



Monitoring of the Poverty Action Fund Annual Report

May 2001 – April 2002

Prepared by
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Contact

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UGANDA DEBT NETWORK

Report of monitoring the Poverty Action Fund

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1.1 Introduction

Uganda Debt Network (UDN) is a pro-poor organization advocating for reduced and sustainable debt levels, accountability and effective use of national resources for the benefit of all the people of Uganda. The Network is an advocacy and lobbying coalition of NGOs, institutions and individuals formed in 1996. The network was formed as a result of civil society concerns that Uganda's debt burden had reached unsustainable levels, which had serious adverse implications for social development. Since its formation UDN has become a focal point for critical advocacy issues and facilitator of civil society organisations for advocacy and lobbying.

UDN has been involved in various activities aimed at strengthening the capacity of civil society to engage Government and to influence policy planning in Uganda. The Network has carried out the following activities:

- Spearheaded the Jubilee 2000 global debt cancellation campaign in Uganda
- Facilitates the civil society in monitoring the implementation of the Poverty Action Fund, a mechanism instituted by the Government of Uganda to mobilise debt savings and channel them in poverty reducing programmes.
- Was a lead agency in the CSOs Task Force for the revision of the Poverty Eradication Action Plan (PEAP) and preparation of Poverty Reduction Strategy Paper (PRSP)
- Spearheads the Budget Advocacy Initiative (BAI) composed of organisations working on budgetary analysis, advocacy and research
- Spearheaded the Anti Corruption Coalition of Uganda (ACCU), a loose coalition of CSOs, and individuals concerned about rampant corruption in Uganda.

1.2 Vision

A prosperous Uganda with equitable development and a high quality of life of the people

1.3 Mission

To advocate for reduced sustainable debt levels, accountability and effective use of national resources for the benefit of all the people of Uganda.

1.4 How does UDN work?

UDN's advocacy and campaign work is through mass mobilisation, capacity building of CSOs, media, research, publications and information dissemination through newsletters, briefing papers, updates, workshops, meetings, seminars, conferences e.t.c.

2.1 Advocacy on Debt Relief and cancellation

UDN was formed to primarily campaign for debt relief for Uganda under the Highly Indebted Poor Countries (HIPCS) initiative of the World Bank and IMF to reduce debts of poor countries. It was also to ensure that the savings from debt relief are spent in the social sector so as to reduce poverty. The network was the lead agency for the debt relief in Uganda under the Highly Indebted Poor Countries (HIPCS) initiative of the World Bank and IMF from 1996 to 2000. UDNs support and successful participation in the Jubilee 2000 Global debt cancellation campaign saw Uganda among the first countries to receive debt relief under the HIPCS initiative in 1998 with evident benefits for poverty reduction. The government is committed to spending debt relief resources on poverty eradication through Poverty Action Fund (PAF)

The Poverty Action Fund (PAF)

This is a mechanism that the Government of Uganda established in the Financial Year of 1997/98 to mobilise additional resources for expenditure in the social sector to alleviate poverty. The source of funding for the PAF is savings from the HIPC Debt Relief Initiative, donor contributions and the Government of Uganda own resources. This 2001/02 Financial Year is the fourth year of operation of PAF and contributes 35.30% of the national budget of Uganda. PAF resources are sent to the districts as conditional grants and are supposed to be used according to the guidelines established by Ministry of Finance, Planning and Economic Development as well as the line ministries

Programme areas under the PAF

PAF provides funding to PEAP priority areas that are directly poverty reducing through either:

- Increasing the ability of the poor to raise their incomes, or
- Improving the quality of life of the poor, and

PAF funded programs include:

- Primary Education
- Primary Health Care
- Water and Sanitation development
- Rural Feeder roads maintenance
- Agriculture extension
- Micro Finance/ Restocking programmes
- Others include Control of HIV/AIDS, pilot schemes for adult literacy and enhancing efficiency in the Judiciary system (clearance of the case backlog).

Monitoring and accountability of PAF funds

5% of the total PAF resources is allocated to Government agencies that are involved in ensuring that public resources are not misappropriated. The 5% of these resources is set aside to ensure improved effectiveness, transparency and accountability of use of these resources. The benefiting Government agencies from the 5% are:

- The Inspectorate of Government
- The Auditor General

- The Public Accounts Committee
- The Inspectorate Department under the Ministry of Local Government
- The Directorate of Accounts under Ministry of Finance, Planning and Economic Development.

3.1 The role of UDN in monitoring PAF

UDN is a Civil Society Organization (CSO) monitoring the implementation and utilization of Poverty Action Fund to ensure that resources from debt relief are spent on poverty focused programmes and also that services reach the intended beneficiaries. In May 2000, UDN beefed up the process of monitoring by establishing grassroots structures, the Poverty Action Fund Monitoring Committees (PAFMCs). The PAFMCs are voluntary Civil Society groups comprised of grassroots communities and exist in 17 districts¹ in Uganda where UDN is operating.

