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OFFICE OF THE PRIME MINISTER

Community Needs Assessment and Baseline on Barazas

FINAL REPORT

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ACKNOWLEDGEMENT

REEV Consult International would like to thank the Office of the Prime Minister (OPM) for commissioning and facilitating the production of this Baseline Report. The report presents baseline indicators, values and targets to guide implementers at national level and in districts in assessing performance for overall improvement in implementation of Barazas across the country. We are particularly indebted to the Monitoring and Evaluation Department staff at OPM who furnished us with information and technical guidance during our consultations. In addition, we are grateful to the Residential District Commissioners who supported our consultations held in 12 sampled districts across the country. We would also like to thank our team of sixteen (16) researchers and four (4) consultants who collected all the information and elaborated this report. We hope that this report will be instrumental in the implementation, and review of this important initiative in years to come.

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LIST OF ACRONYMS AND ABBREVIATIONS

BFP	Budget Framework Paper
CAOs	Chief Administrative Officers
CG	Central Government
DDP	District Development Plan
DEC	District Executive Committee
DPSF	Decentralization Policy Strategic Framework
FDS	Fiscal Decentralization Strategy
GoU	Government of Uganda
GT	Graduated Tax
HLG	Higher Local Government
LC	Local Council
LDG	Local Development Grant
LED	Local Economic Development
LGs	Local Governments
LGA	Local Government Act
LGBFP	Local Government Budget Framework Paper
LGFC	Local Government Finance Commission
LGMSD	Local Government Management and Service Delivery
LGs	Local Governments/Districts
LLGs	Lower Local Governments
M&E	Monitoring and Evaluation
MC	Municipal Council
MDAs	Ministries Departments and Agencies
MDGs	Millennium Development Goals
MFPEd	Ministry of Finance Planning and Economic Development
MoLG	Ministry of Local Government
MTEF	Medium Term Expenditure Framework
NAADS	National Agricultural Advisory Services
NDP	National Development Plan
NGOs	Non Governmental Organizations
NPA	National Planning Authority
O&M	Operations and Maintenance
OBT	Output Budgeting Tool
OPM	Office of the Prime Minister
PCC	Policy Coordination Committee
PFAA	Public Finance and Accountability Act
PRDP	Peace Recovery and Development Program
PSM-WG	Public Sector Management Working Group
RDCs	Resident District Commissioners
SWAPs	Sector Wide Approaches
TC	Town Council
TICC	Technical Implementation Coordination Committee
ToR	Terms of Reference
TPC	Technical Planning Committee
TWGs	Technical Working Groups
UNDP	United Nations Development Program

EXECUTIVE SUMMARY

A1 Introduction

In 2008, H.E the President directed that, citizens' advocacy fora (that came to be known as *Barazas*) be held twice a year at the Sub Counties level across the country. In January 2009, the Office of the Prime Minister (OPM) as the institution mandated to coordinate and monitor the implementation of Government programs and policies began a process to implement this directive. Today over 88 districts have been covered and Barazas have been held in Sub Counties, Town Councils and Municipalities in these districts. Like any other program, it was imperative that a Baseline survey be undertaken to identifying indicators and set targets to be achieved by the Barazas.

This report is an output of a baseline survey conducted in 12 districts across Uganda, and consultations at the national level. The report highlights: background and conceptual presentation of the Barazas initiative and the methodology that was devised to generate the baseline indicators; the current status of community awareness of public service delivery; the current local community mechanisms to influence trends in local service delivery as well as indicators identified against set targets for Barazas. In addition, the report presents a communication strategy to popularize and inform the Baraza program stakeholders on progress being made.

A2 Community participation and perceptions on service delivery

While a bigger cross-section of the population (91%) is knowledgeable of their right to demand for local public services in their communities, about 9% of the respondents to the survey are neither in the know of their rights nor aware that they can demand local services. In a related survey¹, 66% that represented 27 out of 41 communities, reported satisfaction with provision of water services. However, in the health sector, the level of dissatisfaction was higher at 52%. The same survey presented below 50% on average on the levels of satisfaction with the agriculture and road infrastructure projects. Poor quality of work was the main reason for community dissatisfaction with the state of community roads. 34% who reported to be satisfied with road infrastructure made reference to general improvement in high-way roads across the country in relation to feeder and other community roads. High levels of dissatisfaction were also manifest in the health sector with complaints mainly about a low supply (in both quantity and frequency) of needed drugs and poor staffing of health units that have been set up in most parts of the country.

A3 Change Agents in the process

Change agents are personalities, institutions or systems that propel and influence movement in action that any society undertakes. In Uganda these change agents manifest in several forms. The following were identified as change agents that they had impacted; or could impact the communities that were sampled during this survey: Non Governmental Organizations both local and international; Local FM Radios; Faith Based

¹ The 2011 National Household Survey (Uganda Bureau of Statistics)

Organizations (including churches and mosques); Entertainment personalities (especially among the youths); and 'Significant others' notably retired politicians, religious leaders and prominent business personalities.

A4 Entry points for communities to participate in the development process

Overwhelmingly, 83.3% of the respondents to the survey noted that village meetings are the most preferred and most suitable way for communities to participate in the Baraza Program. Another 14.2% follow proceedings from the Sub-county planning and budget conferences and therefore would prefer this platform. While the FM radios are important in transmitting information on Barazas, they alone, are insufficient in ensuring fair and broad participation of the citizenry in the development process. In terms of information sharing; information on education service delivery is best shared through village meetings, while word of mouth is also a major means of communication about health and road infrastructure. It is also evident that on the radio, issues of sanitation are more aired relative to other sectors. Most Sub-counties use notice boards mostly to communicate on health related matters and village meetings are mostly used in Agriculture sector (mainly due to the Farmer Institutional Development Program under NAADS) and this system serves less for other sectors. While communicating with masses, it is important that Baraza program liaison notes these aspects.

A5 Barazas Performance Indicators

Barazas should aim at mobilizing the communities to attend the events that are organized. Presently, only 23.5% on average (of the population above 18 years) in communities sampled had attended at least one Baraza when it was convened. There is also an attendance gender gap with 55% more men than women attending the Barazas. In Town Council and Municipality Divisions as well as sub-counties under the Barazas are held under the stewardship of RDCs and CDOs in their respective districts. However it was evident in most cases that the technical capacity of the RDCs and CDOs was low and needed to be enhanced. The report proposes that a week-long training program be designed with a standard manual for training RDCs and CDOs in a process that can be supported by the current OPM Baraza Taskforce. Among others, the Program should aim at improving on the following impact indicators: ensure that districts carry on with Baraza Program on their own with minimum OPM support; increase awareness on the understanding of the budget process (now at 56.3%) and increase the proportion of people who view the Barazas as effective in holding public officers to account, (currently standing at 56%).

A6 Impact to be made by Barazas

Barazas initiative should ultimately develop into a fully fledged community driven process and a catalyst that ensures gradual increase in community participation and dialogue in matters of local service delivery through citizenry empowerment. It shall, as an initiative, act as a monitoring tool for OPM to facilitate a framework – where:

- a) leaders (both technical and political) are accountable to their communities for delivery or failure to deliver public services;
- b) there is an improvement in information sharing between government and communities on aspects related to decentralized service development as well as a

- process where local grievances from Barazas are quickly integrated into the district, sectoral and national planning and policy processes; and
- c) there is an enabling environment for Ugandans to attain a level of civic competence and patriotism in a manner that citizens broaden their consideration for personal benefit and towards concern for community and national development.

A7 Communication strategy to popularize Barazas

The Communication Strategy for Barazas (CSB) has been elaborated as an additional output of during this survey and utilizes information collected as part of the baseline to recommend options to popularize Barazas among government, Civil Society Organizations, development partners and entire citizenry. This therefore will require a strategy the constants communicates results in a collective effort to bring all stakeholders on board. There are three main categorization of targeted audience: *primary target* audience which includes all Ugandans in their localities; *secondary target* that includes the Ministries, Departments and Agencies; the private sector and academia; and *the "significant others"* who include religious leaders, CSOs, and development partners.

A8 Conclusion

Owing to the crucial role they are to play in implementing this program, the Office of the RDC and District Community Development Officer ought to be strengthened in order to be able to roll out Baraza meetings in all Sub-Counties in their respective districts on their own. The OPM may attend a Baraza session in to verify the quality of the exercise from time to time so that duty bearers are always on alert to deliver as expected. However, the Consultants observe that provision of feedback on proposed action and an update of what is being done to address issues that arise from meetings are vital to the success of the program. While OPM will not be asked to work on each and every recommendation from Barazas, responsibility centers may be summoned to address issues arising from Barazas. Citizens desire to receive a feedback and comfort that issues that they raise are considered by their leaders. Prompt responses would further motivated masses to participate and support their own development processes through this initiative.

TABLE OF CONTENTS

LIST OF ACRONYMS AND ABBREVIATIONS	ii
EXECUTIVE SUMMARY	iii
1. BACKGROUND	1
1.1 What are Barazas?	1
1.2 Objectives of Barazas.....	3
1.3 Rationale for Community Needs Assessment and Baseline Survey	3
1.4 Methodology	4
1.5 Study Limitations	8
1.6 Organization of the Report	9
2. COMMUNITY NEEDS ASSESSMENT IN OWN LOCAL DEVELOPMENT PROCESS	10
2.1 National demographic and development baseline indicators	10
2.2 Awareness of Community Participation as a Right	11
2.3 Knowledge of the Local Government Planning and Budget Process	12
2.4 Perception of Local Leaders in Responding to Local Needs	16
2.5 Community level of satisfaction of local service delivery	16
3. CHANGE AGENTS IN COMMUNITY PARTICIPATION AND EMPOWERMENT	18
3.1 Introduction	18
3.2 Who are Change Agents?	18
3.3 Effectiveness of change agents in increasing civic awareness and participation	20
3.4 Main Channels for Information Sharing in Communities	21
3.5 Major Limiting Factors to Community Awareness and Participation	22
3.6 Proposals To Improve Community Empowerment And Participation.....	23
4. ENTRY POINTS FOR COMMUNITIES THROUGH BARAZAs.....	27
4.1 Suitable Information Flow Mechanism for Barazas.....	27
4.2 Who Is Answerable for the Status of Local Service Delivery?.....	28
4.3 Linking Barazas with the District and National Development Processes	28
4.4 Sustainable Feedback Mechanisms for Baraza Outcomes	30
4.5 Proposals for improving linkage between Local demands LG priorities.....	33
5. PERFORMANCE INDICATORS IDENTIFIED AND SET TARGETS FOR BARAZAS.....	35
5.1 Current Organization and Implementation of the Barazas.....	35
5.2 Reporting of Baraza Proceedings	37
5.3 Position of the Baraza Program in OPM Structures.....	38
5.4 Capacity Needs for Barazas Program.....	39
5.5 Risks aand Mitigation Mechanisms for the Baraza Initiative.....	40
6. IMPACT EXPECTED TO BE MADE BY BARAZAs	42
6.1 What Impact Should the Barazas Make?.....	42
6.2 Barazas as a Tool for Measuring Government Performance	45
6.3 Proposal to make Barazas more limpactful	46
6.4 Consultant’s Conclusion	47
7. SUMMARY IMPLEMENTATION MATRIX AND M&E STRATEGY FOR BARAZAs	48
7.1 Implementation Matrix	48
7.2 Monitoring and Evaluation Strategy for Barazas.....	50
APPENDIX 1: COMMUNICATION STRATEGY FOR BARAZAS.....	ii
APPENDIX 1: NATIONAL LEVEL STAKEHOLDERS CONSULTED	v
APPENDIX II: INSTITUTIONS AND PERSONALITIES CONSULTED IN DISTRICTS	vi

1. BACKGROUND

1.1 What are Barazas?

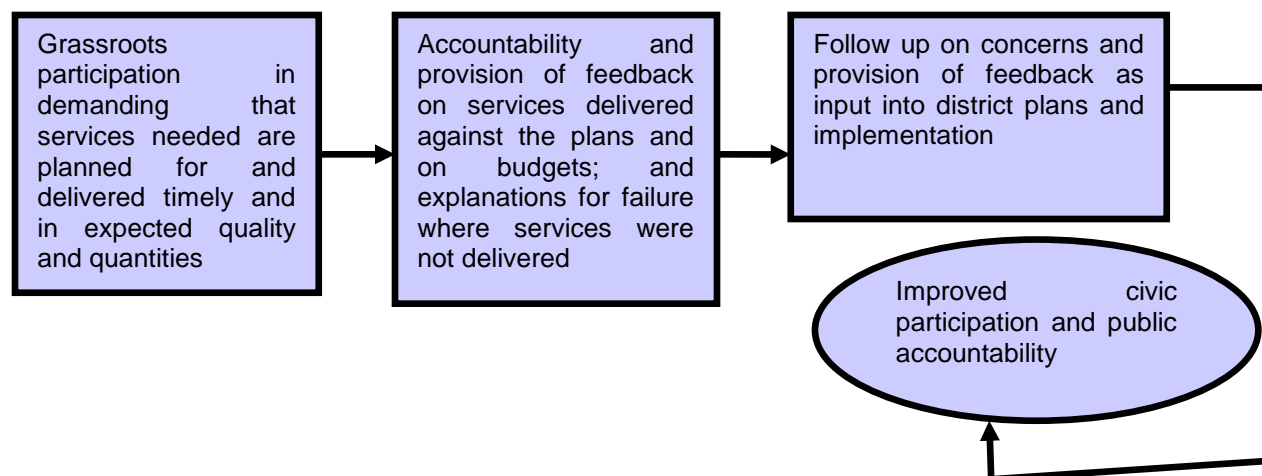
In 2008, the President of the Republic of Uganda directed that, fora known as Barazas be held twice a year in each sub-county, Town Council and Municipality across the country to provide an opportunity for dialogue between District Leaders and local populations on matters of local service delivery. The Office of the Prime Minister (OPM) has since January 2009, implemented the Barazas Program in response to this directive after a Pilot conducted in ten (10) districts in 2009. The Office of the Prime Minister (OPM) is the institution mandated to coordinate and monitor implementation of Government programs and policies; mobilizing all partners at national, district and village levels as well as CSOs to harmonize the supervision of service delivery in communities. In the districts, Barazas are chaired by Residential District Commissioners (RDCs).

Barazas are citizens' advocacy fora that bring together three actors:

- Central Government (policy maker);
- Local Governments/Districts (Public service providers); and
- General public (the communities which are users of public services).

Fig 1.1 below illustrates the conceptualization of the Barazas Initiative. The concept is premised on a community-driven process that holds district leaders accountable and to explain whether resources that were planned to be for local service delivery were availed; results that show for the implementation of planned services and what is being done to improve service delivery in communities as shown on the left part of the diagram. Records from Barazas are sent to the Office of the Prime Minister for overall monitoring of results, while RDCs are obliged to ensure follow up by responsible parties and communication back to the communities on action to be taken (as shown on the right hand side of the figure).

Fig. 1.1: Conceptualization of a Community Driven Accountability under Barazas



1.2 Objectives of Barazas

Overall, Barazas are an effort to improve local service delivery. The initiative is meant to increase transparency with which the public sector carries out plans, to ensure that these are in line with local and national needs/priorities, and that they are being implemented as planned and within the budget across sectors.

1.2.1 General Objective

The overall objective of Barazas is to enhance public involvement in holding the government accountable for services delivery in relation to resources spent.

1.2.2 Specific Objective

The four main objectives of Barazas are:

- i. Establishment of a public information sharing mechanism that provides citizens with a platform to influence government development programs;
- ii. Institutionalize downward accountability to bring about improvement in public service delivery and transparency in the use of public resources;
- iii. Instill home-grown culture of independent citizens monitoring for constructive criticism in a manner that improves public dialogue, understanding and improved services provision; and
- iv. Enhancement of the Central Government's responsiveness to the needs of citizens and public service delivery concerns.

1.3 Rationale for Community Needs Assessment and Baseline Survey

Since its implementation Barazas initiative has made a bold attempt in unleashing civic participation and community dialogue on collective strategies to outstanding challenges/issues that affect service delivery at the grassroots. After the pilot of the Barazas and conducting Barazas in over 88 districts to-date, OPM-M&E saw it fit to conduct a community before-and-after assessment and carry out a baseline survey to identify indicators and set targets for Barazas as a program. This survey provides an accurate status of the communities in terms of knowledge on resources available and spent on public programs in their areas; and also to establish information related to needs of the communities on public programs.

Alongside this baseline survey, a Community Needs Assessment (CAN) has also been held whose main purpose is to enrich the understanding of community engagement and the level of adequacy of public sector response needed to meet community service delivery needs. While combining the community needs assessment and the baseline survey, the OPM through this report aimed at:

- i. Identifying indicators and set targets to be achieved by the Barazas. These will facilitate OPM-M&E in monitoring the exercise by aiding the design of developing and implementing an evaluation plan and improve results in the Barazas;
- ii. Revealing knowledge gaps and allow information sharing exercises to be refined to make them appropriate to the needs of the community;
- iii. Defining a target group(s) based on the findings upon which future similar assessments can be appraised; and

- iv. Presenting a framework that supports information sharing exercises to be evaluated by collecting end-line data related to the awareness of service delivery and in comparison with baseline values.

REEV Consult International - a regional research and evaluation consulting firm based in Uganda was contracted to carry out this assignment. The firm, in March 2012, submitted an inception report showing the methodology proposed to undertake the survey. Indicators and targets set by this baseline were set using the methodology discussed in the next sub-section.

