

onitoring and evaluation can be a powerful tool in helping drive good decisions. Monitoring & Evaluation (M&E) provides facts and data which can have a transformative impact when contextualized, shared, and used to learn through Collaborating, Learning, and Adapting (CLA). The Uganda Learning Contract (LC) embarked on a new and pioneering journey—to operationalize M&E and CLA for better development results. This was the first time that a Mission truly embraced CLA and in many ways defined what CLA in its operational state looks like and can do. Five years later we find ourselves in a transformed state with a new CDCS and a different way of functioning.

In my experience, development is not easy. The paths are not always clear and what works in one country might not work in another. To do this right, we need to understand as much as we can about the context and what seems to work in the environments where USAID operates. Only facts, data and knowledge will give us that foundation of evidence that is so desperately needed when working in development.

Assisting USAID/Uganda in operationalizing CLA has been an exciting journey. The LC has been a process of discovery of how CLA can and should be done as well as the impact that it can have when combined with M&E. The early years were challenging given the design of the contract. The outcomes were not clear and we were embarking on 'unchartered' territory. Our approach was to listen, learn and adapt. We had to listen well to the needs of the Mission, streamline our own internal CLA and evidence-based decision making and make sure we learnt by doing.

A turning point of the LC was the Child Forum where we brought together 700 stakeholders from around the country to commit to the youth of the country and sign the Munonyo Declaration. Powering through organizing the Child

Forum and assisting with the CDCS development showed us what CLA looks like in practice. We were able to build on this to continuously find intersection points with the Mission to feed knowledge, data and key evidence to the various phases in the program cycle.

The last five years have been very fulfilling, and I am proud of what we have accomplished. We appreciate the opportunity that USAID has provided us. I truly believe that our work has had a transformative impact on making USAID's investments in Uganda more effective.

I have always known and believed in evidence driving change. That is where it started in Uganda. We provided knowledge to USAID which made them take a completely different approach to development and then helped them operationalize it by using CLA to drive the mind shift.

#### —Neelima Grover, Founder and CEO, The QED Group





has operated in Uganda since 1962. Lives have been saved through American aid and the situation for millions of Ugandans has improved. However, development in Uganda is still progressing slowly. 34.6% of the population lives on \$1.90 per day or less. I One in 16 children under five years old do not survive to his or her fifth birthday. 2 Only 29.2 % of girls in Uganda start year five in secondary school. 3 USAID/Uganda believes that the Ugandan population deserves better.

The Learning Contract was designed in 2013 to support and engage USAID/Uganda to improve collaboration, learning and adaptation for more sustainable impact on Uganda's development. By providing USAID with high quality monitoring, evaluation and learning support, the Learning Contract helped institutionalize more effective practices, systems and networks conducive to CLA.

This is the Journey of the Learning Contract and a few highlights from the five years that were critical to USAID/Uganda's transformation to a learning organization.

<sup>1. 2016</sup> Poverty Assessment World Bank

<sup>2.</sup> ESSPR FY 16/17 Ministry of Education and Sports

<sup>3.</sup> DHS 2016 UBOS Uganda

## Collaboration, Learning and Adaptation: The Vehicle to Better Development

"We had to get into the mind of the Mission; only then could we understand their needs and be responsive."



The Learning Contract was the first of its kind. The idea to weave together M&E, CLA and OD to drive better development results, and outsource it, had not been tested earlier. Mwesigwa Bikie Isharaza joined the Learning Contract in early 2014 as a CLA specialist. Part of the reason he was attracted to the role was that it brought together his experiences both in organizational development and M&E.

However, being an external contractor with the goal of changing the culture and organizational behavior within the Mission created both opportunities and challenges.

In many ways, Bikie's experience at the Learning Contract reflects the evolution of CLA at the USAID Uganda Mission. Bikie says that the very first challenge that the Learning Contract embarked on was defining what CLA meant for everyone in their day to day work; "That was in itself the journey". In everything the Learning Contract did, "we asked: What have you learned? What could be done differently?" These questions and behaviors were integral to the Learning Contract's success. "We had to get into the mind of the Mission; only then could we understand their needs and be responsive."