Initially, the PAFMCs were established in 12 districts. They have now expanded from the original with extra five districts that formed structures out of their own initiative after learning from others. These include Kaberamaido, Soroti, Katakwi², Kanungu and Iganga. Many other districts are expressing their enthusiasm to join the process such as Mayuge, Mbarara, Ntungamo, Hoima and Nebbi. This has come about as a result of the awareness and education created over the last two years.

UDN has encouraged PAFMCs to establish structures from the district to the lowest village level. This will be the basis on which continuous monitoring will be enhanced at the community level. Such structures exist in the districts of Katakwi, in some counties, Kaberamaido, Soroti, Lira and Kamuli.

3.1.1 Introducing the Community Based Monitoring and Evaluation System (CBMES)

In response to the challenges of monitoring PAF and other intervention mechanisms, which include limited numbers of monitors at the district level, UDN has had to reshape the strategy of monitoring done by a few PAFMCs to the Community Based Monitoring and Evaluation System (CBMES).

The CBMES aims to empower communities to articulate their development needs and priorities, as well as efforts to mobilise communities in the local development planning, management, and evaluation process of service delivery. The initiative entails local communities measuring the performance of government programmes by obtaining information about the quality and quantity outputs over a certain period of time and comparing this with the publicly declared outputs of those programmes.

This method not only offers the opportunity for tracking and monitoring government decision making but also involves constituencies in research, empowerment and building capacity to bring about significant change and facilitating in depth learning by large numbers of people on the issues which concern them.

¹ Kamuli, Katakwi, Kaberamaido, Soroti, Apac, Lira, Bugiri, Pallisa, Bushenyi, Iganga, Kanungu, Rukungiri, Kumi, Mpigi, Luwero, Kiboga, Mbale

² It is however noted that the three districts of Kaberamaido, Soroti and Katakwi have been taken up as PAFMCs as result of additional funding from other partners such as DANIDA. This has contributed to the resources provided by Oxfam that has enabled UDN to facilitate the increasing number of PAFMCs structures.

It is envisaged that the CBMES will involve communities in large numbers to participate in monitoring and also supplement the work of PAFMCs

3.1.2 The CBMES Pilot in Kamuli

UDN carried out a pilot in the district of Kamuli from 11th – 23rd April 2002 to test the Community Based Monitoring and Evaluation System (CBMES), to seek involvement of respective stakeholders and test its feasibility (*see full report of the Pilot in Annex- I*)

The goal of the pilot was to establish a Community Based Monitoring & Evaluation System (CBMES) to enhance participation of local communities in decision-making and policy influence.

The purpose of the pilot was to empower grassroots communities to monitor poverty and other development-related programmes, participate in programme and policy monitoring and evaluation for socio-economic change.

The Objectives of the pilot included introducing participatory monitoring and evaluation skills to local communities, developing a tool for monitoring and evaluating community poverty programmes, establishing a community based information management system and drawing lessons for scaling up community based monitoring and evaluation for replication elsewhere.

Methodology of the Pilot

- ◆ Courtesy calls on district and sub-county officials.
- ◆ Mobilisation of communities done by Poverty Monitoring Committees (PMCs).
- ◆ Meeting held between UDN and PMCs to develop the selection criteria of pilot areas and community representatives.
- ◆ Meetings held under trees and shop verandahs to select community representatives.
- ◆ Workshops held at sub-county and district levels for training and debriefing of findings.
- ◆ Participatory methodologies used in training, identifying the priority areas for monitoring, developing monitoring tool and indicators and analysis of findings.
- ◆ By the nature of the information collected, qualitative data analysis was used.

Key Outcomes of the Pilot

- ◆ Participatory monitoring and evaluation skills were shared with the participants during the training workshop.
- ◆ A tool for monitoring and evaluating development programmes was developed by the participants and tested for data collection in the area.
- ◆ A Community Based Information Management and Action system was developed.
- ◆ Lessons for scaling up community based monitoring and evaluation for replication elsewhere were drawn.

Challenges of the system

- ◆ Poverty levels in the community can influence the monitors in accepting bribes to shy away from the truth.

- ◆ Availability of information on funds allocated and disbursed.
- ◆ Establishment of rapport with key stakeholders especially government officials, local leaders and implementers of the programmes.
- ◆ Inadequate skills in monitoring and evaluation M&E by those who are going to monitor.
- ◆ Lack of prompt action on monitored issues may discourage the communities to support the system.
- ◆ Lack of a code of conduct for the members may derail the system.

Conclusion

The CBMES is a practical system useful in monitoring development and anti-corruption efforts in government and society.

Lessons learned

- ◆ The CBMES process can be adapted to suit other UDN programmes like budget work and good governance.
- ◆ Adequate mobilization of communities is important before the process of CBMES.
- ◆ Service delivery can greatly be influenced by community participation in M&E of development programmes. This will enhance accountability in terms of outputs.
- ◆ Communities once empowered in terms of information and skills can play a great role in directing their development needs.

Way forward

- ◆ Present findings to the Poverty Monitoring Analysis Unit.
- ◆ Assess training needs of the CBMs (esp. new ones) in June 2002
- ◆ Follow up of the Community-Based Monitors quarterly by UDN at least in the first year of the pilot.
- ◆ Organise media events to discuss the findings.