1.4 Methodology

A multi-dimensional methodology was devised for this study and included:

- i. Review of relevant literature that aided drafting on interview questions;
- ii. Development of survey instruments;
- iii. Sampling of study areas;
- iv. Preparatory activities, personnel used and personnel training;
- v. Use of Qualitative and Quantitative approaches to data collection and analysis;
- vi. Criteria for determining baseline output and impact indicators and targets; and
- vii. Draft report and its presentation to OPM M&E Department and its finalized into this final version.

1.4.1 Inception Report

The Inception report answered the following key fundamental issues:

- i. What should the scope of consultations at national and sub-national levels be?
- ii. What elements should constitute the community needs assessment?
- iii. Should the survey be conducted in Barazas and non-Barazas² districts?
- iv. What tools and strategies should be developed to generate needed information?
- v. What literature is already available and can be utilized?
- vi. How will the data be analyzed and synthesized and its quality assured?
- vii. What should be the structure of the study report?

An inception report was prepared with provided a work-plan and refined methodology adopted for this baseline. The report was presented to M&E department of OPM for discussion and incorporation of comments subsequent to its approval rolled on activities in sampled districts.

1.4.2 Sampling

Initially, the proposal by the OPM M&E Department was that since Uganda Bureau of Statistics and other institutions had recently conducted community based assessments and national household surveys, data from these reports would suffice for this study. However, from the review of literature, the consultants deduced that data available did not adequately serve the data needs of this baseline. It became imperative therefore that a detailed survey be conducted with direct focus on the program needs for Barazas initiative. The survey was held in 12 districts which were selected basing on the following criteria:

- i. Districts where Barazas have already been held (7 districts)
- ii. Districts where Barazas have not been held (5 districts)

² Non-Baraza Districts in this case referring to those districts where Barazas had not been held by the time of the study

- iii. Districts designated as 'hard-to-reach' (3 districts)
- iv. Urban Districts with Municipalities (5 districts)
- v. Rural Districts (8 districts)
- vi. New Districts (i.e. districts created after 2005) (3 districts) and
- vii. Districts representing all regions of the country (3 districts in each of 4 regions)

Using the 7-stage criteria above, the following district local governments were selected as presented in the Table 1.1:

Table 1.1: District Local Governments Selected for the Baraza Field Survey

No.	Name of selected District LG	Region	Old District	New District	Hard to Reach District	Baraza	Non-Baraza (at the time)
1	Jinja	Eastern	√			√	
2	Pallisa	Eastern	√			√	
3	Sironko	Eastern		√		√	
4	Lira	Northern	√			√	
5	Arua	Northern	√			√	√
6	Katakwi	Northern	√		√		√
7	Kisoro	Western	√		√	√	
8	Rukungiri	Western	√			√	
9	Sheema	Western		√			√
10	Sembabule	Central		√			√
11	Kalangala	Central	√		√	√	
12	Masaka	Central	√				√

Note: Barazas had not been held in Arua and Masaka by the time of the survey

1.4.3 Selection of Households

The survey reached nearly 1,200 households across the country. There were 96-100 households visited in each of the 12 districts in the table above; Half of these households (600) were in Town Councils/Municipal Councils and the other half (600) in Sub-Counties to meet an urban-rural mix. 288 of all households visited were in districts where the Barazas Program had not been undertaken which provided information that served a correlation effect (as a control group) of the program impact so far. In each of the four main regions of Uganda, 300 households were visited. Selection of the households sample was of statistical significance arrived at using the formulae below.

$$Z^2 \frac{p^2}{d}; \quad N > 10,000$$

Where;

- z=the standard normal deviate
- p=the population of the sample population with particular characteristic under study
- q=1.0-p
- d=degree of accuracy that determine the power of the research

Substituting in the figures in the equation

$$n = \frac{1.96 \times 1.96 \times 0.5 (1.0 - 0.5)}{0.05 \times 0.05}$$

Note that 0.5 is used for the value of “p” because we do not empirically know the proportion of the population now engage in Barazas so it’s a “p” estimate.

$$\text{So; } n = \frac{1.96 \times 1.96 \times 0.25}{0.0025}$$

= 384 Household Respondents (scaled up by 3.2) to generate 1200 household respondents selected in a stratified random sampling technique.

1.4.4 Development of Survey Instruments

The following survey three (3) instruments were designed to aid collection of data at both district and national levels:

- i. A fully structured household questionnaire;
- ii. A semi-structured key informant Guide for district Leaders (mainly RDCs, CAOs, District Planners, District CDOs, Sub County CDOs); and
- iii. A interview guide for more Focus Group Discussions for selected members at national and district levels (especially CSOs, Academia, Media and Private sector).

Household Questionnaires

A complete household-level baseline was designed to provide baseline values unique to this baseline program data needs. The household questionnaire comprised of five parts:

- a) Demographic characteristics of respondents
- b) Information on Barazas (for Baraza Districts only)/ information on community dialogue processes (for Non-Baraza Districts)
- c) Community Needs Assessment
- d) Comments on Decentralized annual planning, budgeting; and
- e) Recommendations for successful implementation of Barazas Program.

For the purposes of attribution of the extent to which the Barazas Program has so far improved community participation, a different set of questions were designed for households in districts where the Barazas Program had not taken place. In every household, a household head was the targeted respondent/ or a member of the household who could adequately respond to questions in the survey. Selection of respondents was done cognizant of a need to meet the required gender, urban/rural and elite/non-elite and age differentials to eliminate technical bias.

Key Informant Questionnaires

The survey targeted key informants both at the national and national levels. This report is an output of a highly consultative process at both at the Central in selected districts. At the national level consultations were held with the following institutions:

- i. The Monitoring and Evaluation Department of OPM;
- ii. Ministry of Information and National Guidance;
- iii. Ministry of Finance Planning and Economic Development;
- iv. Ministry of Local Government;
- v. Ministry of Gender, Labour and Social Development;
- vi. Uganda Local Governments Association;

- vii. Urban Authorities Association of Uganda;
- viii. Local Government Finance Commission;
- ix. National Planning Authority;
- x. United Nations Development Program;
- xi. Uganda Bureau of Statistics;
- xii. The National NGO Forum; and
- xiii. DENIVA.

Other discussions were held with the following stakeholders:

- i. Media (both electronic and print media houses);
- ii. Academia;
- iii. Faith Based Organizations;
- iv. Selected members of the civil society in the area of good governance; and
- v. Private Sector Federation of Uganda.

This report draws a lot from information shared by the above institutions from which respondents made contributions on how best the Barazas program can be implemented in a manner that produces the highest impact. In the districts the key informants included the following:

- i. Resident District Commissioners (RDCs);
- ii. District Chief Administrative Officers (CAOs);
- iii. District Planners;
- iv. District Community Development Officers;
- v. Sub Country Chiefs;
- vi. Sub County Community Development Officers;
- vii. District Chairpersons of the NGO forum;

Focus Group Discussions

Other key district personalities were met during Focus Group Discussions. A discussion checklist of questions was pre-designed to serve the baseline survey information needs. Questionnaires used are annexed to the report.

1.4.5 Qualitative and Quantitative Approaches

The survey deployed both qualitative and quantitative data collection approaches to collect data from both households and key informants. While the household data provided primary quantitative data upon which baseline values have been determined, qualitative information was used to strengthen the numerical analysis and explain why out-coming statistics were as thus. Data from key informants that was mainly qualitative provides the illustration of key aspects of community needs assessment and program recommendations in this report. No one source of data or method was allowed to dominate the analysis process. All data has been tested against the standard data quality standards to assess its credibility. Where appropriate, an informal weighting system was used to qualify findings with national level survey data of the Uganda Bureau of Statistics and Ministry of Local Government but still with reliance on meticulousness while drawing conclusions.

1.4.6 Criteria for setting baseline output and impact indicators and targets

Setting of baseline targets has been based on a three-step criterion

- i. Indicators and related targets that depicts progress or the lack thereof on key program performance (coverage, attendance, quality of attendance etc);
- ii. Indicators and related targets based on the impact Barazas as an initiative will strive to achieve in the medium term (e.g. improvement in community participation, feedback sessions to communities etc) and
- iii. Indicators and related targets on the program actors themselves (e.g. performance of RDCs OPM and other institutional players).

Setting of targets has not been conducted to follow a statistical trend (or growth in percentages) but rather *an ambition of logic* premising on current performance compared to what would be desirable in the medium term. For example, percentage of current awareness of the district planning and budget process may not be due to lack of Barazas per-se but with Barazas taking place in sub-counties, increase in the levels of awareness should ordinarily increase to an extent. Other targets have been set basing on the study on Client Charters and the Baseline Survey for the Local Government Management of Service Delivery Program (LGMSD) on projects currently on-going under the Ministry of Public Service (MoPS) and Ministry of Local Government (MoLG) respectively whose approach has already been proven to in presently in implementation.

1.5 Study Limitations

The survey was largely successful although the Consulting team faced the following minor limitations that, however did not compromise the output of the baseline:

- i. Barazas is a new concept and a new Program. It therefore required that researchers to undertake the survey took sufficient time to understand, articulate and contribute innovative approaches of how best to undertake this survey. Added to this, it was evident that not most officials in government or private sector know or ever-heard of the Program. It was therefore difficult to engage some respondents around the questions pre-designed for the survey;
- ii. Like has already been alluded to in this chapter, while there is household survey data that UBOS generates every two years, there is still a general lack of data on community socio-economic trends and continues to be a limitation for studies of this nature;
- iii. Due to failure to meet all local service delivery needs, some members in selected communities were 'resentful' and held a negative view of participatory local development. Some respondents in this category refused to provide information. There were instead more inclined to point to service delivery challenges and cases of corruption rather than put forward recommendations for improvement, which were noted as well.

1.6 Strategies Adopted to Address the Study Limitations

Conducting the baseline in both Baraza and Non Baraza districts helped the research team to draw critical comparisons and were able to improve gradually their research

approaches and techniques especially after pre-testing the questionnaire before the field work. Undertaking a household survey specifically for this baseline report was a very important contribution to the survey because it provided unique data based on key tenants of the Barazas Program. However, UBOS data also assisted in triangulation of data and its further comparison and analysis. Consultants sought proposals from respondents on how ideally they would perceive to be critical success of such an initiative. Premised on this approach, questions asked received feedback that aided the presentation of proposals for innovation to a success level more than what the Consulting team had earlier envisaged.

1.6 Organization of the Report

This report is based in mainly two parts: On one part is a community needs assessment showing the current level of engagement between communities (receivers and users of local services) and policy makers (providers of public services); information sources on public service delivery, mechanism of civic participation and the current level of feedback mechanisms between leaders and communities they serve among other elements. The other aspect of the report is on baseline indicators and set targets.

The report is presented in seven (7) sections: This section one (1) presents the background and conceptual presentation of the Barazas initiative and the methodology that was devised to generate this baseline report; section two (2) demonstrates the status of community awareness of public service delivery; section three (3) shows change agents presently supporting community participation in the district development process; section four (4) highlights current local community mechanisms to influence trends in local service delivery. Section five (5) is on indicators identified against set targets for Barazas while section six (6) is on impact indicators to measure the impact Barazas should have achieved after phases of implementation; and report concludes with section seven (7) presents a performance monitoring matrix that summarizes indicator and target values for the program.

In addition to this the report presents a Communication Strategy to popularize the Barazas program as a substantive output of this Baseline Report presented as Annex 1. The report presents annexes that show stakeholders who participated in this exercise, literature that was reviewed and the study Terms of Reference.

2. COMMUNITY NEEDS ASSESSMENT AND PARTICIPATION IN OWN LOCAL DEVELOPMENT PROCESSES

2.1 National demographic and development baseline indicators

According to Uganda's Poverty Status Report, May 2012, 7.5 million Ugandans are categorized as 'absolutely poor'³ constituting 24.5% of the population. As far as the level of literacy is concerned, while enrolment is currently high (at 96%) for primary education due to the implementation of the Universal free primary education, actual completion rate of primary education is low at 54% depicting a high dropout rate. (constituting mainly of the girl child). Below is an illustration of some of the key socio economic development indicators for Uganda.

Table 2.1: Key selected development indicators

Selected Development Indicators	2005/2006	2009/10
Population (numbers in millions)	27.2	30.7
GDP per capital (US Dollars)	349.8	523.1
Employment to Population Ratio (%)	70.3	75.4
Literacy rate (%)	77	73
Poverty incidence (% below poverty line)	31.1	24.5
Employment within an area of specialization (%)	-	28
Population using private clinics for treatment (%)	44.9	42.6
Population using Government Health centers (%)	21.5	24.7
Households with at least one mobile phone service (%)	16.7	46.3
Households demanding financial credit with security (%)	10.4	17.4
Average distance from home to health Centers (Kms)	5	4.6

Source: Uganda National Household Survey 2009/10; Ministry of Finance Statistical Abstract 2012

The above statistics portray that most of Uganda's population is poor albeit some slight improvements in most indicators. The majority of the population is reliant on subsistence agriculture; a poor non-cash financial sector, hence; the inability for the majority of Uganda's population to access financial credit for investment in productive ventures. The preference for private clinics points to the low level and /or poor quality of service provision at health centers. A significant proportion of the population engaged traditional health seeking behavior. While literacy levels are high, employment of Ugandans in areas of specialization is very low which emanates from the mismatch between what the education system provides and the kind of skills demanded by the labour market. With almost half of Uganda's households in possession of at least one mobile phone; mobile telephone services provide a bonus for community mobilization for development programs.

³ Living below \$1 a day

Statistics also show that Uganda is a rapidly urbanizing country with more and more people leaving the country-side to reside in trading centers, town councils, municipalities and cities. As the population migrates to urban areas, the demand for urban services will rise. This is an important development indicator for Barazas program to note. As shown in the table below, Uganda has one of the fastest urbanizing rates in the region.

Table 2.2: Rate of Urbanization of Uganda Compared to Countries in the Region

Country	Level of Urbanization	Growth Rate (2005-12 estimate) per annum
Uganda	13%	4.4%
Kenya	22%	4%
Tanzania	25%	4.2%
Rwanda	18%	4.2%
Burundi	10%	6.4%

Source: UN Migration Status Report, 2010

2.2 Awareness of Community Participation as a Right

Every Ugandan has a right to participate in own community development process. Unless people are empowered to know their rights, upward and downward accountability will remain hard to achieve. While a bigger cross-section of the population (91%) is knowledgeable of their right to demand for local public services in their communities, about 9% of the respondents to the survey are neither in the know of their rights nor aware that they can demand local services as shown by the table below.

Table 2.3: Right to Demand for Information about Services Provided

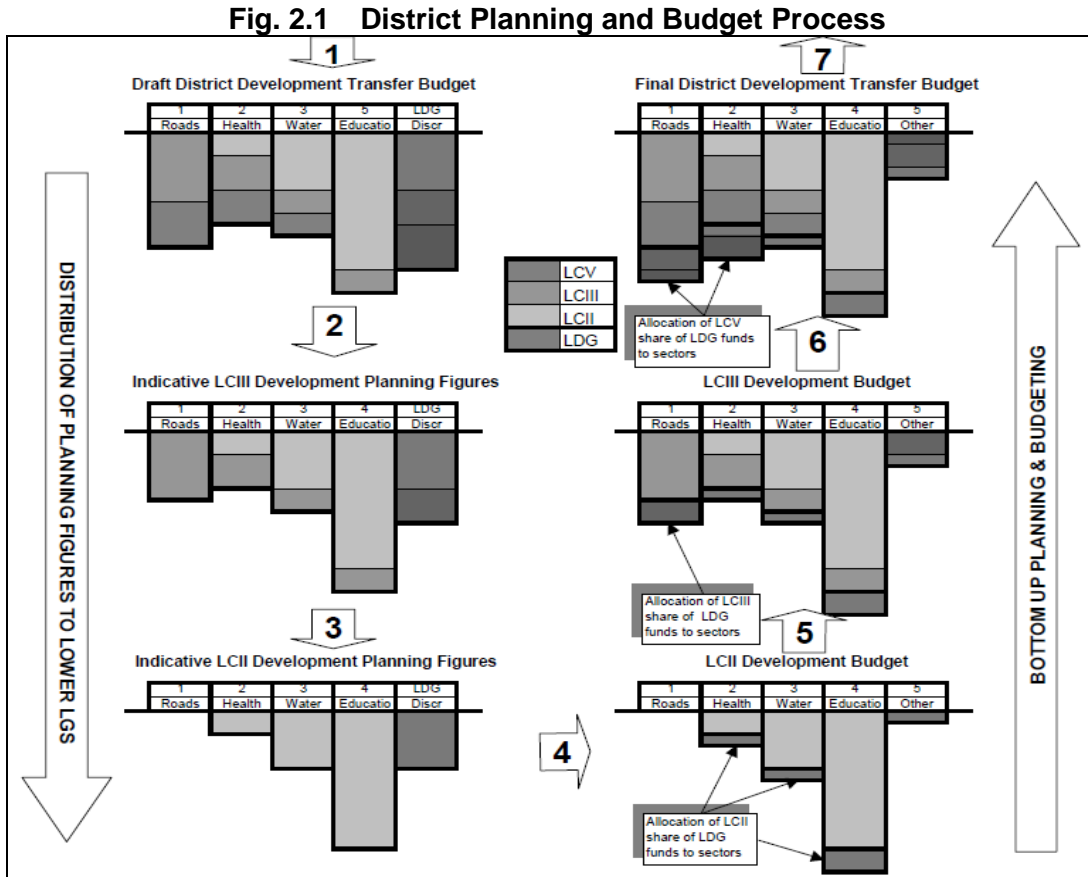
Response	Baraza Districts	Non-Baraza Districts	Overall
Yes	90.7	92.2	90.5%
No and/or Do not know	9.3	7.8	8.5%
Total	100	100	99%

Source: Survey Data June 2012

The Table 2.3 demonstrates that almost one (1) in every ten (10) Ugandans still do not know that they have a right to demand for local services. This underscores the need for intensive sensitization of the communities to improve their awareness about their rights and service delivery issues. It is only when the communities are adequately informed that they will feel empowered to participate in own development. The table reveals a higher level of knowledge of rights to participate that is higher in non-Barazas districts (although slightly) than Baraza districts due to the fact that more respondents were in the latter category. It is important that in the initial stages of implementation of the Barazas that a right-based approach is adopted to sensitize the population (both urban and rural communities) of their rights to demand services.