As Bikie grew in his role and the Learning Contract began to expand to respond to the diverse needs of the Mission, the concepts of CLA began to crystallize in his mind and permeate throughout the USAID sphere in Uganda. "I consider CLA to be organizations, systems and people. Collaboration is all about not being an island of expertise, you can't do well alone. It's about working with others in a way that is meaningful to yourself and others. Learning is being open to what you do not know. I always ask my team, "have you considered that you might be wrong?"; and adaptation is: well, now you know, so what are you going to do about it? You need to not be afraid of change. CLA is about doing good development work."

Teaching CLA might be easier than operationalizing it to drive better results in practice. After a couple of years with the Learning Contract, Bikie took this learning and applied it further when he became the Deputy Chief of Party for USAID Uganda and Feed the Future Uganda Youth Leadership for Agriculture Activity. When starting up this new activity he knew he had to build a team that would understand and apply the principles of CLA to their work in order to be effective. He worked to "create spaces for people...to collaborate and run and ...to give them the tools to be able to do CLA."

"The Learning Contract was designed to, and aspired to, become the first 'whole-systems' OD type intervention what USAID calls CLA, that USAID ever had."

- Rand Robinson, former USAID Uganda staff

What stands out to him most clearly is that your team needs to be "comfortable in telling you if your tools don't work." Creating an CLA conducive environment means your team can "tell you if something is not working" and "when something is working well we need to share it." In Bikie's role at YLA, he has had to change their process of recruitment, team structures and even their results management systems so that everyone has the tools and environment to ask themselves "What does this evidence mean?"

For CLA to work properly, all actors need to be onboard. The Learning Contract can support, train, develop tools and work closely with the Mission and IPs to operationalize the ideas of CLA. What is clear though, from an IP perspective, is that everything cannot be outsourced and the line that the Learning Contract needs to straddle is whether to be an extension of the Mission or a contractor. After all, "in the collaboration space, the Mission needs to be the lead. IPs get their marching orders from AORs and the Mission."



#### **Doing Business Differently**



gandan's most pressing challenge and potential dividend lies in the fact that 75% of her population is below the age of 30. The average Ugandan is 14 years old and is likely to live in the countryside. If she is a girl, her position in her household and greater community makes her the most vulnerable because she is the least empowered in the face of the multiple development challenges her household and community faces. To be sure USAID program benefits reach her in a judicious way, the Mission must understand the way her position is embedded in complex matrices of power and possibility at a particular time and in a particular place with limited resources and choices available to all those around her.

She might sleep under a mosquito net so malaria doesn't keep her out of school, but if she is raped, or sees transactional sex as her only option or a child as her route to a man's support, she may drop out anyway. Her family might prioritize her education but if the cow dies in a landslide or drought, or her father falls ill having delayed testing for HIV, her school fees may be needed elsewhere. Early marriage may seem the route to security for her and relief for other members of the family. A connection to a wealthy or well-placed elder might seem the best route to

some sort of social security for her household. She may become vulnerable to and complicit with the cohorts of elder brothers whose own structural positions offer them no resources to marry or opportunities for income-generation. They too seek a route to independence, comfort, social respect and political voice—often through sex/relationships/producing children, or through travel away from home that renders them vulnerable and potentially volatile.<sup>4</sup>

Evaluations of USAID's programs confirm that the siloed approach to development, with goals tied to each funding stream, can achieve short-term goals and outputs. However, that approach does not effectively address the multiple challenges to development as they are linked and impact each other in daily life. It does not capitalize on or redirect the dynamism that intended beneficiaries must bring to an intervention if they are to fully "own" it. It does not strengthen the local systems enough to achieve full self-reliance and sustainability.

<sup>4.</sup> Schuyler et al. 2017

<sup>5.</sup> See draft concept note on "Context Snapshots" (August 2018) as a method to operationalize the 14–year-old girl as development lens in the context of multi-factor development challenges and the need for program integration.

It is the reality of the girl and the Ugandan people that sparked the aspirations of USAID/ Uganda to do business differently. Already in 2013, when the Learning Contract was formed, there was a growing discomfort with how traditional and static business was being done. Uganda deserved an agile, adaptive and facilitative aid agency that recognized the need to render the links between development challenges visible and to track them with the contextual changes in the lived reality of beneficiaries.





