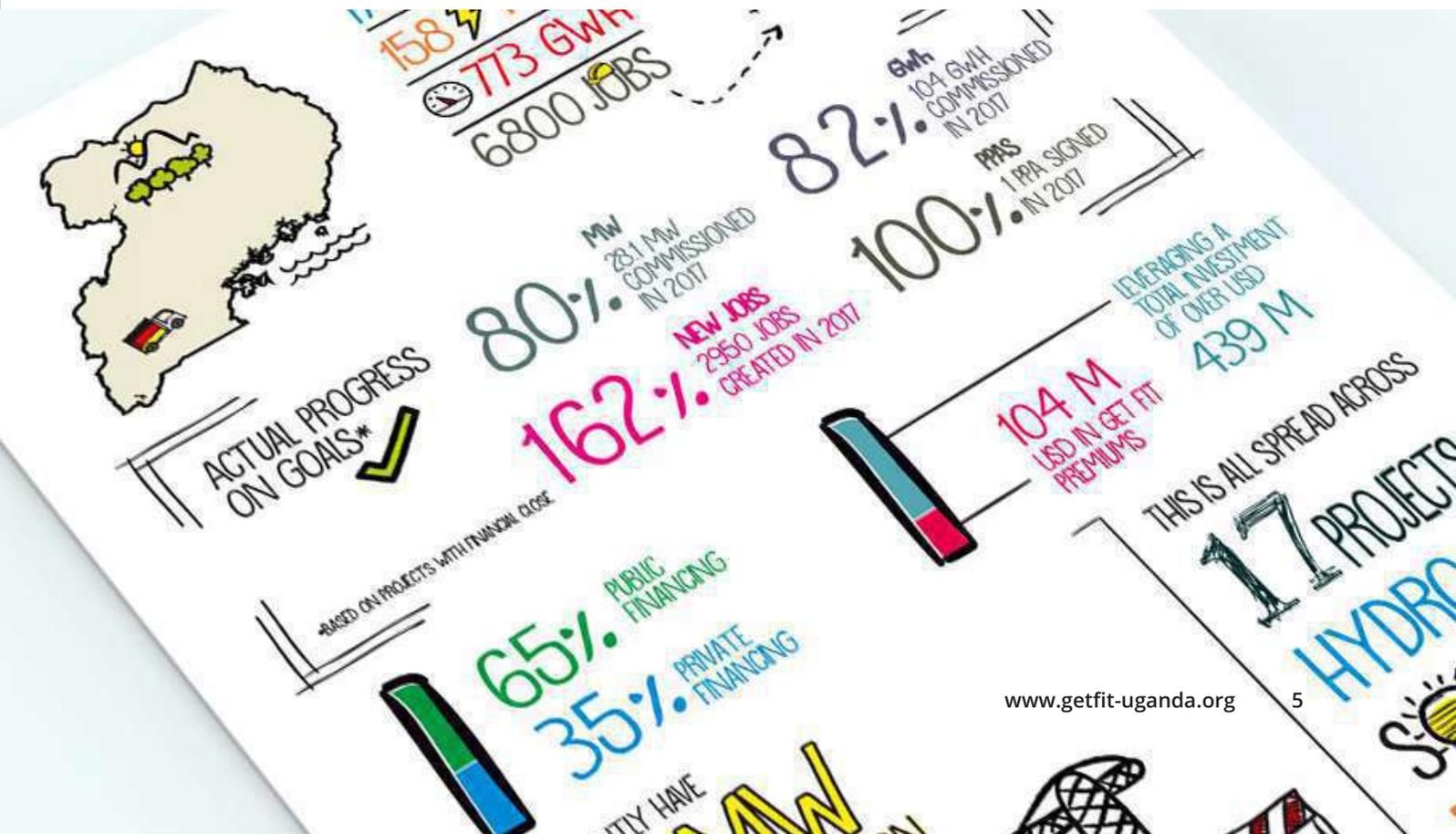
Implementation experience from GET FiT Uganda points to several reality-checks that should be kept in mind when designing and implementing Technical Assistance in a long-term PPP programme:

1 Is your overall M&E approach tailored to your governance structure?

The configuration of the M&E model should be carefully aligned with the overarching governance structure of the programme, requirements for attribution of results, available resources, available funding, as well as potential efficiency gains. It is relevant to consider (i) Who builds the M&E framework? (ii) Who collects and analyses monitoring data, and reports results? (iii) When and how should performance reviews be carried out? While beneficial for GET FiT Uganda, the approach of not using an external monitoring consultant might not be suitable for all long-term PPP programmes.

2 The time and resources required to prepare the M&E Framework should not be underestimated.

A realistic and high quality M&E framework for the programme is the basis for precise and transparent results reporting later. This requires expertise and the sufficient and early allocation of funds. To cater for changing priorities in a long-term programme, the M&E framework needs to be comprehensive, stand-alone and self-explanatory. The tools and methods for collecting data and measuring KPIs must be clearly outlined, targets and milestones justified, and the underlying assumptions for the overall Theory of Change adequately elaborated. For GET FiT, having a well-designed framework in place allowed the Implementation Consultant to undertake the semi-annual monitoring in a transparent way, and is foreseen to be of great benefit to any future performance review or evaluation.



3 Is your M&E approach calibrated to measure transformational change?

In GET FiT, the Theory of Change was set up with a key aim of demonstrating that the Programme had caused lasting impact and transformational change. As per the M&E design, this would be assessed through external performance reviews, utilising the evidence collected from semi-annual monitoring. To cater for such assessment during any stage of implementation (or later), the results framework must be designed to clearly guide the external review in this purpose. Rather than seeing KPIs as measuring progress on individual target output and outcomes, they should be seen as a comprehensive and integrated set of KPIs, all carefully selected to build a case of long-term transformational change. This view should be incorporated as a key design criteria for the M&E framework.