2.3 Knowledge of the Local Government Planning and Budget Process

The institutional framework for decentralized planning in Uganda features in various development planning guidelines. Right from village level structures to the national level, the process is elaborate and supported by Section 46 of the Local Government Act 1997, and elaborated in Fig 2.1 below.



Source: Fiscal Decentralization Strategy 2002.

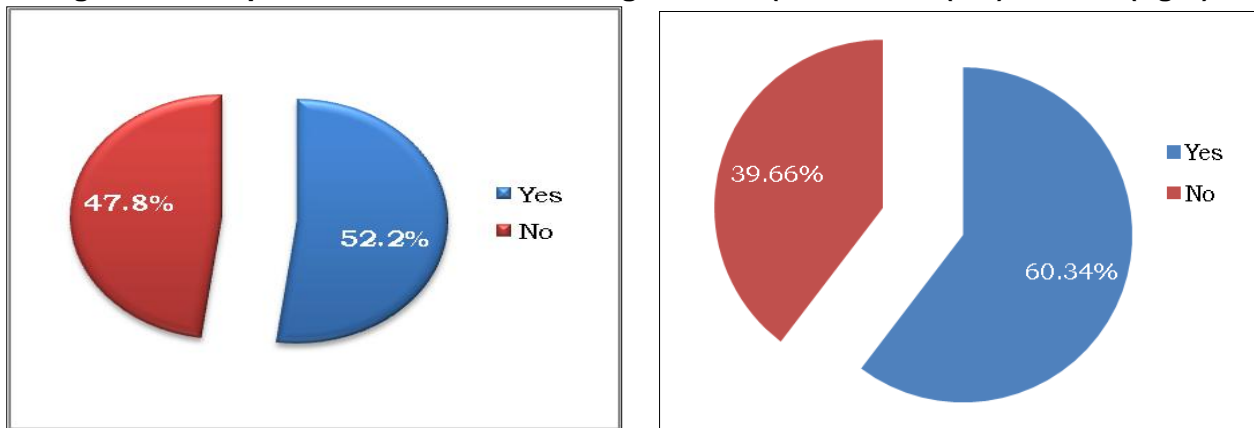
The figure illustrates that Village Councils bring together all community members in the village to discuss and identify problems and needs and the village committees are guided by the Parish Council that makes the final decision about priorities after a basic appraisal process. A Parish Development Committee comprises of 5 members of selected by LC II, 2 representatives from each village and the Parish Chief who together with LCII Chairperson are ex-officio in membership. Parish priorities are submitted to Lower Local Government where the Sub-County Executive Committee elaborates these priorities into sector briefs called sector plans after concretization by the Investment committee (usually constituted by retired civil servants and representatives of communities) and the Technical Planning committee composed of the Sub county chief, Sub Accountant and all extension staff in the Sub County. All Sub country plans feed into the District Planning Process that culminates eventually into the District Development Plan. Like at LLGs, the district has the District Executive Committee and Sectoral Committees who with the support provided by the District Technical Planning

Committee present to Council the district priorities, plan and budget certifying investment projects and elaborating work-plans and BFP to be submitted to the Central Government.

2.2.1 Level of participation in the planning process

The survey showed that the level of participation is very low (52%); with 47% stating that they have never participated in the process. Deducing from the charts (on the next page) in Fig.2, between 52% and 60% of the people are participating in the local planning process while 40-47% are currently not engaged in the planning process. Because interviews were held in areas where Barazas had been held, the level of participation was slightly higher (60.3%) compared to 52.2% in non-Baraza districts.

Fig 2.2: Participation in the Local Planning Process (non-baraza (left) Baraza (right))



Source: Survey Data June 2012

The focus of the Barazas program therefore will need to be put on supporting a grassroots population that increases local participation in their own planning and budgeting processes. Chapter 4 of this report highlights entry points that the program can utilize to achieve progressive participation of communities in the budget and planning process.

Reasons for the low Local Participation in Planning and Budget Process

All LGs visited during the study reported that due to inadequate local revenues, LLGs have not been able to submit their development priorities to be consolidated in the district or municipality development plans in a manner that is as comprehensive as would be desired. This state of poor planning has been identified by the MoFPED as “a significant bottleneck” responsible for poor absorption of funds in local governments. A study conducted by Local Governments Finance Commission (LGFC) in 2009 to assess the HLGs and LLGs financial capacity to implement a participatory budgeting system disclosed a 22% gap in financing of the budgeting and planning process as elaborated by the Table 2.4 on the next page.

Table 2.4: Gaps in Financing of Planning and Budget Process in a District

Planning and Budget Process	Costs in UGX for a typical LG in a FY	% funded by LG	Funding Gap (%)
Community Consultation	3,967,583	56%	44%
Compile LLG Development Activities into DDP ⁴	5,177,025	94%	6%
Examination of Draft Budget Framework	3,308,167	83%	17%
Holding of National Budget Conference	2,585,833	67%	33%
Regional Local Government Budget Framework Paper Workshops	2,868,813	88%	12%
Set Inter-sectoral Priorities and Fix Inter-sectoral Allocation	3,588,375	90%	10%
Prepare and Circulate Budget Call Circulars	1,576,458	59%	41%
Identify LLGs Investments and Prepare Development Budgets	1,833,333	60%	40%
Compile LLG Development Activities into DDP	5,177,025	90%	10%
Review Development Plans	857,917	64%	36%
Examination of Draft Framework Paper	3,308,167	94%	6%
Holding of Budget Conference	4,840,417	80%	20%
Incorporate input from Budget Framework Paper	674,167	76%	24%
Approval of Budget Framework Paper and Draft Budget	3,986,250	86%	14%
Overall Monitoring	4,000,000	80%	20%
Total	67,750,030	78%	22%

Source: Survey Assessment of Financing of Planning Processes, December 2009

According to the table above, financing of activities during community consultations exhibits the highest financing gap of (44%) followed by the related stage of preparing and circulating budget calls as well as the process of identification of investments and preparation of development budgets at Lower Local Governments.

2.2.2 Avenues of Community Participation in the Planning and Budget Process

In both Baraza and non-Baraza districts covered by the survey, village meetings are overwhelmingly (85%-89%) the main channel through which communities participate in the planning and development process in table 2.5 on the next page. Very few participate at the sub-county or town council levels. By taking the Barazas to the grassroots means that the Barazas has accurately targeted the majority of the population much as meetings are being held at the Sub county level.

⁴ District Development Plan

Table 2.5: Ways through which people participate in the planning process

Channel of participation	Baraza Districts		Non Baraza Districts		Total
	%	Frequency	%	Frequency	%
Village Meetings	84.6	447	89.61%	138	87.1
Sub County Budgeting Process	14.2	75	7.79%	12	10.9
Other Discussions	1.2	6	2.6%	4	1.9
Totals	100	528	100%	154	99.9%

Source: Survey Data, June 2012

This partly explains why participation at the sub-county level is much higher in Barazas than the non-Baraza districts. However some respondents requested that Baraza be held at the village level since not all members in a sub-county may be unable to attend the current meetings due to inability to travel from long distances in villages and parishes.

2.2.3 Provision of Feedback by District Authorities to communities

Insufficient feedback about planned and provided services is a largely responsible for the current level perception and dissatisfaction with the prevailing level service delivery. Respondents were asked if they were provided with any sort of feedback on services planned for, that eventually got prioritized; and are to be implemented. When asked if any public official had ever (at-least once) organized an event to explain the local services that are prioritized for implementation after the planning process. Findings in Table 2.6 show that 67.6% of the respondents report that feedback on planned local projects is never provided compared to only 32.4% who had ever received feedback at least one a year.

Table 2.6: Providing Feedback on Planned Priorities

Feedback was provided on planned local projects	No. of Responses	Percentage
Yes	221	32.4%
No	461	67.6%
Totals	682	100%

Source: Survey Data June 2012

During Focus Group Discussions, it was noted that there is inadequate funding for councilors to sufficiently engage the population to participate in the decentralized planning process. Information sharing in this regard is limited. Most of this funding is part of local revenue in districts which has declined since the suspension of Graduated tax after the 2005/06 financial year. Councilors and politicians at the lowest levels of government do not have sufficient facilitation to mobilize communities and pass on information regarding planning process in particular and public service delivery system in general. This has crippled local participation in the planning and budget processes.

2.4 Perception of Local Leaders in Responding to Local Needs

Under the survey it was important to ascertain the extent to which local population felt that leaders are responsive to their needs. This was meant to qualify the extent to which masses felt that the current planning and budget process is beneficial and that communities felt engaged. On the other part, the survey aimed to ascertain the perception of responsiveness to their local leaders (to whom they often attribute the status of service delivery). The survey revealed that only 35% felt that district and local leaders are responsive to their needs while 65% disagreed. This is a demonstration that the majority of Ugandans feel discontented by the level of responsiveness of their leaders to their local needs as shown by the table below:

Table 2.5: Perception of district leaders' responsiveness to local needs

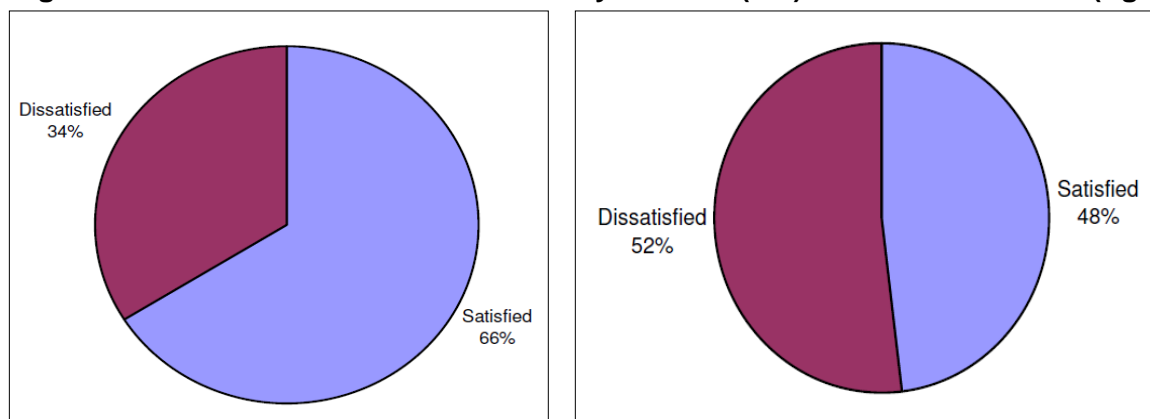
Local leaders responsiveness to local needs	Percentage
Agree	35%
Disagree	65%
Totals	100%

Source: Survey Data June 2012

2.5 Community level of satisfaction of local service delivery

It was important for the baseline to draw from similar studies that have recently been conducted on community needs assessment. One of such studies is the Baseline for Local Government Service Delivery Program (LGMSDP). This program is a successor to Local Government Development Program (LGDP) that was implemented between 2000 and 2007 in two phases LGDP I and II. In Figure 2.3, the report highlights the level of satisfaction with delivery of public services in health, agriculture, roads and water which are the sectors of focus for the Barazas program.

Fig 2.3: Level of satisfaction with delivery of water (left) and health services (right)

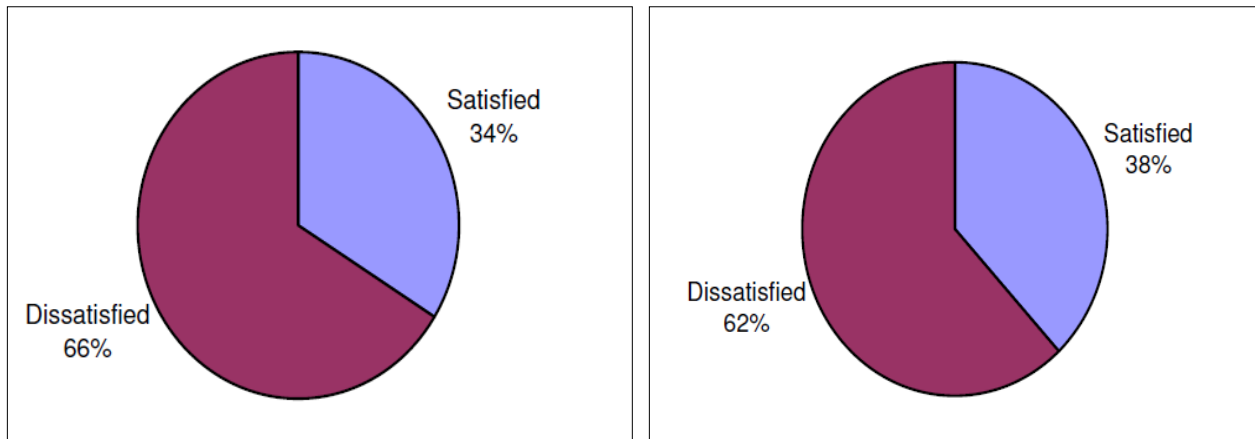


Source: LGMSD Baseline Report 2008

As can be seen from the figure above, 66% that represented 27 out of 41 communities reported satisfaction with provision of water services. However, in the health sector, the level of dissatisfaction was higher at 52% compared to those satisfied with health

service provision. The same survey presented below (Fig 2.4) the levels of satisfaction with the agriculture and road infrastructure projects.

Fig 2.4: Level of satisfaction with delivery of roads (left) and agriculture projects (right)



Source: LGMSD Baseline Report 2008

The LGMSD Baseline report highlights poor quality of work as the main reason for community dissatisfaction with the state of community roads while most of the 34% satisfied with road infrastructure made reference to the general improvement in the high-way roads across the country. Of particular concern was the poor quality of feeder and community roads in districts. High levels of dissatisfaction were also manifested in the health sector with complaints mainly around low supplies of drugs both in quantity and frequency as well as the low staffing of health units that have been set up in districts.

3. CHANGE AGENTS IN COMMUNITY PARTICIPATION AND EMPOWERMENT

3.1 Introduction

Findings of this survey indicate that while over 90% of the population understand the responsibility technocrats and politicians have to ensure local service delivery issues, awareness on how to exercise those rights remains dismal. It was particularly noted that people do not know exactly to whom; or where, to address their demands. This state of affairs affected the way they exercise their rights; hence, this limited knowledge of how to exercise their rights was identified as a substantial gap towards achievement of the objectives of decentralization. It is only when the communities are adequately informed that they will feel empowered and competent enough to demand for their rights. The findings further show that the understanding that exists can be attributed to a number of factors that have played the role of change agent in the communities in question.

3.2 Who are Change Agents?

The essence of decentralization as a system of governance is to empower Local Governments to become agents of socio-economic and socio political change. It is a policy aimed at enabling ordinary citizens to have input in their own governance by way of participating in their own service delivery processes. As Ian Martin⁵ observes, “Local Governments themselves are too big to change themselves.” The changes are brought about by factors that play the role of change agent. The change agents manifest in several forms including personalities, organizations and institutions that champion justice and reform in policy systems formulation and implementation. The following were identified as change agents that had impacted; or could impact the communities that were sampled during this survey:

- i. Non Governmental Organizations;
- ii. Local FM Radios
- iii. Faith Based Organizations (including churches and mosques);
- iv. Entertainment Personalities (especially among the youth); and
- v. Significant others’

3.2.1 Non-Governmental Organizations

The civil society has played a significant role in service delivery, filling gaps by actually providing the services where government systems either failed or did not reach. More importantly, NGOs are viewed as “a voice for the voiceless” pointing out injustices in service delivery where they exist and awakening the communities to be aware of their rights as well as encouraging them to go ahead and assert those rights. In many of the districts surveyed, the NGOs are organized under District NGO Forum in every district and were highly commended by the communities for the services they render. Many of the communities interviewed confessed to being more aware of their rights; ‘thanks to the role of NGOs’. Program coordinators of NGOs who were interviewed for this survey confirmed their role saying that NGOs were focusing on promoting civic awareness

⁵ Ian Martin (1988) “The Leviathan Monster called the Public Sector”

especially among the already established groups so that people are aware of their rights; are able to demand for services; and are able to hold public officers to account.

3.2.2 FM Radio Stations

There is evidence that the emergence and proliferation of FM radio stations⁶ across the country especially between 1998 and 2008, created a powerful avenue for information sharing and debate. This has greatly changed people's lives in that information spreads over large areas faster facilitating easy communication. Broadcasting in local languages understood by the communities is one of the main strengths of these FM radios:

Box 3.1

“Many government officials were turning to radio to discuss pertinent issues. The survey findings show that the non-formal initiatives were very effective and popular. The procedures are fully participatory; people freely discuss and collectively decide on the action to take. This makes them (the initiatives) very popular as all the stakeholders contribute to the decisions reached”. RDC Kisoro

In addition, the programs focus on local issues that concern people's daily lives. The effectiveness of FM radios has been enhanced by the mobile telephone that, within the same period became a common possession among the members of the local communities (according to the Uganda National Household Survey 2009/10⁷; one in every two households possess a mobile phone). This coincidence made it possible for people to exchange views and debate political and socio-economic matters affecting them as citizens and their community more easily and more regularly. Consequently, radio has become the alternative platform where people, as service users, directly interface with public officials as providers of the services. Hence; call-in programs are a popular feature on all local radio stations. The result has been improved awareness and increased knowledge of both political and service delivery issues.