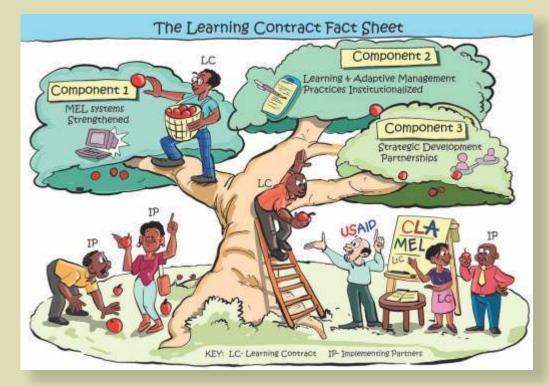
## **CDCS development: Putting CLA into Practice**

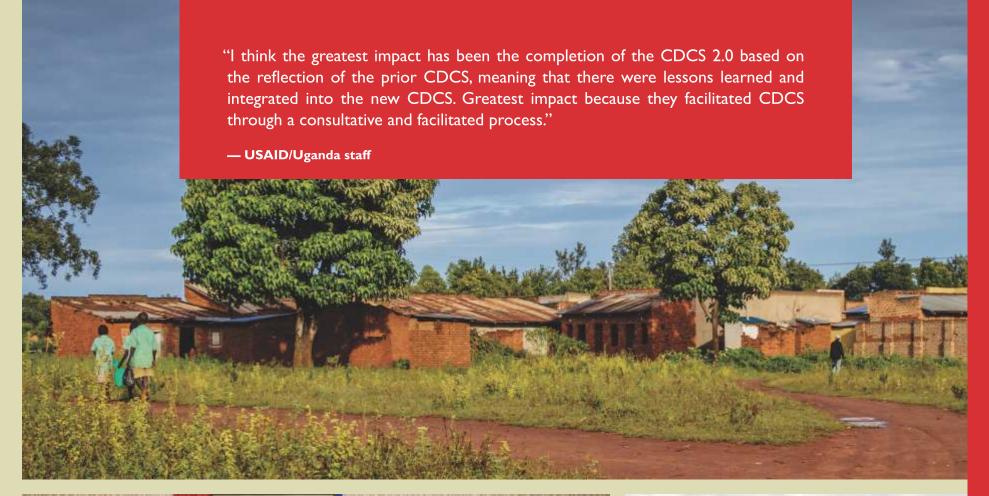
In late 2014, when USAID/Uganda needed contractual support to help them develop the new strategy, CDCS 2016–2021, the natural choice was to task the Learning Contract to assist. A CDCS secretariat was formed in March 2015 to provide the Mission with high quality M&E and research products and help facilitate the CDCS development Journey. The participatory CDCS development process proved to be The Journey that could demonstrate how collaboration, learning and adaptation can, and should work in practice. The CLA concept became a natural way of doing business.

The kick-off event in 2015 decided on five principles for the new CDCS. The new strategy must:

- Strengthen the partnership with GoU, private sector and local communities to allow for country ownership
- Aim for integrated programming and geo-focusing
- Allow for longer planning horizons
- Engage stakeholders in developing CDCS
- Be based on evidence.

Developing CDCS 2016–2021 took almost 18 months. The Learning Contract assisted with research inputs; desk-reviews and report summaries, data, evaluations and stakeholder engagement. The secretariat also helped USAID lead by documenting the processes and outputs, providing visuals or thought-models, and advising on processes and agendas. In the end, based on the principles above, the new CDCS had a highly cross-sectoral and integrated Results Framework with the 25-year goal: Uganda-led sustainable and inclusive development. The new Journey of doing business differently to achieve self-reliance could start.









#### **Moving the Locus of Learning**

ocal ownership can be created through Lcollaboration and learning together. The Government of Uganda, in collaboration with USAID and other development partners, convened the National Forum on the State of the Ugandan Child on 27-28 October 2015 at Speke Munyonyo. The event was the culmination of a six-month journey of data collection and working with sub-national and national stakeholders to develop a draft National Action Plan for the Well-Being of Children, bringing together over 700 interested parties from all over Uganda, including the different ministries, civil society, development partners, private sector and other international agencies and foundations who are involved in improving the lives of children. The theme of the forum was "Our Children, Our Future" with the aim to receive feedback on the Action Plan and start a national movement in support of child well-being.

The Child Forum in 2015 proved that local research findings and data could engage stakeholders in developing a strategy to improve the situation for Ugandan Children.

