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# UGANDA POLICE PROJECT EVALUATION

*DFID project helps to promote technical capacity of the Ugandan Police although institutional strengthening limited by local budgetary constraints.*

## MAIN FINDINGS

- Project impact strongest in those areas where implementation has not involved local costs
- Project instrumental in promoting revised statement of police purpose and objectives
- Obstacles to full realisation of benefits of community policing remain formidable
- The right kind of equipment can revolutionise communication between police stations and patrolling police officers

## The Project

The project ran, in two phases, from 1990 to 1998 at a cost of just under £4m. Its main initial purpose was to help restore the capability of the Uganda Police Force (UPF) to maintain law and order and the confidence of the public. Later a more explicit connection was drawn between the

development of law and order in Uganda and the creation of an enabling environment for economic growth.

## The Main Conclusions

Although they varied in details, both phases of the project were built around three main components: training, equipment (including some capital refurbishment) and support for institutional change. These components were coordinated and overseen until May 1995 by a resident Project Co-ordinator. The inclusion of specifically institutional objectives, notably the rationalisation and definition of senior police responsibilities, the publication of a Statement of Purpose, and the improvement of personnel practices, helps to distinguish the project from the more ad hoc ODA support provided to the Ugandan Police before 1990.

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The project achieved a number of technical successes. The introduction of Local Area Radio Networks in greater Kampala has revolutionised communications, and provided some impetus to community policing initiatives. Equipment provided for the Identification Bureau, which maintains criminal records and finger prints, has been carefully selected and well used. But the wider objectives of the project were to a significant extent limited by inadequate local budgetary support. This has affected the ability of the Police Workshop to maintain the vehicle fleet, including over 200 Land

Rovers provided by ODA. It has also hampered local training despite the successful establishment of a locally-owned Training Planning Unit. The evaluators found that these budgetary constraints should have been recognised earlier than they were.

The indistinct nature of some of the project objectives, and the lack of clearly measurable indicators of achievement, make precise assessment difficult. The evaluation finds that the impacts of the project on poverty, and on enhancing productive capacity, are too tenuous to permit firm judgements. The social and institutional impacts of the project were also found to be mixed and, in some cases, less evidently sustainable than the more technical inputs. Nevertheless improvements in police planning, and in developing training capacity, appear likely to last. Whether the concept of community policing fostered by the project, will take root in a way that genuinely enhances public perceptions of the role of the police remains an open question. These and other similar considerations are reflected in the overall view of the project as partially successful.

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## KEY LESSONS LEARNED

- Local government agreement to meet local project costs does not exonerate DFID from considering whether such commitments are realistic.
- DFID overseas offices need to think carefully about the provision of professional advice where this is not available locally. In some cases it may be possible to justify arrangements, if there are several interventions on-going or planned, that would not be possible to justify individually.
- Support for institutional strengthening needs to operate consciously within the orbit of the possible. This means, among other things, tailoring advice to what is likely to prove affordable.
- Replication of community policing from urban to rural areas needs to take account of differences in infrastructure, and transport, as well as local community needs and priorities. The importance of listening, as well as of telling, needs to be emphasised in police training on community policing.
- All too often gender issues are seen exclusively as women's issues. If lasting progress is to be made in this area men (in particular) have to be persuaded otherwise. In the case of development projects this means mainstreaming gender analysis and planning in project design.
- Whether or not it appears to do so, development assistance for the police involves issues of human rights. These need to be recognised clearly in project design and documentation.
- The value of specialist training may often depend on the availability of appropriate equipment. The two need to be thought about together.
- There can be a marked difference between project indicators which look good (and may thus help project approval) and those which offer a realistic prospect of assessment. Those in DFID who approve projects, as well as those who design them, need to bear this in mind - and, when in doubt, to err in favour of the assessable.
- There is a difference between identifying risk and managing it. Both are important.

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**This evaluation was commissioned by DFID's Evaluation Department and undertaken by Christopher Raleigh, Keith Biddle, Celia Male and Stella Neema. For further information see The Uganda Police Project Evaluation (Evaluation Report EV 591), obtainable from DFID's Evaluation Department, Department for International Development, 94 Victoria Street, London SW1E 5JL, telephone 0171- 917-0243. This report will also be accessible via the Internet at DFID's website.**

**Of related interest: DFID's Evaluation Department will shortly publish evaluations of two other DFID funded projects providing assistance to the police: the Namibia Police Project (1990-95) and the Indonesia National Police Management Training Project (1983-96). Findings from these studies will also appear in the forthcoming publication Evaluation of ODA/DFID Support to the Police in Developing Countries: A Synthesis Study by Keith Biddle, Ian Clegg and Jim Whetton.**

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The policy of the government was set out in the White Paper on International Development, published in November 1997. The central focus of the policy is a commitment to the internationally agreed target to halve the proportion of people living in extreme poverty by 2015, together with the associated targets including basic health care provision and universal access to primary education by the same date.

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