3.2.3 Faith Based Organizations

There is no institution in the world that interacts more frequently and massively with the population than religious institutions. Churches and mosques on a regular basis meet millions of people every week across the country. Religious leaders tend to possess a high level of social attachment with their masses which makes them benefit from high listenership and respect for information they communicate. In most communities, priests and sheiks are more respected and listened to than politicians or technocrats. They are highly trusted by their followers. This is in contrast to public officials whose reputation has been maligned by accusations of corruption and embezzlement of public funds. In communicating with the masses, faith based organizations and religious institutions were therefore identified as important avenues that Barazas can utilize in putting messages across, since they are bound to benefit from a highly receptive audience.

⁶ There are about 244 FM Radio stations in Uganda licensed by Uganda Media Council

⁷ Ministry of Finance Statistical Abstract 2012

3.2.4 Entertainment Personalities

For a cross section of the young people (defined by the Population Secretariat as Ugandans aged 12-24 years), musicians, sportsmen, dramatists and other entertainment personalities are highly rated as effective agents of change. For example, many private sector actors mindful of this fact hire out musicians to perform at exhibitions, trade fairs and product launches to attract the youth to their products. This popularity makes these entertainment personalities key channels for targeting the young people. Use of music, arts and drama in putting forward messages to the public is a practice that is used in many countries; for example, in India, personalities in performing arts are used on campaign trails and some have become prominent politicians as a result. These practices can be very vital in drumming support for programs. This survey therefore identified this means as effective avenues the Barazas initiative can utilize especially when announcing upcoming programs or providing feedback on progress that has been made. They tend to be more effective than public functions or notice-boards which come short in capturing the imagination of the public. Working arrangements with entertainment personalities can be organized on a case by case basis or under a Memorandum of Understanding (MoU).

3.2.5 Significant Others

There are individuals in communities who have distinguished themselves as change agents. They are highly respected and trusted by the people; hence, provide a unique opportunity for the Barazas Program. Such individuals include:

- i. Retired civil servants who occupied offices in high levels of public service;
- ii. Retired and serving Priests, Sheiks and Bishops;
- iii. Retired Head Teachers;
- iv. Distinguished personalities such as former Members of Parliament (MPs) in private life;
- v. Successful business personalities but also very active in private life;
- vi. Retired professionals such as Doctors;
- vii. Traditional chiefs but no longer active in the public life; among others.

Findings from this survey show that in the districts where the Barazas have been held, such significant personalities have been called upon to mediate Baraza events. The participants in some focus group discussions during this survey noted that such personalities are more trusted to handle issues that arise at Barazas as an extension of the mediation role they are presently playing in their communities. The argument for confiding in them is that they are an effective bridge because they know the public service delivery systems on one hand; while on the other hand; they also know what people want since they are part of the community. They can therefore use that experience and knowledge of public affairs with full confidence of the people to handle community affairs on their (community) behalf.

3.3 Effectiveness of change agents in increasing civic awareness and participation

Table 3.1 shows the rating of the levels of effectiveness of community change agents in shaping civic awareness and participation.

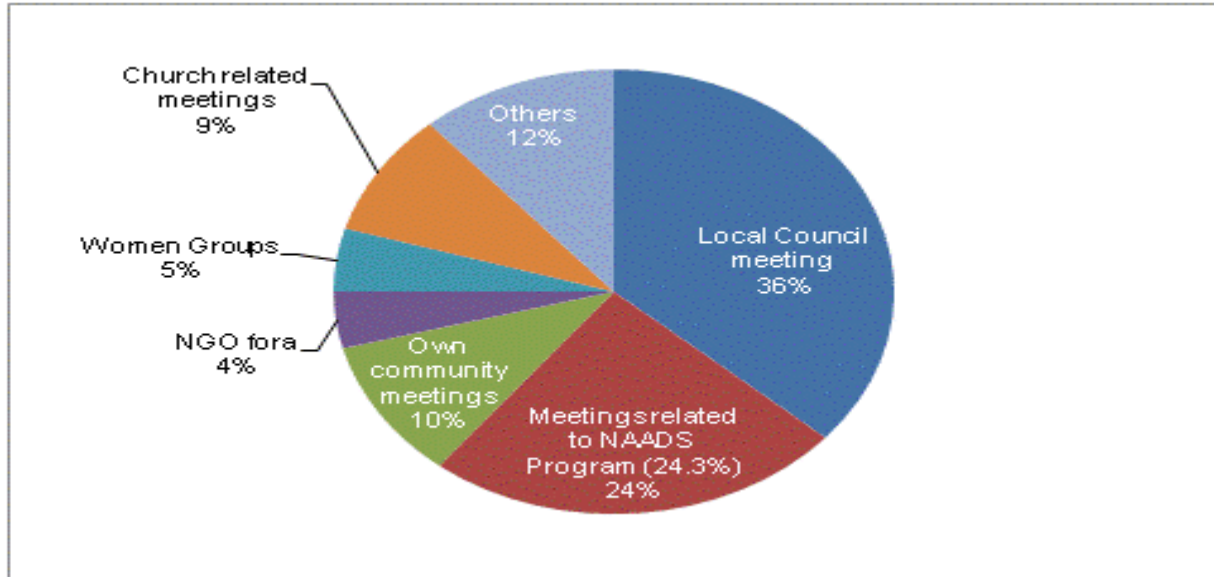
Table 3.1: Effectiveness of Identified Change Agents in Communities

Change Agents	Key aspects about their Effectiveness	Rating
1. FM Radios	Highly effective in communicating through radio talk-shows in a call-in question and answer format. Also very important avenue for passing on information	Very High
2. 'Significant Others'	Most preferred to moderate actual Baraza events	High
3. Faith-Based Organizations	Highly effective in communicating to masses especially about their rights to participate in community initiatives including the Barazas	High
4. Non-Governmental Organizations	Highly effective in communicating to masses especially about their rights to participate in community initiatives including the Barazas	Medium
5. Entertainment Personalities	Very useful in popularizing the programs through performing arts at fora that bring the youth together. Also can be most effective in passing on information about upcoming Baraza events.	Medium

Source: *Survey Data June 2012*

3.4 Main Channels for Information Sharing in Communities

Findings from this survey identified five main channels for sharing information among communities that were surveyed. Table 3.2 (below) shows the various information sharing platforms in communities. According to these findings, Local Council meetings were the most used forum. It is also important to note that government projects such as NAADS were active fora for information sharing. The most active fora were: local Council meetings organized by Lower Local Governments; Information related to NAADS Program; Own community meetings; NGO fora and community women groups. The five channels combined constitute over 79% of all communication mechanism. This is very important information for the Barazas program as it guides the organizers on the relative effectiveness of fora to utilize for purposes of mobilizing or disseminating the information about the initiative. While in most districts the structure of community meetings and financing for this activity is dismal, local community meetings are the official formal fora for discussing service delivery related issues. However, a number of key informants informed this survey that people progressively preferred non-formal initiatives where they could discuss their concerns without the “formalities” of the council meetings.

Fig 3.1 Most Used Means for Public Information Sharing

Source: Household Data on Baraza Baseline Survey 2012

The findings show that the main reason for the popularity of the NAADS program lies in its design. Since most of the people are engaged in farming, NAADS Farmer Institutional Development Program reaches almost all households in the country. This program provides for regular meetings where beneficiaries discuss progress of their projects under that program. In many of the survey districts, NGO Forums (4.04%) were reported to be particularly becoming a vibrant channel frequently used for sharing information. According to the CDO Arua, it is largely because of the role the NGOs are playing mobilizing the people and providing underprivileged communities with advocacy services. They have come to trust them more than government agents who make promises that in many instances are never kept.

It is also important to note the significance of locally organized meetings (10.2%) which are presently the third most recognized forum for community dialogue. For example, in Kisoro, the CDO informed the survey that the '*emiryango*' are mandatory for all adult members of a given community; and even have powers to impose fines on members who do not attend. This has raised the level of community participation in such fora. This is in contrast to the council meetings where, though people (non-councilors) may attend; they are not allowed to contribute to the debates. Churches and mosques command a large following in communities. They present an avenue through which information on Barazas can be shared by working with religious leaders of the different faiths to mobilize and communicate development messages. According to the survey, 9% of the respondents referred to church meetings as the main source of sharing information and own views of local development.

3.5 Major Limiting Factors to Community Awareness and Participation

According to the findings from the survey especially from Focus Group Discussions (FGDs) with selected community members, there are four major factors that are still limiting community participation and consequently their awareness and role in their own local development processes:

a) Limited Knowledge of Human Rights

As has been alluded to in this report about 10% of the population is unaware of their rights to demand local services that are ought to be provided by Government. It was also evident that much as the majority was aware of their rights, they do not know how to exercise these rights. However, civil society has supplemented media efforts in building civic competency; they mobilize and educate the people about their rights and encourage them to demand for services as part of their rights. They, as the link between government and the people tirelessly point out gaps in service delivery; and step in to provide those services when government shows no response. Because of this closeness, the people have come to trust them thereby increasing their awareness.

b) Poor Communication and Low Levels of Mobilization by Political Leaders

Lack of formal community fora for discussion of public concerns has compelled people to resort to informal platforms where community members discuss their concerns. These gatherings/meetings/fora are not formal in that most of them do not follow a specific schedule and regularity. Findings show that most people do not attend formal planning meetings partly because they cannot follow the proceedings. The atmosphere is so formal that it scares away people although everybody is free to attend such meetings. That is largely the reason communities are excited about the Barazas. It is the ineffectiveness of the formal fora that has prompted the disinterested members to evolve informal platforms for discussion and exchange of information on their own community concerns. The RDC Kisoro, agrees that there is limited interaction between the public sector managers and the communities because there are limited formal platforms for interaction. In his view, although the local government system provides for meetings at the sub county level, the meetings are not effective.

c) Skepticism about the Objectives of the Public Programs

There is apparent widespread resentment among the communities for public officers. This resentment emanates from the presumption that they (public officers) are corrupt. However, according to findings of this survey, this is largely a result of insufficient information. Programs of this kind (Baraza) provide the opportunity to share information upon which better decisions can be made. Respondents to this survey contended that if such interaction could be more regular and more participatory, the service users would change their attitude towards the technical officers. On the other hand, compelling public officers to interface with the service users would make them more responsive to people's concerns as people get an opportunity to take a collective stand on certain issues and through that acquired empowerment, assert themselves and make demands.

3.6 Proposals To Improve Community Empowerment And Participation

a) Strengthen the Office of Community Development Officers (CDO)

The Community Services Department is instrumental in this arrangement. The department has a network of parish chiefs and community facilitators (among them village health teams and functional adult literacy facilitators), who are trained to mobilize people to participate in community based initiatives. CSOs were also reported to have

been incorporated in the same network. Community Development Officers (CDOs) based at the Sub county level coordinates these activities including discussion of government programs on issues that affect them. If the CDOs are to be utilized in implementing this program, the office will need more capacity in terms of human resources and finances among other facilitations.

b) Utilize the Media more Effectively

All districts that were sampled received transmission from at least one local FM station. This survey found that the FM radios have been very effective in reaching the population and not only providing the citizens an opportunity to share information but also a chance to voice those concerns. The most relevant programs are those where the radio station invites and hosts a public officer to explain government programs. The challenge however, is that the implementers have to work with the radio programmers to dedicate more airtime to progressive programs on matters that affect and develop society than being more inclined to provide free to air entertainment for their listeners.. Where necessary, RDCs should buy airtime play on these FMs to popularize the program.

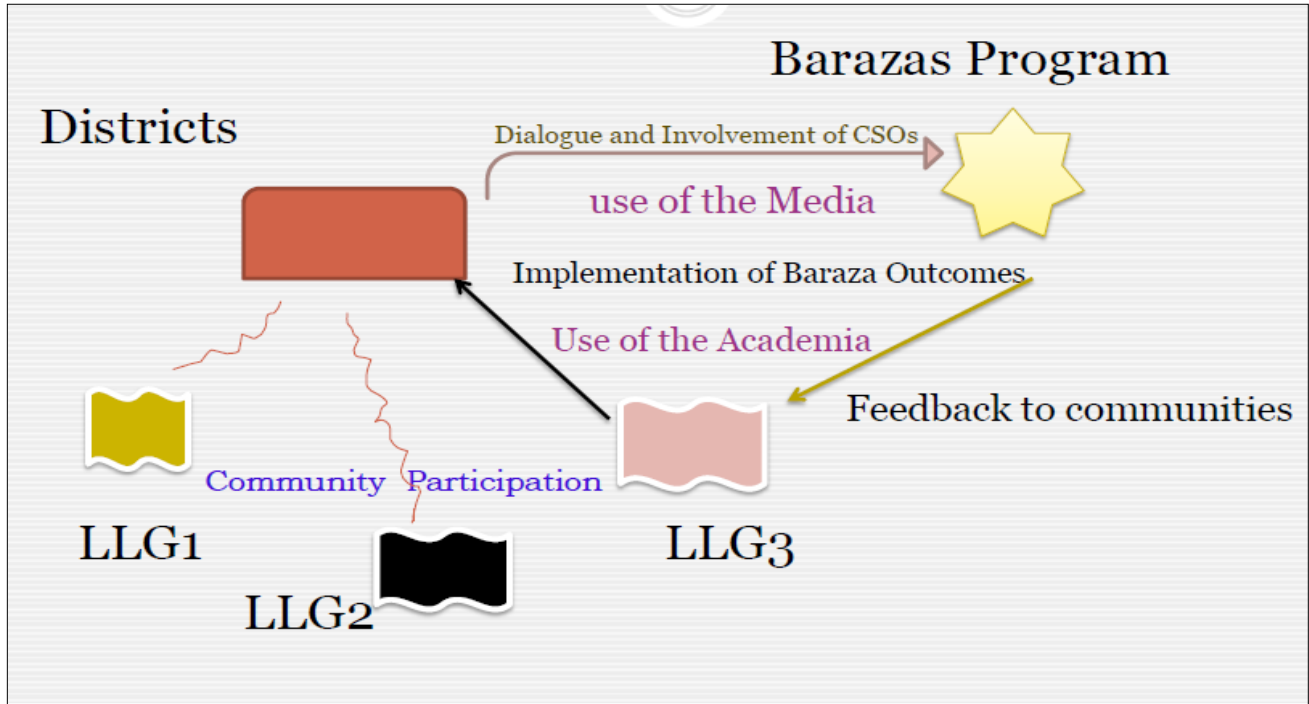
c) Engage the Academia and Private Sector

From consultations held in the districts, most respondents, especially civil societies felt that the academia is often left out in Programming. There is an assertion that Government engages the academia for consultancies mainly, but could do a lot more. For a program to generate the needed level of ownership it needs to have strong grounding in the education system since that's where the majority of the young people are engaged. Children in primary and secondary schools should be taught about their rights to demand for services. Teachers and Lecturers as well as students in higher levels of learning should be provided an opportunity to volunteer in program activities of a mass program like Barazas. It is particularly recommended that at each Baraza, a student representative constitutes part of the committee that conducts records management and facilitation. Secondly, in the private sector, business personalities are key players in community development. One of the participants in the FGDs notes that 'we as business people, Government officials come to us only to collect taxes'. Such a negative perception needs to be reversed.

d) Link CSO Networks and District Structures

Currently most linkages between CSO activities and those of Districts are rather frail. This is a challenge not only for Barazas but also other Government Programs in general. It is paradoxical to find CSOs operating in districts performing way above their targets with budgets much less than those of Government. Respondents pointed to NGOs being exemplary in district program implementation- a pointer that lessons should be learned and utilized. Fig 3.2 shows the inter-linkages of players in community empowerment:

Fig 3.2: Inter-linkages of Players in Community Empowerment



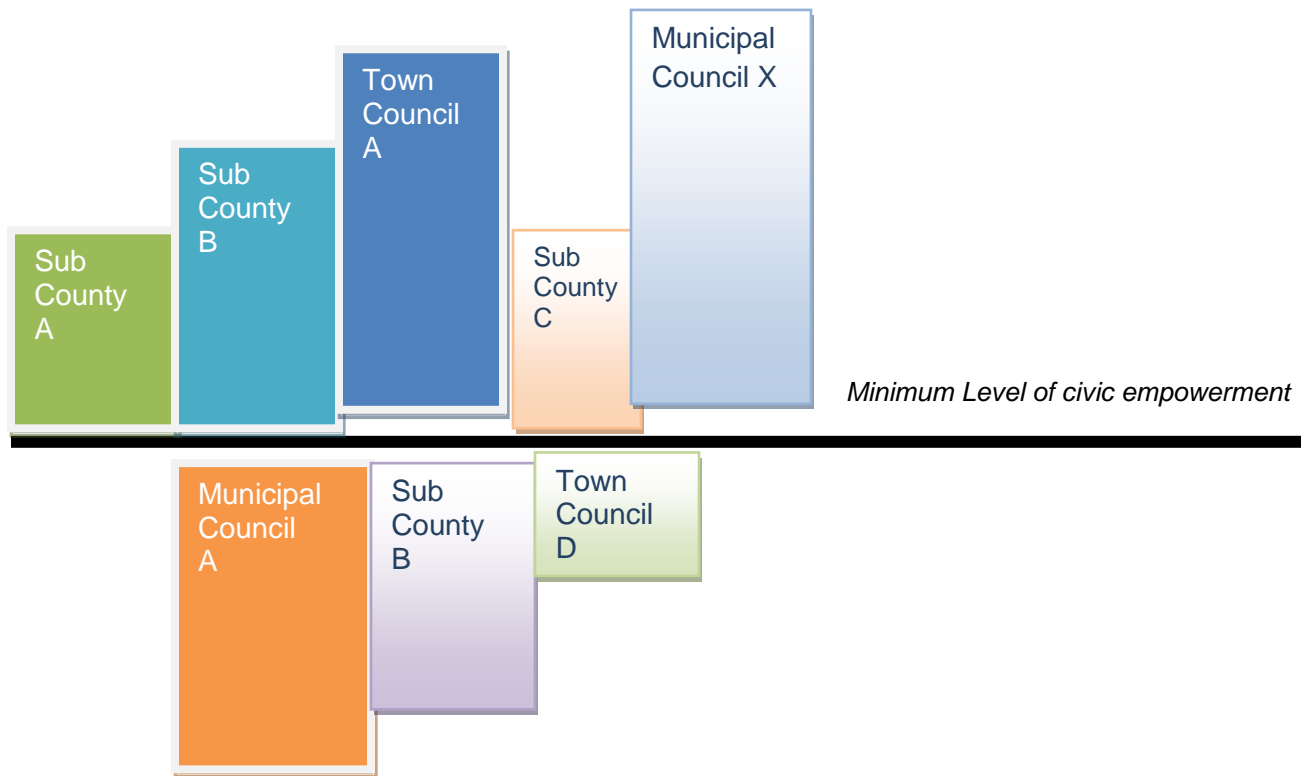
Source: *Conceptualization of the Baraza Initiative by REEV Consult International (2012)*

The figure above presents the conceptualization by the Consultant on how the Barazas should inter-link with the on-going community development initiatives of various change agents. The Barazas have so far been well received by the citizens and have in most cases created a lot of optimism and participation of communities where they have been held. In the diagram, the level of participation depicted at the bottom left generates debate and resultant proposals that feed into the OPM monitoring process; and to relevant authorities, sectors and agencies to take action. Later on, feedback is provided on the action being taken to communities. The important aspect being presented is the linkage this process should have with the several actors; including: the academia, the CSOs (including faith based organizations, churches and mosques) as well as the media since these were identified as the main change agents. This engagement will enable the program to learn from experiences of organizations like DENIVA and HURINET who are already implementing a lot of grassroots projects especially on good governance and improvement of civic competence.

e) Stratification of Sub-Counties and Urban Councils to Evenly Spread Community Reach and Empowerment

Due to other various and similar interventions there are communities which have been recipient of similar (outreach) community engagements and therefore whose civic competence would be higher than the others. This is the reality that will face the Baraza Program and it is metaphorically demonstrated in the chart below (Fig 3.3).

Fig.3.3 Metaphoric profiling technique of communities at different levels of civic empowerment



The presence of other actors like Uganda Debt Network, DENIVA, World Vision, HURINET and NGO Forum will inevitably change the civic landscape related to the scale of their respective interventions in certain communities. These actors also engage in sensitization drives about transparency and accountability which may create differences in awareness levels between communities and lead to a 'relation biases'. For the Barazas to be effective (and spread the impact) profiling is important so that there are a number of four categories of communities (with similar characteristics) and therefore requiring different levels of engagement. This study proposes four categories:

- i. Communities (sub-counties, town and municipal councils) which have benefitted from Barazas and other similar interventions;
- ii. communities which have not been beneficiary of either of the interventions in (a) above;
- iii. Communities which have had Barazas conducted and yet still require more intervention
- iv. Unique district characteristics e.g. new and old districts and 'hard-to-reach' districts.

This profiling can be done using content analysis premised on a panel approach that traces interventions from stakeholders in various districts so that more focus is put in areas where such interventions have been totally absent. This task can be done gradually by the Baraza Taskforce within OPM.

4. ENTRY POINTS FOR COMMUNITIES TO INFLUENCE DECISION MAKING THROUGH BARAZAS

4.1 Suitable Information Flow Mechanism for Barazas

The success of Barazas will depend mainly on a proper flow of information from the center to district RDCs and onto communities on aspects relating to their own development. Information flow is a two-way process: communication to communities on feedback on the status-quo of service delivery and reception of information from communities on challenges, recommendations or grievances that they face. Overwhelmingly 83.3% of the respondents to the survey noted that village meetings are the most preferred and most suitable way for communities to participate in the Baraza Program. Another 14.2% follow proceedings from the Sub-county planning and budget conferences. While the FM radios are important in transmitting information on Barazas, they alone, are insufficient in ensuring fair and broad participation of the citizenry in the development process.

Table 4.1: Forum that Best Represents People's Views on Service Delivery

Forum	Level of Preference of the forum (%)
Village Meetings	83.3%
Barazas	1.3%
Sub-County Budget Conferences	14.2%
Peer Groups	0.57%
Media	0.57%

Source: *Baseline Household Data Analysis, 2012*

The results of this survey are consistent with those of the Baseline Report of LGMSDP which also found village meetings the most common forum. According to Table 4.2 (below), the Baseline reported that 56.4% of the respondents mentioned village meetings as the most suitable means through which information on service delivery was shared. In some sub-counties visited under the Baraza baseline survey, information was displayed on notice boards about the Baraza events and highlights of discussions on FM radios. These were found to be the other means for information sharing and opportunities for the masses to participate in the debate and the process.

Table 4.2: Means through which information on various sectors is shared

Sector	Village meetings	Word of Mouth	of Notice Boards	Radio	Other
Education	51.4	24.3	8.1	2.7	13.5
Health	46.9	31.3	18.8	3.1	0.0
Water	70.8	12.5	8.3	0.0	8.3
Sanitation	53.3	13.3	13.3	6.7	13.3
Roads	50.0	30.0	10.0	0.0	10.0
Agriculture	83.3	16.7	0.0	0.0	0.0
Total	56.4	22.9	10.7	2.1	7.9

Source: *LGMSD Baseline Report 2008*

As can be seen from the Table 4.2 above, information on education service delivery is best shared through village meetings, while word of mouth is a major means of communication about health and road infrastructure. It is also evident that on the radio, issues of sanitation are most aired relative to other sectors. Most Sub-counties use notice boards largely to communicate on health related matters; and village meetings are mostly used in Agriculture sector (mainly due to the Farmer Institutional Development Program under NAADS). While communicating with masses, it is important for Baraza program to note these aspects.

4.2 Who Is Answerable for the Status of Local Service Delivery?

Almost 100% of respondents rightly referred to 'Government' as responsible for local service delivery. However with more than 40% unable to correctly articulate the formal planning and budgeting process, blame is in some cases placed on politicians and, especially Members of Parliament (who are not the responsible party to deliver decentralized services). This is most evident during public rallies and political campaigns. Community members vigorously demand for explanations from political leaders about 'what has gone wrong'. The caption below illustrates a case in point.

Box 4.1

According to the CDO of Kisoro, People mostly demand for services through their elected leaders; people ask their Councilors to provide them with services. Their choice seems to be informed by the fact that they (communities) have an opportunity to hold the elected leaders to account during elections. On the other hand, the elected leaders seem to enjoy it as they make political capital out of any service delivered by government as being out of their (politicians) personal effort. The ACAO Lira was displeased with this misinformation. He argues that, "the danger of politicians hijacking the programs was politicizing such programs; with politicians raising false hopes amongst the communities. They make promises well knowing they would not fulfill them. Failure is usually blamed on the technical staff while credit is claimed by the politicians

It is very important that communities are sensitized on the variance between the roles of politicians and technocrats at all levels of governance. Members of Parliament and Councilors are often (and wrongly) held responsible for lack of services yet they do not determine what services go to the people. The masses ought to fully understand that in light of limited resources, there has to be prioritization. Prioritization means that some (in some cases most) of the projects in their localities may not be served, but rolled on to subsequent planning cycles.

4.3 Linking Barazas with the District and National Development Processes

If the Baraza initiative is to be a monitoring tool to guide participatory "bottom-up" planning and; build civic competence to enable citizens demand for accountability of public resources, it should be integrated in the district planning process; the sector wide approach (SWAP) process and feed into the national general investigations apparatus (Directorate of Public Prosecution, Criminal Investigations Department, Internal Security Organization, etc). The study team was informed that the OPM, the line ministries as well as the security agencies are already working on this process. However, it is

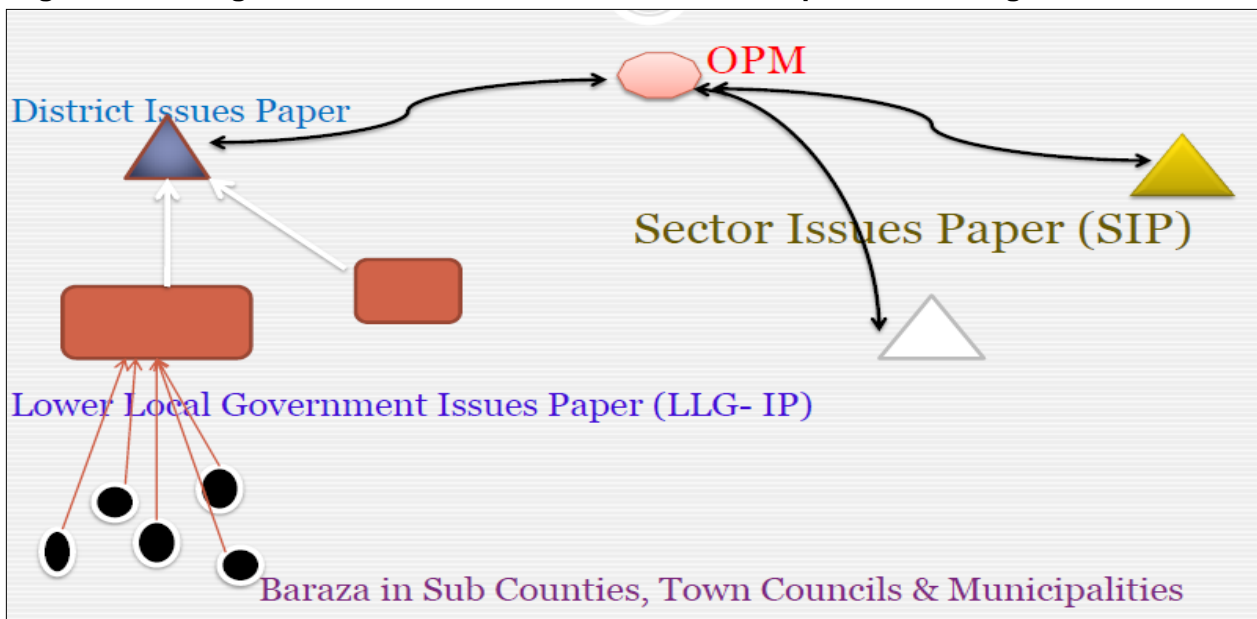
important that a formal system supported by a legal instrument is instituted to ensure that the intergovernmental fiscal architecture captures inputs of the Barazas process.

In addition, this study proposes three fundamental aspects that should be in place to link the Barazas process with the district and national processes; these are illustrated in Fig 4.1:

- i. Synergy between outputs (minutes) of Sub-county, Parish and Village meetings during the district process and those recorded during Barazas. This process will harmonize the issues raised at each level, from village to Sub County; to produce a document that this study refers to as a **Lower Local Government Issues Paper** (shown in Fig 4.1 as LLG-IPs). This paper is a collection of issues raised by the various LLGs in a given district
- ii. The second aspect involves consolidation of issues in LLG-IPs; the various LLG-IPs are documented into a **District Issues Paper** (shown in Fig 4.1 as DIP). The DIP elaborates views that should be tackled by the District, and are presented to Technical Planning Committee during the Drafting of the District Budget Framework Paper(DBFP)
- iii. The third aspect is the **Sector Issues Paper** (shown in Fig 4.1 SIP) submitted quarterly through the Public Sector Working Group (PSWG) Framework whose chair is the Permanent Secretary (PS) Office of the Prime Minister (OPM). The SIP contains sector-specific issues that are compiled from DIPs for submission to the relevant sectors (ministries/agencies).

The diagram below illustrates these processes.

Fig 4.1: Linking Barazas to District and National Development Planning Processes



Source: Conceptualization of the Baraza Initiative by REEV Consult International (2012)

4.4 Sustainable Feedback Mechanisms for Baraza Outcomes

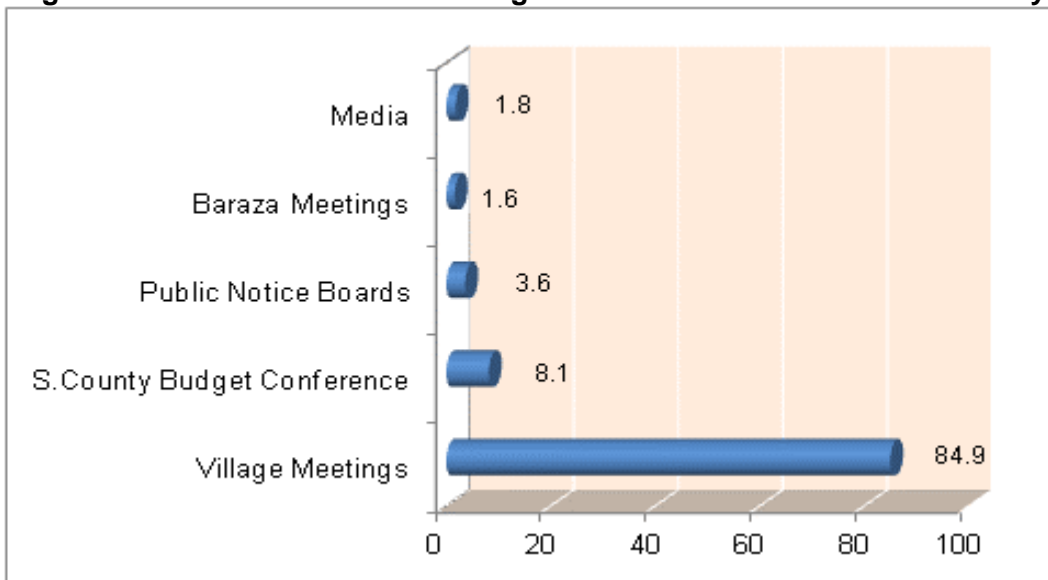
The concept of Barazas aims at not only empowering the communities and citizens to demand for better service delivery but also instituting an accountability mechanism through which public officers continually account to the citizens. A feedback mechanism in this case entails provision to communities, explanation regarding:

- i. services that were planned;
- ii. services that were actually delivered; and
- iii. Services that were not delivered including reasons as to why they weren't.

This survey therefore considered it pertinent to establish whether the established procedures were functional; and what avenues were available for providing feedback about service delivery to the communities. Respondents to this survey were asked the sources of information through which they received from district authorities, information related to planning and delivery of services. Fig 4.2 presents the findings.

The findings show that village meetings (84.94%) and sub county planning and budget conferences (8.09%) were the main avenues through which public officers passed on information to communities in form of feedback on service delivery. This finding is consistent with the earlier position that the two avenues are the main channels of communication under decentralization (LG system). The implication here is that feedback is a challenge because findings also showed that there is a breakdown in the functionality of the mentioned channels; and therefore feedback is not effectively conveyed. This breakdown and non functionality of the local council structures was identified as the main impediment to effective feedback to communities on government programs. Indications were that while sub-county councilors accessed the information, the village and the parish structures were largely inactive.

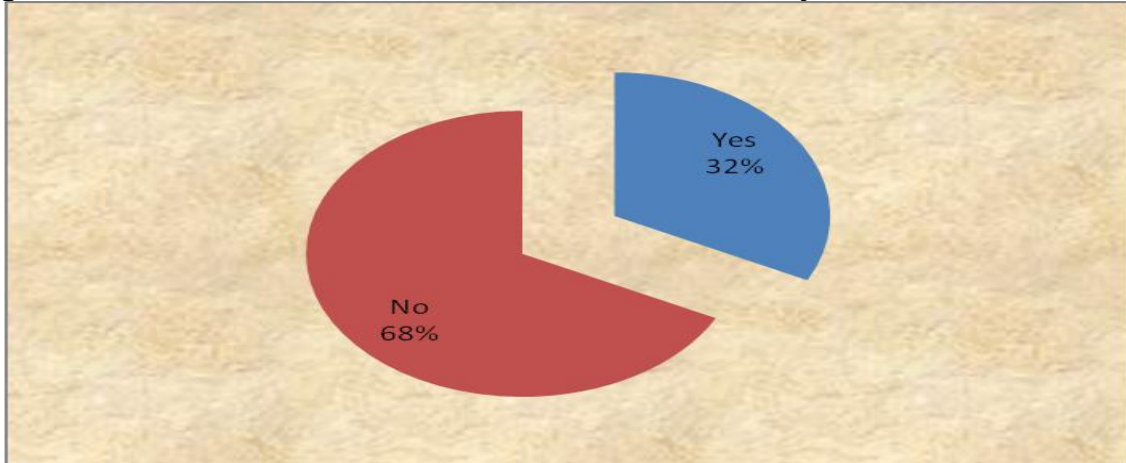
Fig. 4.2: Avenues for Providing Feedback on Public Service Delivery



Source: Household Baseline Data Analysis (2012)

The survey sought to establish the extent to which the respondents felt that district authorities were doing enough or otherwise, to provide feedback on plans and proposals for developing their communities; and especially on why services were not being provided to them. The respondents were asked whether district authorities provided feedback on planned services; and the responses are shown in Fig 4.3

Fig. 4.3: Provision of Feedback on Planned Services by District Authorities



Source: Household Baseline Data Analysis (2012)

Findings in Fig 4.3 show that 68% of the respondents reported that no feedback was being provided in a formal forum. Indeed, public officials at the districts reported challenges in providing feedback to the population especially due to limitations in financing for this activity. Limited financing explains why meetings are held mainly at the sub-county level with little effort done at Parish and village levels. The various mechanisms notwithstanding, the issue of generating feedback to the communities is a big challenge. According to middle level officers in the LGs that this survey interviewed, officers occupying high office; both at local and national levels did not consider it important to go back to tell the people what government is doing in their areas. Communication is mainly one way: upward; but not downward.