The Regional Development Approach was also one of USAID's vehicles for driving locally led and locally owned development in Uganda. USAID convened a diverse group of regional stakeholders to elect a regional steering committee tasked with developing a regional strategy for development. Research was commissioned through the local university and this helped to ground discussions around development challenges in data, and to explore root causes leading to actionable items. First piloted in Northern Uganda, and subsequently rolled out in South western and Karamoja regions, this approach is one of the ways by which USAID is deepening partnerships with the Ugandan people and institutions, by specifically positioning them in the drivers' seat, to identify their regional priorities, assets, and resources, to ultimately develop and lead their development agenda. Subsequently, the South West and Karamoja Steering Committees have also embarked on consultations and research to inform the formulation of the regional investment strategies.



"The Child Forum illustrates how the Mission tasked the Learning Contract to organize an event of this magnitude to manifest their vision of Moving the Locus of Learning. In hind-sight, it turned out to be a milestone in operationalizing business being done differently since we were all able to #learningbydoing and could refer to Child Forum when we explained the idea of partnership and self-reliance."

- Jennifer Dahnke, Acting Chief of Party 2015.



"[The Learning Contract] provides a platform for local leaders and development actors to engage, plan and collaborate to address their regional development priorities, whilst exploiting existing opportunities and resources beyond the district administration and boundaries."

—Denis Okwar, Senior Strategy Advisor



Regional Development Workshop in Northern Uganda



#### Walking the Talk



Learning Contract needs to walk the Atalk to be able to support the organizational mind-shift of doing business differently. The staff had to move beyond providing typical M&E, conducting discreet evaluations for confined technical units, and instead find ways to apply all of our evaluations, analyses, and assessments to informed decision making throughout the Mission-based program cycle. Evaluations and assessments were no longer intended just for one office, one technical unit, or one cadre of experts, but rather would need to be utilized for a broader discussion on the development trajectories in the country. Brian (researcher), Gorretti (M&E) and Ruth (CLA) tell their story of what walking the talk of CLA means in practice.

Staff were expected to develop or utilize knowledge, skills, and attitudes outside their original position descriptions. We had to get outside our comfort zones. Both new staff and earlier staff had to find ways to work together across teams, departments, functional expertise, responsibilities. It's one thing to say we work together, but it's another thing entirely to have to build, maintain, and leverage working relationships across a 27 person team and 100 person plus client staff.

One day a Learning Contract staff may be working in an area of his or her functional expertise and technical assignment and then the next day be supporting a workshop on

cross-sectoral collaboration and applying evidence outside his/her specialty to decision making in an integrated strategy, project, or Mission initiative. We had governance experts supporting an economic growth platform; education, youth, and child development specialists supporting health and gender workshops; M&E technical experts designing and leading collaborative learning engagements; and researchers developing M&E frameworks.

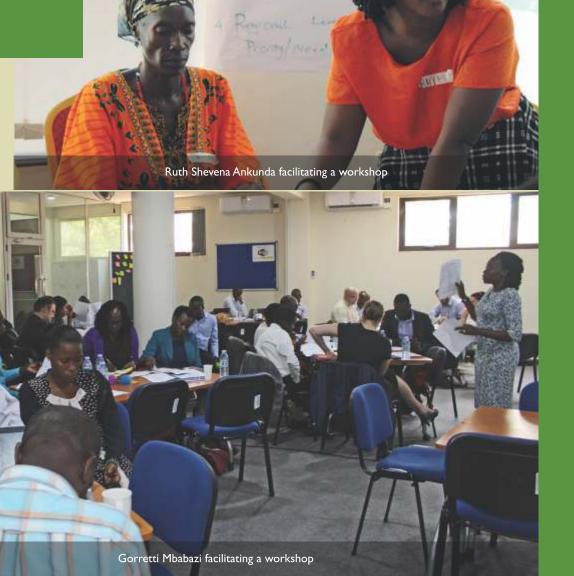
This required real flexibility, on the part of Learning Contract staff, management, and clients. It required a team with many skills, broad knowledge, and appropriate attitudes to be willing to listen, learn, and try something new.