4 Have you considered or aligned your M&E framework with existing national or global KPIs?

While developing the M&E framework, potential synergies with existing monitoring regimes could be explored to contribute to more efficient reporting across the sector. Synergies or compatibility with well-established national or global KPI frameworks should be investigated. As an example, the Bloomberg Climatescope measures the renewable energy investment climate in countries worldwide, using several KPIs that are reflected in the GET FiT M&E framework. This has been a useful reference when discussing Programme results in relation to overall country performance, and potentially even more so in a more in-depth, future performance review.



KEY LESSONS

Concluding remarks to potential planners and funders of future programmatic PPPs targeting sustainable, long-term impacts:

Take the time to ensure that the targets and M&E framework (often heavily influenced by donors) truly reflect reality.

Do not be afraid to allow the framework to be finalised (even of the baseline) in parallel with the early implementation phases, as this may help improve the relevance and robustness of the framework with little or no compromise of the integrity of the process. A relevant framework also requires broad participation from local stakeholders throughout the process.

“Soft” results are hard to quantify, yet often vital to long-term sustainability of a PPP programme.

A strengthened regulatory framework for renewable energy investment can be just as (or more) valuable as a new power plant, for example. However, qualitative results relating to improved institutional or human capacity can be difficult to quantify, and are often left out of result frameworks.

Strive towards developing specific and measurable KPIs and targets for TA and institutional capacity building. This will strengthen the evidence base and provide a more concrete starting point for future in-depth assessments. Accepting that not all soft results can be quantified in a meaningful way, put in place strict reporting routines to make sure qualitative output and outcomes are captured in the best way possible, and make them readily accessible for future performance review.

Consider whether the results monitoring mandate and resources should be integrated with implementation or utilised towards an external monitoring consultant.

An integrated monitoring approach can contribute to more active steering towards results, in addition to ensuring performance and compliance. The feasibility of this approach will depend on available resources within the implementation team. To maintain integrity, an internal mandate for results reporting requires a comprehensive and fully transparent M&E framework, as well as external evaluations along the way. Importantly, in-house monitoring must be set up in a way that enables facilitation of external performance reviews or evaluations at any stage of implementation.

Work smarter, not harder.

To the extent possible, data collection, analysis and reporting should be streamlined and automated. In GET FiT Uganda, introduction of electronic surveys led to efficiency gains both for the implementation team and Programme stakeholders with reporting duties. Establishment of a tailor-made database for automated aggregation and presentation of results contributed to more efficient semi-annual reporting and enhanced data security.

ABOUT

The GET FIT Uganda Programme was officially launched on May 31st 2013. The Programme, which was jointly developed by the Government of Uganda, the Electricity Regulatory Agency (ERA) and KfW was designed to leverage commercial investment into renewable energy generation projects in Uganda. GET FIT is being supported by the Governments of Norway, the United Kingdom and Germany as well as EU through the EU Africa Infrastructure Fund. Multiconsult ASA of Norway is the Implementation Consultant.

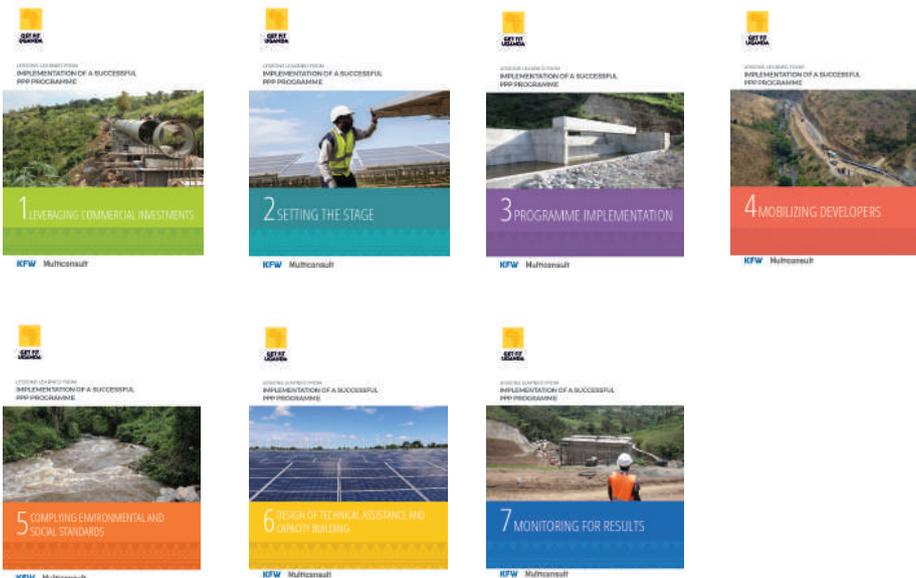
The main objective of GET FIT Uganda is to assist the country in pursuing a climate resilient low-carbon development path resulting in growth, poverty reduction and climate change mitigation. The Programme is fast-tracking a portfolio of 17 small-scale renewable energy (RE) generation projects, promoted by private developers and with a total installed capacity of 158 MW. This will yield approximately 770 GWh of clean energy production per year and leverage close to MEUR 400 in investments for RE generation projects with a limited amount of results-based grant funding.

A more comprehensive description of the tools and approaches applied by GET FIT is found on www.getfit-reports.com.



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