In such circumstances, the lower level officers, who ironically are the ones that are more in touch with the communities, do not have any feedback to pass on to the communities. This survey found that while the established procedures provide for feedback, the reality is that there is fundamental breakdown in the linking structures rendering them near non functional and impeding information flow to the grassroots. With the inter-linking structures non functional, sharing of information is not possible; the service providers take arbitrary decisions and the users get no accountability for services to which they are entitled. It is lack of feedback that has progressively eroded the people's confidence in the public service delivery systems. The following were identified as critical ingredients for building a sustainable public feedback mechanism for the Baraza outcomes: the presence of established local council structures; better utilization of PDCs; engagement of the CDOs on the initiative; and forming partnerships with CSOs.

Proposing these as critical ingredients was based on the following facts that the study noted:

- i. Through the councils, the people's representatives get access to pertinent information; i.e. they get to know what has been and what has not been done
- ii. Councilors often utilized members of the Parish Development Committees (PDCs) to inform their community members. The challenge however, was that PDCs were largely non functional. On a positive note, the survey team was informed that the PDCs were being re-invigorated through the Community Driven Development (CDD) program. Revamped PDCs will link the district to the communities
- iii. Most of the survey districts had CDOs at the Sub County. These CDOs regularly interface with the communities in the course of their (CDOs) duties. The Baraza initiative should seize the CDOs presence as an opportunity to reach and mobilize the communities for participation in government programs.
- iv. CSOs were identified as a channel that are strategically placed to play an effective role as an avenue for channeling feedback to the people on issues of service delivery. Already, the CSOs were being commended for playing the role of "go between" linking communities (service users) with the public service providers.

The study emphasizes that strengthening these identified avenues and partnerships should be the foundation for designing a sustainable public feedback mechanism for the Baraza outcomes. It is important to note that feedback is critical for sustainability of community confidence in the Baraza initiative. Without feedback Baraza will be considered to be not any different from the other various government initiatives that are rolled out with pomp but fail to improve people's lives. The implication here is that provision of feedback must form the principal pillar in the design of the Baraza initiative. The feedback mechanism must be strong and sustainable for the success and survival of the initiative. Fig 4.5 illustrates the Consultant's conceptualization of an effective Baraza feedback mechanism.

As presented earlier (Chapter Three) in this report, the fundamental question for the Program is the extent to which the Barazas initiative can influence improvement in local service delivery. This study addressed three pertinent questions; namely:

- i. What the entry point for issues raised at Barazas into the district BFP process will be?
- ii. How effective and robust the process for following-up and tabling of issues to respective fora/sectors in a manner that allows expedited responses should be?; and
- iii. What feedback mechanism is in place or can be put in place between policy makers and implementing parties and local communities to communicate and share information on implementation of public projects?

The follow-up mechanism for Baraza is currently at two levels, which is at the centre by line ministries and at the district by the local leadership with the Office of the Prime Minister playing the coordination role. Issues generated at sub county level are forwarded to OPM and the Office consolidates all the issues and categorizes them

according to the implementing bodies. Those that are policy in nature are sent to the respective sector or Ministry or government Agency and those that can be worked on by the district are sent to the RDC with copies to CAO and the district leadership. OPM plans to track progress of these issues starting with the financial year 2012/13. It is also to add that OPM shall utilize the outcomes of Barazas to inform recommendations for improvement in service delivery as part of the annual review of Government Performance.

4.5 Proposals for improving linkage between Local demands LG priorities

When this survey sought from the respondents, proposals for improving the linkage between community demands and LG priorities as a way of streamlining the planning process and service delivery, a multiplicity of responses was received:

- i) CSOs through their NGO Forum have done great work among the communities. In their capacity as “voices for the voiceless”, they identify the needs of the people and bring those needs to the attention of the implementers. They have, as a result gained the confidence of the communities to the extent that the communities easily open up to them freely. This makes CSOs more likely to build effective linkages with the LG system than government officers are.
- ii) Intensive sensitization of the masses to build civic competence that empowers them to demand for their rights including services. People should know their rights and be encouraged to demand for these rights. People need to be empowered so that they are free to interact with their leaders and in the process feedback is enhanced through sharing information. Among the main reasons why community services are sometimes not captured in the LG priorities is because the communities fail to forward their demands for lack of a suitable forum.
- iii) People should be well informed about government programmes. Enough information should be publicized in most appropriate ways elaborating such programmes so that people can demand for services in those areas; or participate in monitoring and supervision;
- iv) Organize and conduct regular community consultative meetings so that people forward their needs for inclusion in the development action plans of their areas. Through the consultative meetings the service providers and service users agree on the way forward and therefore own the planning process. When there is transparency, people will not demand for what cannot be provided. This makes it easy for communities to monitor public projects on the one hand; and for the implementers to account on the other.
- v) Radio, in particular local FM radios have proved to be an effective tool for community mobilization. Since many people have access to radio (various UNHS reports), public officials can interact with communities through radio programs. The programs should be regular in order to attract wide participation. Officers can use these radio programs to present government work plans while listeners are invited to call-in to debate the presentations;

- vi) Strengthen the lower local councils/administrative units (village and parish levels) emphasizing the “bottom up” approach to planning and budgeting where the people actively participate in identifying their needs. This is the most democratic way to capture people’s needs at all levels and will therefore directly link up community needs with LG priorities;
- vii) Train the staff of LGs so that they are able to understand, assess and evaluate community needs and guide the people to submit their views for integration into the government management systems;
- viii) There should be quick and visible action reprimanding public officers who fail to account for their actions/inactions to the people in a Baraza;
- ix) The Baraza should be conducted by neutral people (even if from outside the district) so that the exercise is seen to be neutral and free of compromise. This, according to those who shared this view is the reason people usually have confidence in external auditors

On the basis of the above proposals, the general view of the various survey respondents was that the Baraza initiative is a move in the right direction. Barazas create a forum where the communities will interact with government officials for dialoguing on service delivery. They argued that this has been the missing link in decentralization observing that although planning was localized there is no direct linkage between community needs and LG priorities because the service users and service providers do not have a platform for interfacing. Ultimately, according to them, service providers tended to rely on guess work to plan and the service users have no opportunity to hold them (service providers) to account. This state of affairs provides fertile ground to breed corruption. The remedy is a community forum where the two parties hold direct dialogue; the idea that Barazas are promoting. However, for the Barazas to achieve their objectives, the communities must be adequately sensitized to build their civic competence, to be aware of their rights and have ample competence to dialogue with LG technical officers and participate from an informed point of view. The essence of Barazas is that people’s voices are heard. Much as some actions may not be taken as desired by the communities, at least voices of the people would have been heard that alone makes impact as insinuated by the caption below.

Box 4.2

“If I don’t speak, I will make a sign. And one who sees the sign will speak”

Engraving on the Dead Sea Scrolls found in the Mediterranean in 1812

5. PERFORMANCE INDICATORS IDENTIFIED AND SET TARGETS FOR BARAZAS

5.1 Current Organization and Implementation of the Barazas

5.1.1 Implementation of the Barazas in a Typical District

The Baraza program in a district begins with orientation of Local leaders by OPM Baraza Team and sector representatives visit who introduce the Baraza Concept to the district. The office of the RDC is tasked with implementing Barazas in the district. Since the Barazas is a Community initiative, community resource persons at Sub-County and Town Council/municipality levels then spread the program objectives while the OPM Baraza Team:

- i. Updates the LGs what has already been done elsewhere in as far as implementing the initiative is concerned;
- ii. Informs communities on the modalities of implementation in the district;
- iii. Works with the RDC, LG staff, religious, academic and other opinion leaders and selected CSOs on how to involve communities and how to select community resource persons to aid the Baraza activities planned for the district;
- iv. Decides in which Sub-County or Town Council where the Baraza should be held with the former being the one with the highest resource allocation in the year under review;
- v. Explores workable possibilities and arrangements with partnerships with identified viable institutions e.g. universities (where applicable); CSOs; private individuals in community development work or advocacy work with whom OPM can work with in this regard;
- vi. Collects data needed on key sectors for the urban and rural areas selected;
- vii. Communicates a day for the Baraza events in the Sub-County and Town Council/Municipality;
- viii. Begins preparations for mass mobilization and logistics to support the actual event.

Like every program Barazas ought to be highly organized for it to achieve any level of success. To be organized requires setting high standards and targets for the Baraza Program. Organization ranges from time management, to venue preparation, mass mobilization and orderliness. As a baseline report it was important to capture the level of attendance of Barazas, the level of participation and composition of attendance with keen interest on marginalized groups (including People with Disabilities, Elderly) as well as the influence of elitism as well as rural urban differentials.

5.1.2 Attendance of Barazas

Attendance of Barazas was assessed by establishing the proportion of respondents that had ever attended a Baraza. When respondents in the Baraza districts (where Barazas have been held) were asked if members of their households had ever attended a Baraza meeting, it was found that only the minority (23.5%) had attended Barazas. as shown in Table 5.1 below However, the survey team considered this to be typical for a program just at its inception.

Table 5.1: Have you attended a Baraza meeting?

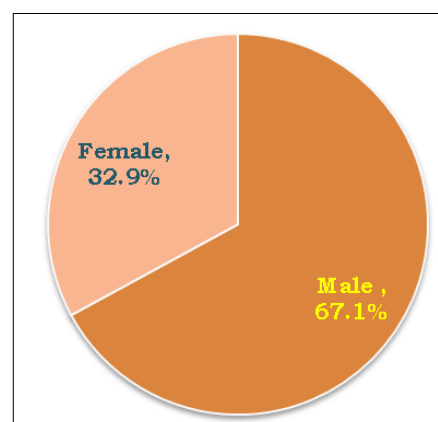
District	Yes (%)	No (%)
Arua	16.8	83.2
Jinja	29.0	70.9
Kalangala	24.0	75.9
Kisoro	25.7	74.3
Lira	11.3	88.6
Rukungiri	12.8	87.2
Sironko	45	55
Averages	23.5%	76.4%

Source: Household Baseline Data Analysis (2012)

For this program to be very effective, it is important to lay more emphasis on mass mobilization, sensitization and information sharing so that more participation is realized. To this end the Baseline target has been set at 50% by beginning of the 2013/14 Financial Year.

5.1.3 Participation by Gender

Taking into account the attendance by sex, more men (67.1%) than women (32.9%) attended the Barazas. From the discussion held in FGDs, many responded that most cultural standpoints still discourage attendance of women in public debate and still view this as a male domain and the chart besides shows the disparity. To this end the Baseline sets a target of 45% to 55% ratio of attendance between female and male respectively by 2013/14 financial year. This will require more mobilization especially using women advocacy groups and women groups already existing in LGs to encourage more female participation.



5.1.4 Attendance According to Level of Education

One of the arguments that the Baseline faced at the initial consultation with stakeholders especially at the national level was the risk that this Barazas Initiative was bound to face if more elites ran the process frustrating the 'grass-root peasant' as has been the case in programs of Government in the past. The fear was on the transparency of the process if 'the microphone' was passed on more to the educated and less to the 'less educated'. With this information the baseline sought to know from among those who had attended the Barazas their education status; and Table 5.2 shows the responses.

Table 5.2: Attendance by Educational Background

Level of Education	% (of those who attended)
Primary	14.9
O' Level	16.8
A' Level	23.2
Tertiary	28.1
University	16.9
Total	100%

Source: Household Baseline Data Analysis (2012)

As can be seen from Table 5.2 the risk of elitism is not very well grounded and the attendance is fairly well distributed. As a matter of fact, educational background matters very little in the Baraza actual engagement and the Baseline proposals no target on this. Nonetheless, more 'non-educated' people will be mobilized to attend and at the actual Barazas fairness should be assured so that anybody who raises a hand received unbiased attention and time to voice his or her views.

5.1.5 Rural- Urban Differentials

Office of the Prime Minister is highly credited for organizing Barazas in both Sub counties (rural) and in Town Councils and Municipalities. This has provided a highly balanced process that in the interim presented a fair assessment of issues facing the local population in both settings. The target that the Baseline has proposed on this is as follows:

- i. Barazas are held in all Town Council and Municipality Divisions by the end of the 2014/15 Financial Year in the first 40 Baraza Districts;
- ii. Barazas are extended to three sub-counties (with current Baraza Sub Counties among the three) in the first 40 Baraza Districts by end of the 2014/15 Financial Year. This will test the follow-up mechanism and provide an opportunity for impact assessment and appraisal.

5.2 Reporting of Baraza Proceedings

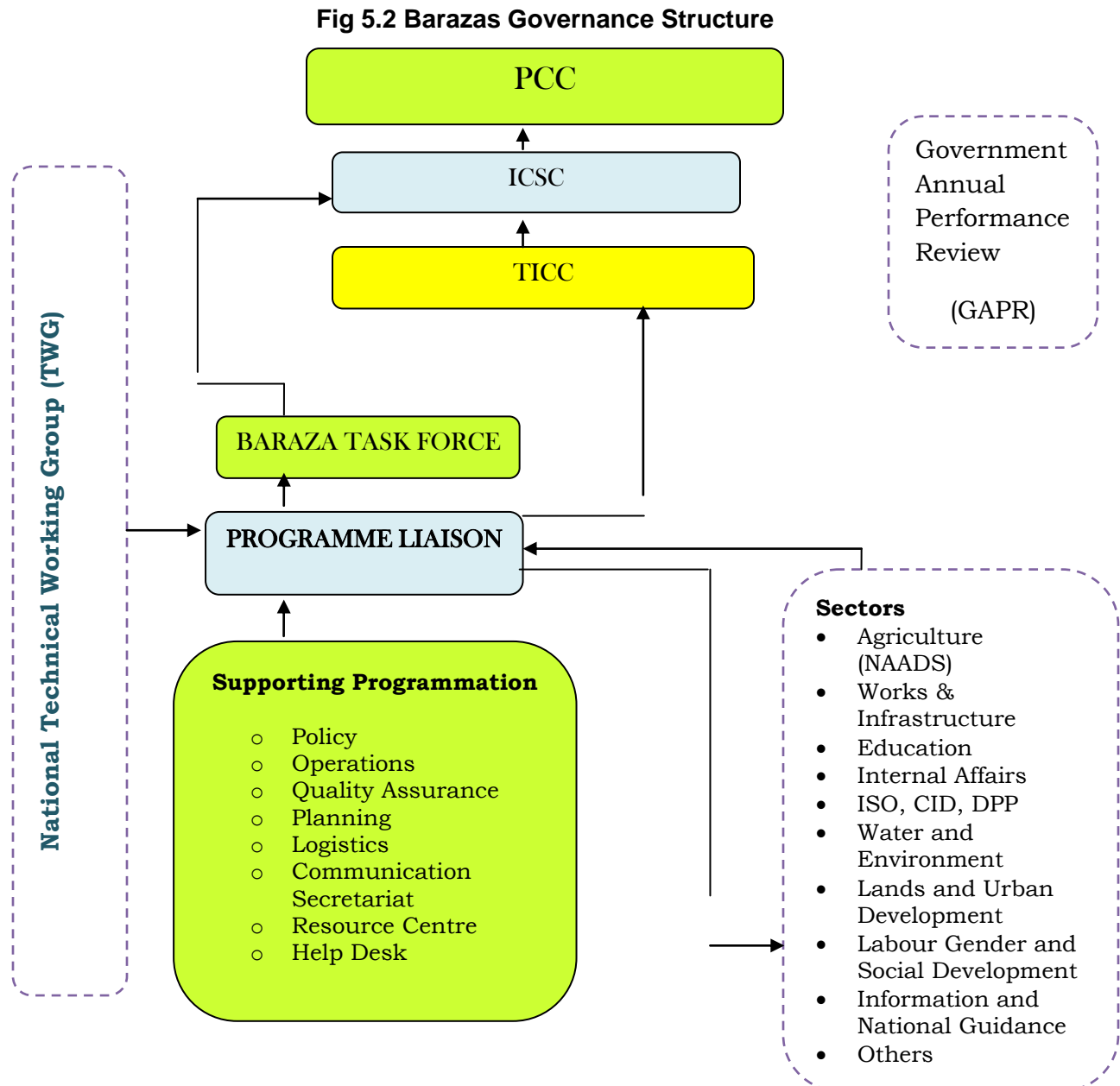
The consulting Team noted that the RDCs assumed a central role in conducting of Barazas including documentation and processing of proceedings on Barazas. However we received mixed reactions to this particular aspect mainly due to two reasons:

- i. The RDC and his or her Deputy as an appointees of the President may be impartial (much in some districts RDCs are more respected as political leaders as district chairmen);
- ii. The actual Baraza meetings and processing of minutes and filling of deliberations may be better conducted by an independent personality (like a retired Bishop, or Head-Teacher) who commands high standing in the community than the RDC.