Most Learning Contract staff would need to communicate, negotiate, and prioritize independently on a daily basis, internally with colleagues, but also with clients at the Mission. We have to listen, interpret, consult, analyze problems, propose action, be willing to try something new, be fearless, be open to criticism, but be confident. We also had to be non-territorial, recognizing that our home turf of expertise might need some additional surge staffing from our colleagues, or we might rarely be able to claim that we were the sole cause of our team success.

"It was challenging at first to unlearn to learn; coming from the program development side, I was only eager to concentrate on M&E functions. My supervisor said to me, "Flexibility is the key here." I quickly adjusted my thoughts about my post and said, "There is nothing I can't do." I opened up my mind—I only saw possibilities of growth and success in my way."

— Gorretti Kiiza Mbabazi, Senior M&E specialist

Organizationally, this means we needed to be open to change—dynamic in the true sense, and we needed to use those opportunities for change to refocus and stay relevant. We would need an organization that has supportive (rather than directive) management. Often times, staff at the Learning Contract come to management with requests for support, rather simply reacting to directives from above. Staff were expected to learn new skills. Not knowing something today had little relationship to whether any specific staff might be an expert on a subject or skill a few months from now. Supportive management, while not being directive, also avoids micro-managing. Learning Contract staff are encouraged to share their priorities, the big things they think are important and contribute to our general direction. Staff are empowered to work together and try things outside their technical expertise.



2 Household Level

## **M&E and Research Products:** The Building Blocks of Learning



## Analysis Assessments EVALUATIONS Studies Desk Reviews

**Learning Reviews** 

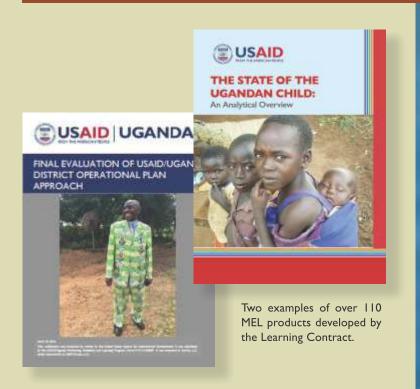
ore than 60 evaluations, assessments, learning reviews and research products were delivered to USAID/Uganda during the life of the activity. The Learning Contract also synthesized them, organized presentations and helped with stakeholder engagements to disseminate findings and conclusions. However, high quality MEL products were never enough to drive change. It proved to be just as important to provide stakeholder engagement and craft agendas that prompted discussion on how the findings could be used. Having Learning Contract staff attend meetings where they could offer relevant and timely evidence to technical teams for decision making became critical.

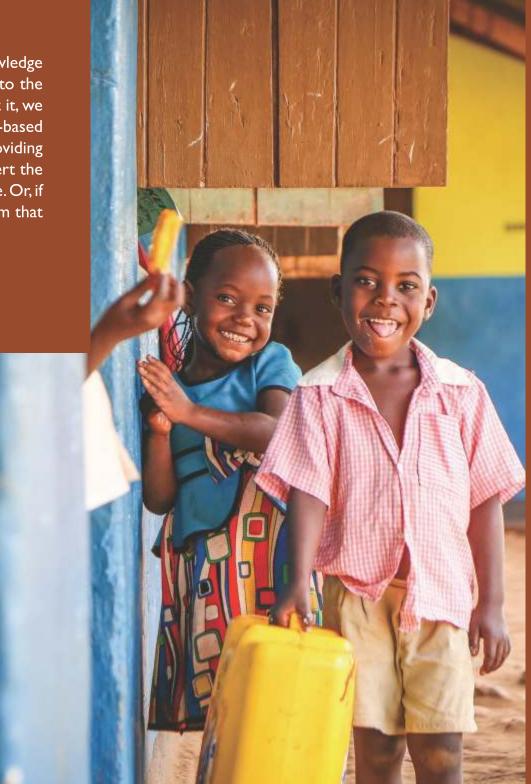
"What is interesting for us is the role that CLA plays in our programs, our processes, having someone from QED to sit in on our meetings and discuss with us CLA and what we are learning. How we are utilizing the lessons, and what we are putting back into our programs. They have been kind of a mirror, awareness. Sometimes we are too busy doing things so we don't have time to sit down and review ourselves. They can provide an outside perspective." (USAID/Uganda, Staff)



"The content of these products, the foundation of knowledge and facts that we have collected and made sense of to the Mission has been at the core of our success. Without it, we would not have been able to set them up for evidence-based decision making. By constantly reminding them, providing them with pieces of knowledge, we were able to insert the right knowledge at the right time of the program cycle. Or, if we didn't have the information, we could remind them that they needed it and how to go about how to find it."