Nonetheless, majority of respondents agree that the RDC should oversee but not run the process.

5.3 Position of the Baraza Program in OPM Structures

Fig 5.2 shows the position of Baraza program in the structures of the OPM.



Source: Organogram Designed by REEV Consult International (2012)

The above governance structure displayed in Fig 5.2 is the proposal for positioning of the Barazas program in OPM described by the following steps:

- a) At the very top is **the Policy Steering Committee (PCC)** which is chaired by the Prime Minister, oversees and reviews the implementation of Government policies and programs; and provides strategic policy direction consistent with Cabinet

positions. The Committee is expected to meet twice a year and report to the full Cabinet. It is at this level that overall all policy guidance and decisions will be entrusted.

- b) Below the PCC is the **Implementation Coordination Steering Committee (ICSC)** composed of all Permanent Secretaries, under the chairmanship of the Head of Public Service/Secretary to Cabinet, advises the PCC on strategic policy direction, priorities and funding requirements for all Government reform programs, and also commissions project/program evaluations and research studies. The ICSC meets on a quarterly basis.
- c) Status Report will every quarter be submitted to the **Technical Implementation Coordination Committee (TICC)**: Composed of technical representatives from the 16 Sector Working Groups that comprise the Public Sector, Development Partners, Private Sector and Civil Society. The role of the TICC is primarily to review and coordinate the implementation of all sector reforms and plans and make recommendations to the ICSC on implementation of policies and programs. The TICC is expected to meet at least once every two months.
- d) To the ICSC a report on a Quarterly basis will be presented by the Head of the Barazas Task force. The Baraza Task force shall comprise the following:
 - i. Commissioner (M&E)
 - ii. Asst. Commissioner (M&E)
 - iii. Principal Economist (M&E)
 - iv. Senior Economist (M&E)
 - v. Economist (M&E)
 - vi. Two (IT Officers)
- e) At the District level, the RDC and his/her Deputy will continue to govern the program.

5.4 Capacity Needs for Barazas Program

The Survey deduced two levels of capacity building that need to be undertaken to strengthen the program:

- a) Strengthening the Barazas Task force at OPM;
- b) Conducting short course for RDCs and District Community Development Officers on community participation in development

5.4.1 A fully fledged Baraza Task force at OPM

The current Baraza Task-force needs to be strengthened to ensure its membership:

- i. Provides a Status Report Monthly on Baraza activities country-wide that will feed into the Quarterly report to be submitted both to the TICC and ICSC;
- ii. Ensures all Baraza activities are organized in manner that befits local and national expectations;
- iii. Supports the office of the RDC in all districts in file management on all Baraza information while maintaining utmost confidentiality of information therein;

- iv. Meets and accounts for all Baraza Program financial expenditures with approval and certifications as required by the Public Finance and Accountability Act;
- v. Reports to the National Technical Working Group and this sub-committee is comprised of members from the Office of the Prime Minister and the five key service delivery sectors of Education, Agriculture (NAADs), Health, Works and Roads and Water.

To this end OPM within its pool of resources will need to add four (4) members with requisite qualifications to beef up the current Baraza Team. One of these four should act as a Program Liaison staff.

5.4.2 Enhanced Capacity RDCs and a District Community Development Officer

The RDCs play a key role in the implementation of these Barazas. They are responsible for the mobilization the people, chairing and moderate the Baraza meeting and follow up on the issues that arise from these meetings with the local Governments and other government agencies. The Office of the RDC is facilitated with a budget for; fuel, daily allowance and report production to enable them perform this role effectively. Previously the public did not know about the role of the RDCs and could only approach them on matters concerning security and crime related cases and little or none on issues concerning the implementation of government programs and projects in the districts. With the continued roll out of the Barazas people are starting to appreciate the role of the RDC's in monitoring government programs and projects and are now willing to report to them on critical issues that affect service delivery. We propose that the office of the RDC be further supported with the following:

- i. Two clerks (increasing the number to three) be recruited to the office of the RDC where will solely deal this the filling and data responsibilities of Barazas in the districts while the other will be charged with logistics and related accountability;
- ii. All RDCs to undergo a one-week full board course on Community Participation and Local Economic Development and Communication, every year.

Since the RDCs are appointees of the President are in some cases reshuffled, it was proposed by consultations under this survey that a district official (who would probably have longer tenure in office than an RDC also benefit from this training. The District Community Development Officer is each district was recommended to also be recipient to this training.

5.5 Risks and Mitigation Mechanisms for the Baraza Initiative

Table 5.3: Risks and Mitigation Mechanisms for the Baraza Initiative

Risk	Mitigation mechanism
The current funding levels may not cover all the sub-counties in the country which may affect the realization of the objectives of the initiative	<ul style="list-style-type: none"> • Lobby government for increased funding • create a budget line for the initiative at the district level
Slow or no implementation of the recommended actions which might affect the credibility of the initiative	Strengthen the RDCs office through capacity building and funding to monitor and follow up on issues raised from

Risk	Mitigation mechanism
	these meetings
Connivance between District staff and the implementers	Office of the Prime Minister to oversee the activities of the RDC's Office in light of the initiative.
Citizens may not be in position to comprehend some complex projects and programs of government like construction and works in absence of known standards or benchmarks and therefore may provide inaccurate information or remain silent about these issues which may affect the realization of the objective of independent citizens monitoring for constructive criticism to improve public service delivery	<ul style="list-style-type: none"> • Simplify information in work plans • If possible translate the work plans into local languages and disseminate it widely.
Actions and recommendations arising from the Baraza which require urgent attention may not be included in the budgeting cycle since the roll out of the Barazas is not aligned with the planning cycle Of government. For example, issues raised in the Barazas held in June 2012 will have to wait for the FY2013/14	Synchronize or harmonize the roll out of the initiative in all the sub-counties with the implementation of the budget so that the mid-financial year Barazas inform the budgeting process.
Limited capacity to roll out the initiative throughout the country and to all the sub-counties in terms of human resources in the RDC's Office and in OPM.	Train and build capacity of the RDCs and District CDOs and designated district Baraza focal persons

6. IMPACT EXPECTED TO BE MADE BY BARAZAS

6.1 What Impact Should the Barazas Make?

According to the consultations made under this Baseline, it is expected that the Barazas achieve five (5) core outcomes:

- i. Develop into a fully fledged community driven initiative that ensures gradual increase in community participation and dialogue in matters of local service delivery through citizenry empowerment;
- ii. Act as a monitoring tool for OPM to facilitate a framework where leaders (both technical and political) are accountable to their communities for delivery or failure to deliver public services;
- iii. Improve information sharing between government and communities on aspects related to holistic economic development as well as a process where local grievances from Barazas are quickly integrated into the district, sectoral and national planning and policy processes; and
- iv. A level of civic competence and patriotism where the people consider community before personal benefit.

The core impact expected to be achieved by Barazas is a situation where communities are empowered to independently demand accountability from their leaders for services they are entitled to receive. Important to note is that in order for the Barazas to be effective, the members of the public (whom the program is meant to benefit) must have full knowledge of the resources available to spend on public programs; must be able to articulate their priorities based on the needs of the communities; and must have the competence to demand for feedback on resources actually spent on the undertaken programs. However, for this level of empowerment to be realized a number of key pre-conditions must be fulfilled. Among them, people:

- i. must be in full knowledge of their rights;
- ii. should have freedom and opportunity to exercise those rights and;
- iii. Should actively participate in monitoring and supervision of public investments.

6.1.1 Knowledge and appreciation of Rights

Out of insufficient knowledge of their rights, many people erroneously regard service provision to them as a favor on the part of government. In order for the communities to demand for services, the people must be in full knowledge of their rights; they must have the awareness that services are entitlements and not 'political rewards'. Presently, knowledge of rights is wanting; hence, the need for intensive sensitization and education. People have not been educated about their rights and how or from whom to demand for those rights. They lack knowledge of what is due to them as of right. This survey received mixed views about the level to which people are aware of their rights in as far as service delivery is concerned. While most members of the communities do know that it is their right to demand for services, others think that it is the duty of their leaders to demand for services on behalf of their communities; and that the people merely receive what the leaders have for them.

6.1.2 Exercising of the Rights

Knowing that one has a right without exercising it is of no consequence. This knowledge is only useful if it is fully exercised to improve one's way of living. Having established the level to which citizens knew their rights to demand information on service delivery, the study went further to examine the various ways through which citizens exercised the said rights. In this survey, many examples were cited of citizens exercising their rights to complain where there is poor service delivery. The most mentioned included: reporting to higher authorities; public demonstrations; petitions/memoranda; demand for meetings; even hunger strikes; among others.

Box 6.1

The fact that local people reported directly to officials from the central government about "things not going right in the district" is indication that people know and exercise their rights. They know that local governments receive money to implement programs and know it is their right to have the programs implemented; and reporting is the way through which they exercise it. CAO Katakwi

The following were mentioned most frequently as the main ways through which people have been voicing their concerns:

- a) Petitioning leaders; district leaders, ministers and even the President on a host of matters;
- b) Public demonstrations while holding placards with messages articulating their concerns;
- c) Striking at places of work in resentment of situations of pay or poor working conditions; and
- d) Voicing grievances through the media, and to cultural and religious leaders.

The impact the Barazas as a program ought to make is to ensure that it eases the concerns of the public with a focus on expediting and streamlining the process through which concerns that communities may have are dealt with. Timely response will avoid extreme situations like strikes, and violent demonstrations.

6.1.3 Participation in Effective Monitoring and Supervision of public investments

Active participation in monitoring and supervision of implementation of public projects is extremely essential for effective service delivery. Shoddy work and sub-standard output on public projects has been largely a result of laxity and lack of interest in such projects on the part of members of the community who, paradoxically, are the target beneficiaries of such public projects. Because nobody is taking keen interest and supervision from the technical staff is minimal contractors exploit the weakness to do sub standard work. There are also allegations, (though not substantiated in this survey) of technical staff conniving with contractors to short-change the communities by providing sub standard services. Nobody raises any concerns about poor quality because they are all not interested; and lack the relevant knowledge. On the contrary, where there is community interest in the projects; people are on the lookout (monitoring) and supervising progress on the work. Those who are organized go an extra mile of finding information about financing of the project so that they are able to determine

value for money. The implication here is that participation in monitoring of public projects, contributes towards delivery of quality services. For example, experience with health management committees at public health centers; school management committees in public schools; and water committees responsible for water sources in communities is evidence of that contribution. For the beginning, the Barazas are focusing on the crucial sectors of water and sanitation, health, education and agriculture (especially activities under NAADS). The impact of Baraza will be to instill in the people the spirit of public service; which will enable them to develop interest in monitoring and supervising public projects/investments with the result that the quality of services will inevitably improve.

6.1.4 Information sharing and communication

The Baraza initiative is meant to improve information sharing, education and communication about Government programs and projects. The platform Barazas provide is a unique opportunity where all stakeholders in service delivery interface and decide on matters of public concern; Government as the policy maker; technocrats as public service providers/public sector policy implementers; and the community as users of the public services. The relevance of this forum is that participants share information, debate different socio-political and socio-economic matters affecting communities and agree on the way forward. Although the objective is to promote accountability and transparency, it is also anticipated that the public will participate in developing strategies to outstanding challenges/issues that affect collective livelihoods. The Baraza provides an opportunity for information sharing with the citizens voicing their concerns directly to the decision makers; and the latter providing immediate feedback. The result of this interaction is that people will come to understand the government programs more. To test this anticipated impact, respondents in the “Baraza districts” were asked whether Barazas had increased their understanding of government programs; and they responded as shown in Fig 6.1

Fig 6.1: Have Barazas Increased your Understanding of Government Programs (%)



Source: Household Baseline Data (2012)

The findings in Fig 6.1 show that the majority (58.96%) of the respondents claimed to have gained more knowledge about government programs from attendance of Barazas. A relatively high 25.37% said they had become enlightened about their roles and rights; while a substantial 11.94% had got to understand that leaders are accountable. Given that these are the main objectives of the Baraza program, the implication is that

remarkable progress is being made in the areas where the program has been introduced. Basing on these values we propose the following Baseline Targets:

- i. That the current level of awareness of government programs in areas where the Barazas will be held rises from 59% to 75% by end of Financial Year 2015/16
- ii. People who acknowledge that leaders are accountable to services that communities should receive should rise from 12% to 50% by end of Financial Year 2013/14 in areas where Barazas would have been held twice;
- iii. That the understanding of the budget process among the masses increase from the current dismal 3.7% to at least 30% by end of Financial year 2015/16 in the areas where the Barazas would have been held at least twice.

6.1.5 Patriotism – Putting Community before Personal Needs

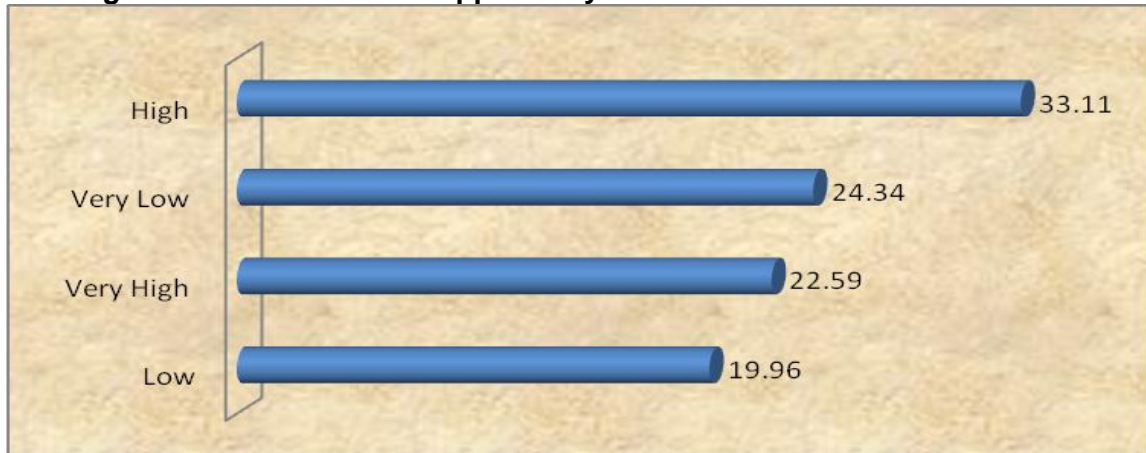
Community participation and civic competency are more about a bargaining for collective improvement not just to improve personal wellbeing. There are two arguments around this point:

- a) There are sentiments that public officers reportedly gained from holding vital information from the reach of the service beneficiaries to keep them uninformed and therefore ignorant of what is due to them (beneficiaries). Without that knowledge/information they (communities) cannot make demands; giving the public officers an opportunity to misappropriate public resources for personal gain;
- b) There is also dissatisfaction among the citizens that most of the people in Uganda today are more keen on satisfying own needs than those of their community – a spirit responsible for the current high levels of embezzlement of public funds and many forms of corruption.

It can be seen that public perception was that private gain superseded public motive for the majority of Ugandans. This is a trend that the Barazas can start a process to reverse.

6.2 Barazas as a Tool for Measuring Government Performance

The majority (55.7%) of the respondents rated Barazas highly (22.59% very high and 33.11% high) showing that people have confidence in the program. Fig 6.2 illustrates these results. Respondents were asked to rate Barazas as a tool for measuring government performance. These were mainly respondents who had attended Barazas and reported having evidence of increased public officials' response to community needs because of the Baraza. They therefore had no doubt that Barazas will deliver. On the other hand, the 44.3% respondents who rated the program low (19.96% low and 24.34% very low) were largely complacent that there were no guarantees that Barazas would be different from any other of the many government programs they have seen. Public officials interviewed for purposes of this survey concurred that people should be encouraged to participate in discussing government programs. They advised that strengthening the local council structures through which people can be easily mobilized would be the first step in that direction.

Fig 6.2: Barazas as an Opportunity to Hold Public Officers to Account

Source: Household Baseline Data (2012)

We propose a Target for Barazas that by the end of the Financial Year 2014/15, the portion of the people who view the program highly as one that has been effective in holding public officers to account to increase from the current (56% i.e. 33.11%+22.59% in the chart above) to 70%.

6.3 Proposal to make Barazas more impactful

Respondents in districts where the Barazas had been held were asked at random to propose ways they suggest can make this program more impactful. Table 6.1 shows the responses. It is obvious that these responses are based on their experiences and also 'tested' the mood people have around the issues of local service delivery. As can be seen from the table, there is an inclination towards addressing corruption with 12.9% calling for the arrest of officials suspected to have participated in cases of corruption and another 10% openly demanding accountability of finances spent on local projects. Other than these, 12.1% of respondents called for more regular meetings. They reiterated the concern that often times good program start only the fizzle out fast without making a difference in the lives of the beneficiaries for which they are intended. Most respondents wish to see the Baraza meetings not a 'one-off' but rather a sustained effort, if it is to impact the communities positively.