— Augustine, MEL Director QED





## Taking Stock to Manage Adaptively

The ambition to do things differently with an integrated strategy led the Program Office to conduct integrated Field Based Portfolio Reviews (FBPR) and to create space for field focused and adaptive organizational learning to take place with both internal staff and external stakeholders.

FBPR was an innovative field focused approach to broaden understanding and allow reflection and learning to take place. Overall, 55 USAID staff participated in field-based portfolio reviews to three regions within Uganda: North, East and Southwest. Within each region, staff were split into three teams, one for each Development Objective of the CDCS: Resilience, Demographics and Systems. Teams were cross-sectorally integrated and included support staff; this diverse composition facilitated rich discussions on integration, adaptive management, and sustainable Uganda-led development.

The FBPR affected the Mission in a variety of ways. In particular, it helped cross sectoral teams learn about their respective activities, but also about the ways in which different sectors operate. For example, one participant noted that having someone from the Health team visit economic growth activities was valuable to illustrate the different ways in which the health and economic growth teams engage with partners. In addition, understanding how to better support collaboration among implementing partners allowed for some Mission staff, particularly PAD coordinators and activity managers, to reflect on the need for more internal collaboration and to develop a wider view of USAID's investments outside their own technical area.

Reviewing the portfolio in cross-sectoral teams in the field illustrates how business is now being done in the Mission in Uganda. Deciding to conduct field-based portfolio reviews allowed staff to step outside their comfort zones work in integrated teams and concretize their understanding of what integration means in real terms. This approach allowed USAID staff to be field focused and challenge their assumptions. It promoted cross sectoral collaboration, improved staff morale and challenged AORs and CORs to manage their activities adaptively. #learningbydoing





## The Learning Contract: Becoming a Bridge

When the Mission started to do business differently, the Implementing Partners also had to adjust. Evidence based decision making would not work in the Mission unless the Implementing Partners were able to deliver and learn efficiently and communicate it to the Mission. The integrated strategy with 15 Guiding Principles also required a new approach to planning, implementation and measure outcomes.

The Performance Management Plan took the USAID Agency guidance on how to measure outcomes to the next level. It was developed by the Learning Contract in consultation with the USAID technical offices. The point of departure in the PMP is what the technical teams need to know and understand to adapt programming. It includes a menu of methods that can be used to analyze results in a complex strategy. It also includes indicators that will measure if results are being achieved, and how they are being achieved. Using the analytical methods, the combination of output and outcome indicators will show if and how the Uganda approach to doing aid, will work.

While the Learning Contract had assisted the IPs in developing AMELP since the start, the new CDCS and PMP required additional support in understanding the CDCS and aligning the activities to the new PMP.

# Learning Events COP meetings MEL trainings PRS trainings PMP trainings





"Because of the Learning Contract the IP's have integrated CLA and learning. Before we just had performance management plan that was just focusing on M&E, now the element of CLA is greatly elevated. The Learning Contract supported many capacity building trainings to help IPs understand that learning is part of M&E and how learning is used to strengthen program decisions."

— USAID/Uganda, Staff, Learning Review



Throughout the life of this activity, the Learning Contract has supported USAID's Implementing Partners to use Collaboration, Learning, and Adapting (CLA) to achieve better results.



USAID/Uganda's country strategy (CDCS) and Performance Management Plan (PMP) require a 'Uganda-specific' approach to monitoring, evaluation, and learning (MEL). The Learning Contract developed a Starter Pack to provide tools and instructions on aligning MEL plans to the CDCS.



Learning by doing has been a Learning Contract motto. At a closeout event, all guests had a last chance to ask their questions and get answers directly from staff.

"They have opened the Mission out to IP's, they have increased collaboration and synergies with the Mission and IP's through the CLA agenda—it has become like a two way street."

#### USAID/Uganda: A Mission of Leaders

"The increase in demand from the Mission made you, [the Learning Contract] become more think forward looking. more you space to work and was more empowered do things to the way you did them."