Table 6.1: Proposals to Improve Barazas

Proposals	Percentage
Allow freedom of speech	7.5%
Audit reports should be produced	11.5%
By arresting corrupt Officials	12.9%
By demanding for accountability	10.1%
Clear agenda	0.9%
Feedback should be given	7.2%
Follow ups should be done	7.2%
Increase publicity about Barazas	7.5%
Involve all stakeholders	12.6%
Meetings in accessible venues	0.9%

Proposals	Percentage
Mobilization	1.7%
Monitoring	6.1%
Public officers must attend all the Barazas	2.3%
Regular meetings	12.1%
Total	100%

Source: Household Baseline Data (2012)

In Conclusion, the Barazas not only aim at empowering the communities and citizens to demand for better service delivery and accountability from their leaders but also to facilitate convergence of views between the public officials and communities on service delivery concerns. This can only be achieved if service providers share information and communicate with the communities on matters of policy and program implementation; and in turn, the citizens make relevant recommendations on measures to improve service delivery.

Box 6.5

The Baraza therefore should not be treated as a “battle field” where service users humiliate service providers but a platform for holding temperate dialogue with a common objective of improving service delivery. RDC Masaka

6.4 Consultant’s Conclusion

Barazas Presidential Initiative has achieved tremendous results in the short time it has been in implementation. At the time of submission of this report, over 88 districts had been reached and others planned for the 2012/13 financial year. We believe that this Program should proceed as a monitoring tool that is used by OPM in its oversight and coordination function of Government programs. As a tool therefore, it would not warrant that Barazas be held by OPM supervision in all the sub-counties of Uganda as this would be costly and time consuming and therefore not efficient. It is therefore suggested that Office of the RDC and District Community Development Officer be strengthened in this district to roll out Baraza meeting in all Sub-Counties in their respective districts to which OPM can randomly attend. OPM can attend a Baraza session in a ‘surprise’ and impromptu manner to verify the quality of the exercise from time to time so that duty bearers are always on alert to deliver as expected. However, the Consultants observe that provision of feedback on proposed action and an update of what is being done to address issues that arise from meetings are paramount to the success of the program. While Government may not have all the answers the citizens will desire to receive a feedback and comfort that issues that matter to them are in consideration of their leaders. This way, they would be further motivated to participate in own development.

7. SUMMARY IMPLEMENTATION MATRIX AND M&E STRATEGY FOR BARAZAS

7.1 Implementation Matrix

The implementation of the strategy for Barazas include: indicator description; baseline values; targets for the strategic period; risks and assumptions; and the responsibility centers for the various activities.

Table 7.1: the Implementation Matrix

Indicator Description	Baseline Values and Targets				Risks /Assumptions	Responsibility centers
	Baseline Values 2012/13	Target 2013/14	Target 2014/15	Target 2015/16		
Output Indicators						
Proportion of members of communities who have ever attended Baraza meeting where its organized	23.5%	30%	40%	50%	More investment is put in mass mobilization and sensitization of the public about the Barazas	Baraza Sub-Committees in all regions of the country
Barazas are extended to more sub-counties	One in each LG	Two in 40 LGs	Three in 40 LGs	Three in 40 LGs	Impact will be greater if more engagement is sustained in areas already host to Barazas	Baraza Task Force
Ratio of attendance by both men and women (presented as % improvement in ratio)	55%	60%	65%	70%	More investment is put in mass mobilization and sensitization of the public about the Barazas	Baraza Sub-Committees in all regions of the country
Barazas are held in all Town Council and Municipality Divisions	One in each District	Two Divisions	Three Divisions	Three Divisions	Impact will be greater if more engagement is sustained in areas already host to Barazas	Baraza Task Force

Indicator Description	Baseline Values and Targets				Risks /Assumptions	Responsibility centers
	Baseline Values 2012/13	Target 2013/14	Target 2014/15	Target 2015/16		
Week long Course conducted for all RDCs, Deputies and District CDOs Baraza focal persons in the districts and OPM staff	0%	100%	100%	100%	all RDCs, Deputies and District CDOs A Course Descriptor is Developed for this purpose	PS OPM and Office of the President
Impact Indicators						
Districts are able to sustain Barazas as community driven processes on their own with minimum OPM supervision and support	0	20%	30%	40%		
Proportion of people who acknowledge that leaders are accountable to services that communities receive	12%	20%	30%	50%	More investment is put in mass mobilization and sensitization of the public about the Barazas	Baraza Sub-Committees in all regions of the country
Level of understanding of the planning and budget process	56.3	60%	70%	75%	District Planners and CDOs are facilitated to add items that exemplify the district planning process during village meetings	District Planners and CDOs at Sub County Levels
Portion of the people who view the program highly as one that has been effective in holding public officers to account	56%	65%	70%	70%	Communication strategy presented as Annex 1 of this report is implemented fully	Baraza Task Force at OPM

7.2 Monitoring and Evaluation Strategy for Barazas

The Barazas Monitoring and Evaluation Framework stands on three main pillars

- a) A logical Framework that presents a systems-logic that guides the inter-linkages between planned and implemented activities;
- b) Sustained data collection on implementation and influencing effects; and
- c) Results generated for revision and improvement

The diagram below presents 6-step process that needs to be taken to complete the M&E framework for this initiative:

Step 1: Involvement of stakeholders and information management around Barazas

Step 2: Reviewing the logic to ensure the initiative is constant to its problem logic

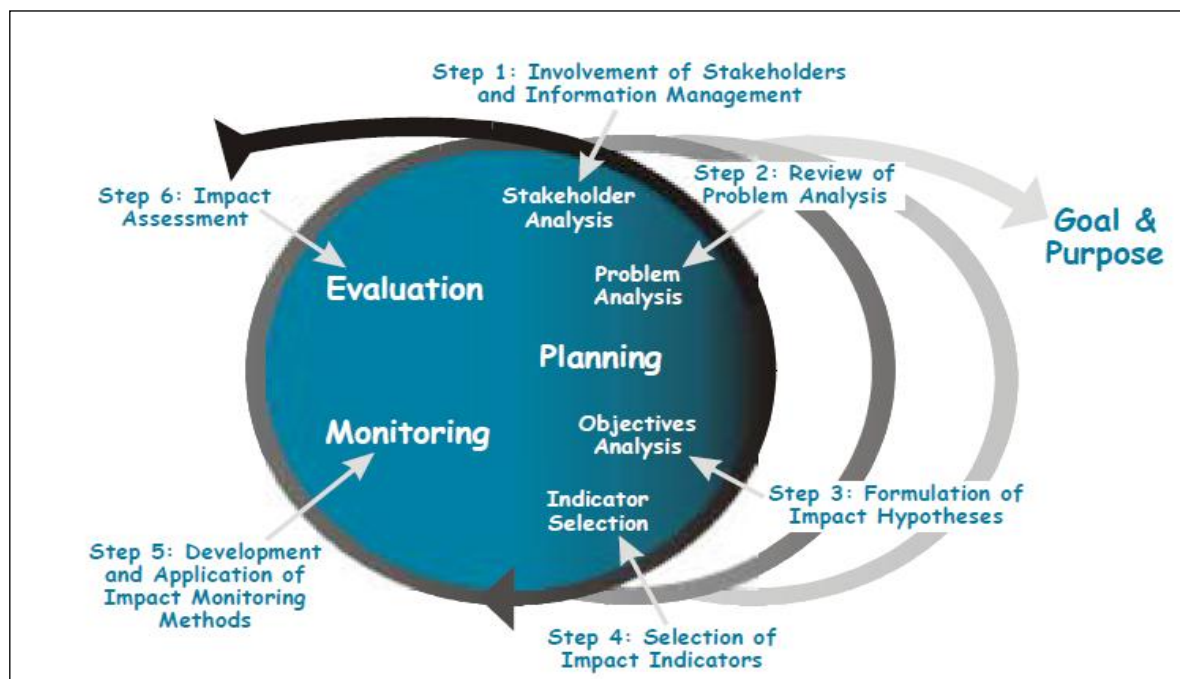
Step 3: Making clear the goals and purpose for Barazas to keep the program focus

Step 4: Using this Baseline to work towards meeting the set targets

Step 5: Constantly monitoring using data returns from the field

Step 6: Assessing Impact with reference to areas where Barazas have already been held

Fig 7.1: Six Step Monitoring and Evaluation



Source: Humphrey Phyllis (1999)

For success of the Barazas program, just like other programs it is important that these steps are critically followed. Staff tasked for data entry and analysis will need to sustain this process, since there can never be M&E without constant inflow of Data. Data is the life-blood of the M&E system and without it the heart stops beating. Results based M&E requires not just reporting of performance but what current performance means for continuous improvement. External influences and programs that reinforce the Barazas initiative must be identified to synergize with current activities to reduce cost and effort.



APPENDICIES

APPENDIX 1: COMMUNICATION STRATEGY FOR BARAZAS

A1 INTRODUCTION

This Communication Strategy for Barazas (CSB) has been elaborated as an additional output of this consultancy and utilizes information collected as part of the Baseline Survey. The importance of this strategy is to guide the implementation of an effective communication sub-program of to popularize Barazas at all levels of government and to all CSOs, development partners and citizenry. This therefore will require collective effort to bring all stakeholders on board. This strategy has a mission, vision and goals as well as core principles and values it will adhere to.

A2 TARGET AUDIENCE

Under this process they have identified stakeholders in three broad categories as the key audiences

- i. *Primary (external) clients*
- ii. *Secondary (internal) clients*
- iii. *Significant others*

Primary clients are Local Government service end-users- who people refer to as the 'masses' while the secondary clients are the local service providers – or the public officials. The significant others are the non-state actors NGO, CSOs, Private Sector, Development Partners etc. These need different messages and need to be approached differently. It is important that OPM notes that best audiences to target in order to achieve an objective may not always be the most obvious ones, and targeting audiences such as the media may not always help achieve your objectives since in some cases, information can be distorted. Everyone would like a higher media and political profile, yet activities aiming towards this may ultimately be self-serving and only communications driven, with no wider impact. These may even have a negative effect if you dedicate resources towards this that would otherwise be put towards communicating with key stakeholders. We propose in the interim the Barazas to have the following as the target audience as tabled below:

Under this component of the communication strategy is to tailor a particular message to a section of the public/audience. Since three categories of clients have been identified the task is to ensure that each audience is reached with a message most effective in communicating the message in a manner that will yield the highest level of enthusiasm and feedback. While packaging is an aspect that can be improved on from time to time below are some of the interim strategies:

- a) *Primary Clients will be reached with messages that encourage them to participate. The messages therefore will be more on the aspects of mobilization and education than results*
- b) *Secondary Clients will be provided messages of benefit and results from a successful engagement in the Barazas initiative and*
- c) *The significant others will be provided a message that links the Barazas to their work and seek to encourage them to link their work in a manner that synergizes with on-going programs.*

This strategy illustrates the tools and activities that are most appropriate in communicating the key messages with tailored tools and materials/systems for each audience as shown below:

Table A.1: Strategies to communicate to different audiences about Barazas

Audience Category	Targeted Group	Communication Strategies and Tools
Primary clients	<ul style="list-style-type: none"> • Members of communities beginning at Sub-County Level i.e. all adult suffrage beginning with sub-counties where the Barazas have already been held • Members of communities in Town Councils and Municipalities i.e. all adult suffrage beginning with where the Barazas have already been held. 	<ol style="list-style-type: none"> 1. Large News Bulletins published in hard print and full colour for display at notice boards every two months in Parishes (in nine different languages: <i>English, Luo, Lugbara, Iteso, Luganda, Lunyankole Lukiga, Lunyoro-Lutooro, Lugisu and Lusoga</i>.) 2. Radio Talk shows on local FM stations. It is important to note that these talks-shows on the suspended ‘<i>ebimeeza</i>’ were effective in communicating to the masses. This can be weekly 3. Use Religious Leaders: Religious leaders meet masses more frequently than any other state or not state actors. They need to be given the news bulletins to communicate weekly at discretion 4. Use mobile address systems. This is need most in last day mobilizations calling people to attend actual Baraza meetings.
Secondary clients	<ul style="list-style-type: none"> • Local Government Leaders • MDAs (Ministries Departments and Agencies) • Semi-autonomous and autonomous Government Institutions • Government programs CAIP, NUSAF, PRDP, URF LGSMD etc including program liaison 	<ol style="list-style-type: none"> 1. Use Newsletters through the print media (monthly) 2. Use Television Talk-shows (it was found out the most of the public servants are better reached on TV programs than radio especially in urban areas) (every two weeks) 3. Share at Conferences, Workshops and Seminars. It was noted that many workshops take place across the country and can be utilized for just a short presentation on Barazas 4. Develop special pages on the OPM Website on Barazas. While this is in place it needs to be improved

Audience Category	Targeted Group	Communication Strategies and Tools
Significant others	<ul style="list-style-type: none"> • Faith Based Organizations • Local and International NGOs • Development Partners/bilateral and multilateral donor programs • Civil Society Organizations • Private Sector • Religious Institutions 	<p>All the above strategies for secondary clients but also include:</p> <ol style="list-style-type: none"> 1. <i>Share the Progress Reports</i> at least bi-annually to these stakeholders who will need much more detail than a newsletter or talk show 2. <i>Encourage these non-state actors to synergize their programs with the Baraza Program</i> to an extent possible so that they can attend the meetings as part of their development work

APPENDIX 1: NATIONAL LEVEL STAKEHOLDERS CONSULTED

- i. The Monitoring and Evaluation Department of OPM;
- ii. Ministry of Information and National Guidance;
- iii. Ministry of Finance Planning and Economic Development;
- iv. Ministry of Local Government;
- v. Ministry of Gender, Labour and Social Development;
- vi. Uganda Local Governments Association;
- vii. Urban Authorities Association of Uganda;
- viii. Local Government Finance Commission;
- ix. National Planning Authority;
- x. United Nations Development Program;
- xi. Uganda Bureau of Statistics;
- xii. The National NGO Forum; and
- xiii. DENIVA.

APPENDIX II: INSTITUTIONS AND PERSONALITIES CONSULTED IN DISTRICTS

Name	Designation
Col. Ibrahim Abiriga	District RDC
Abdullay Omar	Branch Manager, West Nile Private Sector Development Center
Torea Franko	District CDO
Bada Fred	Senior Planner Arua MC
Shaphan Adeko	District Planner Arua
Edema Geoffrey	CDO Arua MC
Sarah Onyiro	A. CAO Vvura SC Arua
Afeku James	Chief Vvura SC Arua
	Town Clerk Arua Municipal
Dan Kamyia	Senior CDO Kalangala
Willy Lugolobi	District Chairperson Kalangala
Isaac Mugeru	Information Officer
Christopher Mugyisha	District CDO Kisoro
Rev. Baker Habimana	Diocesan Secretary Kisoro Diocese
Gerald Ngarama	PRO Voice of Muhabura Kisoro
Rev. E. Mfitumukiza	Programme Coordinator Kisoro District NGO/CBO Forum
Ahmed M. Doka	District RDC Kisoro
Susan Akany	RDC Lira
Bob Opio	DRDC Lira
Adoko George	CAAO Lira
Francis Okello	Planner Lira
Madam Christine	Ag.CDO Lira
Ambrose Ocen	Municipality Town Clerk Lira
Mathew Olao	Municipality Planner Lira
Okao Richard	Chief (Ag) Amach SC Lira
Alfred Adeka	Finance Minister Lango Cultural Office (<i>Won Nyaci</i>) Lira
Daniel Okello	Programmes Coordinator NGO Forum Lira
Charles Onen	Executive Secretary Private Sector Promotion Center Lira
Fr. Patrick Odur	Assistant Parish Priest Uganda Martyrs Cathedral Lira
Ochen John	Programmes Manager Radio Wa Lira
Okada Emmanuel	Secretary General (Wigweng LC I) Central Division, Lira MC Lira
Kweyamba Ruhemba	CAO Masaka
NNA	Radio Buddu Masaka
Okurut Julius	Chief/ ACDO Kabwangasi SC Pallisa
Nicholas Egwal	Town Clerk Pallisa
Mukesi Robert	Planner Pallisa
Otimong	A CAO Pallisa
Solomon	Program Manager Action Aid Pallisa
Wamire Dawson	C DO Pallisa

Name	Designation
Mary Kemerwa	RD C Pallisa
Okiring Partick	Mayor Pallisa
Sam Ahabwe	District PAS Rukungiri
Cleophas Tiwaitu	C DO Rukungiri
Rev. Eric Baingana	Programme Coordinator N. Kigezi and Kinkizi Diocese WATSAN Program Rukungiri
Pulkeria Muhindo	District RDC Rukungiri
Peace Tumushabe	Senior Population Officer Rukungiri
Jane N. Kigundu	Senior C DO Sembabule
Samuel Mukasa	Lutheran World Federation (LWF)M&E Officer Sembabule
Hussein K. Matanda	RDC Sironko District
Wanzala Vincent	Deputy CAO Sironko District
Nabukwasi Florence	Sironko Town Clerk Budadili TC
Chelangat Susan	SC Chief Buwalasi SC Sironko
Pastor	Ag. CDO Buwalasi SC Sironko
Judith Rwakishumba	District RDC Jinja
Ben Otim Ogwette	District CAO Jinja
Mubiru Nathan	District Planner Jinja
Dibya Alex	District Ag. C DO Jinja
D Kyagaba	District Senior Labor Officer Jinja
Kintu Benard	Ag. Town Clerk Bugembe T/C Jinja
Kakaire Emmanuel	C DO Bugembe T/C Jinja
Mukungu Moses	SC Chief Budondo SC Jinja
David Lukakamwa	Presenter Voice of Busoga FM Jinja

APPENDIX III: LITERATURE REVIEWED

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2. UBOS *National Household Surveys since 1998*
3. Local Government Management of Service Delivery Program Baseline of 2008
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