Fiona Waata, Learning ContractCOR, USAID

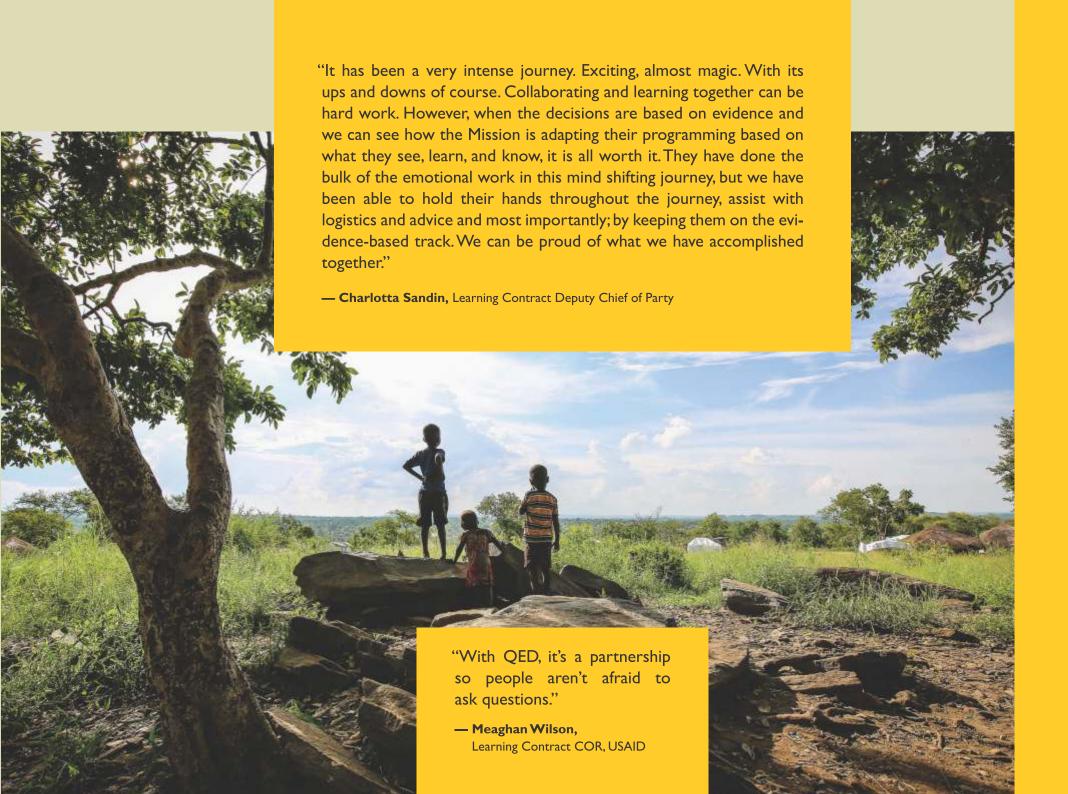
SAID/Uganda's vision for the role of the Learning Contract was translated through the five Contract Officer Representatives and their alternates. Meaghan Wilson managed the contract with her alternate Fiona Waata the final year. Their goal was to strike a balance between not micromanaging all aspects of the program and allowing communication to flow between technical teams and the Learning Contract, while at the same time providing oversight, managing realistic workloads, and ensuring timely deliverables. Meaghan reflects, "You have to give people some agency...that's how you get the best work product."

Part of what allowed the Learning Contract to provide the broad-based and often embedded support to the Mission was access to champions, technical teams and Front Office through the COR and ACOR to a diverse set of information to understand Mission programs, expectations and priorities. To manage a contract like this effectively you need to "know

the boundaries of the contract but approach everything with an open mind and see how you can support." Having this openness and vision for the contract was essential in allowing the Learning Contract to see connections, share learning across teams and provide thought leadership. "I look at PPD in a similar way to how I look at this office, we are a service hub trying to pull the different offices together... this contract is an amplifier of this."

The close working relationship between USAID/Uganda and the Learning Contract was both noted as being unique and a success factor. Few if any contractors work so closely with USAID/Uganda as the Learning Contract. Meaghan says, "It's a willingness for the contractor to be open and provide support to things that aren't traditional and a willingness on the USAID side to know when to ask for help. People learned how to ask for help and included people."





## Reflections and Acknowledgments



These 5 years has been a wonderful journey. The award had a bumpy start but quickly found its stride. It was recognized by USAID as being critical to delivery of evidence to make better decisions. The award provided USAID with over 100 evaluations, studies, assessments and learning reviews. We supported USAID in conducting meetings with over 5000 people thus supporting improved collaboration.

For me personally this has been one of the most rewarding periods of my professional life. I struggled to understand what USAID needed and wanted from this award when I joined in October 2015. Then I realized we had to move the award into that space where it could anticipate what USAID needed to make better decisions. We hired new staff, restructured the organization and put into place new ways of working. Ultimately this journey is best captured with this quote from a USAID/Uganda

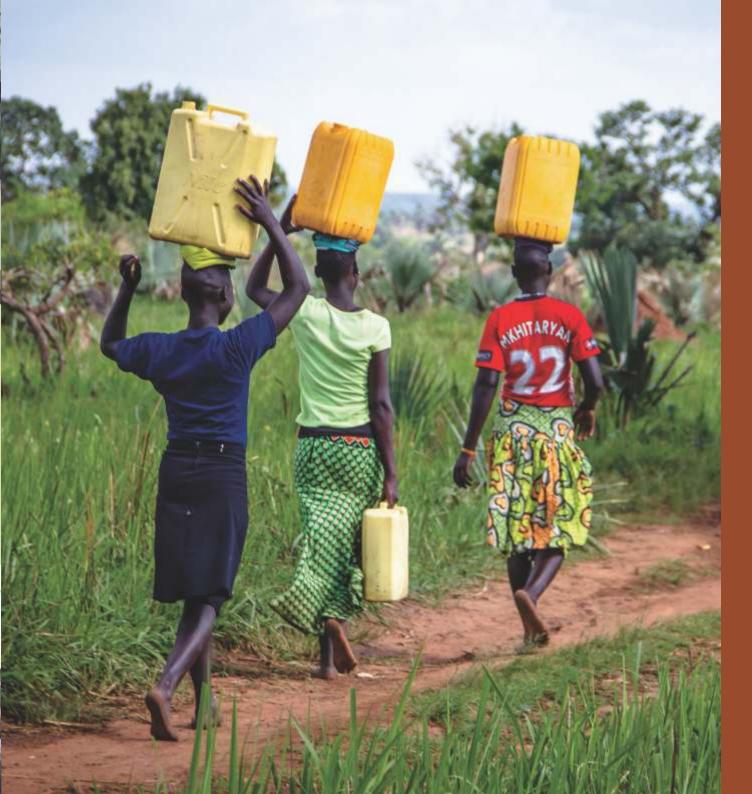
staff. "They are a part of our team, whatever they do is an extension of us, whatever they have been able to learn and adapt we have been able to do at the same time. They have been really good about making sure we are involved if they are leading something they make sure that they take us along with them. Not only have they streamlined their systems but it has also happened here."6

I would like to take this opportunity to thank all the Learning Contract staff who have been with us on this 5-year journey. They have been critical to the success of this program. We would also like to thank USAID/Uganda for treating us as equals and colleagues on this journey and for establishing a relationship based on trust and openness. Without that we would have failed. We also thank various implementing partners who opened the doors to us and allowed us to work with them on

learning together. We also thank our various sub-contractors especially SOCHA, WYG, EY, Hennice and Provide and Equip who increased our bandwidth and delivered excellent products and services to the Mission. Of course, QED home office staff were part of this journey and we could not have done what we did without them.

#### —Anant Singh, Learning Contract Chief of Party

Learning Contract staff



#### Five recommendations to similar contracts:

- I. Always keep the eye on the prize. You and USAID are here to make a difference, MEL and CLA will make you improve results.
- 2. Leaders and champions are key in change management and need to walk the talk. Without them, change will not happen so work closely with them.
- 3. Understanding and having a tool box for how to make others understand how M&E, CLA, research and organizational development go together is critical. Use visuals to explain, but always make sure you walk the talk too.
- 4. Try to strike the perfect balance between flexibility and intentional planning. Working closely with your COR around lessons learned, change of scope and how new tasks fit into the picture will allow the contract to take risks, sometimes fail but also learn to improve.
- 5. It is a supply and demand business. Sometimes demand has to be created by improving the supply. To become an engine for change, a Learning Contract needs to be both re-active and pro-active.