3.1.2 Critical issues of CSOs Monitoring

- » Overseers of proper implementation of PAF programmes.
- » Advocates for transparency, accountability as well as watchdogs in checking occasions of corruption at the local Government and lower levels of governance.
- » Ensure proper channels of service delivery at the grassroots and provision of feedback mechanisms for action to UDN and Policy makers and respective stakeholders.

3.1.3 Integration of PAF monitoring with other programmes

Because of the nature of work UDN does which involves influencing pro-poor policy planning at national and international level it has been imperative to integrate most of the programs. The concept of PAF monitoring is being transformed from standing isolated to integration with other pertinent programmes. The most significant element is that, the structures of PAFMCs propel other activities to take pace at the grassroots such as; Grassroots anti corruption campaign, Budget Advocacy, Linkages between PEAP and PAF, linking partners with Public Information Centre, e.t.c. This is advantageous in a sense of: sharing of resources; cost effectiveness in terms of time, human and financial

resources; capacity building; information dissemination and coverage in terms of constituencies covered. Significantly, the programs are mutually supporting and interrelated. This provides opportunities for expansion of PAF monitoring to wider constituencies.

3.1.4 Composition of the Committees

The committees are composed of persons selected from the civil society sections including women, youth, people with disabilities (PWDs), men, religious leaders, and the elderly. Each Committee has been formed with specific portfolios namely Chairperson, Vice Chairperson, Secretary, Publicity Secretary, Treasurer, and Committee Members comprising on average 10 members.

Sub-county and Parish committees though they are representatives of civil society created in some districts, may not realize the same number of portfolios. They are comprised of a few members on average four (4) members. They converge at the respective levels of operation for strategic meetings to discuss and draw strategies for monitoring the PAF.

4.1 Skills Development Workshops

UDN believes that communities should be empowered to have voice and influence decision-making processes at national and grassroots level. The committees are being equipped with skills and knowledge in poverty and public expenditure (budgetary resources) monitoring, grassroots advocacy and lobbying to ensure accountability and effective implementation of programmes. During the second half of 2001, two skills development workshops were organized to build the capacity of PAFMCs to enhance their monitoring work.

4.1.2 Lobby and Advocacy Workshop

This was organised for Grassroots Partners in the fight against Corruption and PAFMCs to further the process of integrating PAF monitoring with Grassroots anti corruption campaign. The workshop was held at Cardinal Nsubuga Leadership Centre, Kampala from 28th -29th June 2001.

Participants at the workshop were drawn from the then 13 districts where UDN was operating at that and representatives of groups UDN had been working with at the grassroots on anti-corruption campaign were also involved. These include: ORAG, Echo Drama Actors, MWODET from Soroti, Rukungiri, Kanungu, and Mpigi respectively and a representative from Kaberamaido District who had initiated PAF Committees. In order to strengthen coalition building between CSO and local government in the struggle against corruption, a District Cultural Officer from each of the districts was invited for this workshop. This made the total number of participants to 49 (30 Males and 9 Females)

Achievements of the Lobby and Advocacy workshop

26 PAFMCs acquired lobby and advocacy skills; 7 partners from grassroots organizations involved in the campaign acquired similar skills as above; 17 District Cultural Officers from trained with our partners and acquired similar skills; understanding of UDN

concept of integrating PAF with other programs; set a pace for PAFMCs to draw activity plans for PAF monitoring and Anti Corruption activities in the respective districts; increased networking and collaboration between our partners at the grassroots and district officials for the programs.

Most significant, participants trained at this workshop immediately applied the skills by starting a coalition called TESO Anti Corruption Coalition (TAC) comprising of 5 districts.³ They have in addition to formation of a Coalition, initiated their own PAFMCs structures in those districts that had none such as Kaberamaido, Soroti and Katakwi. They have made a step a head in mobilising people in the region to monitor PAF and advocate for transparent and accountable systems.

4.1.3 Regional Skills Development Workshops

In the last Quarter of the year 2001, UDN changed the strategy of organising trainings in Kampala since it was limiting full participation of all PAFMCs. This training round was organised at the regional level in three districts of Soroti, Iganga and Rukungiri as host centres. The training was conducted in the setting with in which PAFMCs. The workshops convened PAFMCs in the training according to their respective districts of location. They were categorised as follows:

Eastern / Northern region

The venue was Soroti district (Eneku Village) 11th – 17th November 2001 with participants hailing from 7 districts of Soroti, Katakwi, Kaberamaido, Apac, Lira, Pallisa, Kumi.

Central / Eastern regions

The venue was Iganga district (Iganga District Council Hall) 14th – 17th Nov. 2001 and participants came from the districts of Iganga, Kamuli, Bugiri, Kiboga.

Western Region

The Venue was Rukungiri district (Hotel Riverside) 20th – 23rd Nov. 2001 and participants came from the districts of Rukungiri, Kanungu and Bushenyi.

Achievements of the skills Development workshops.

Participation

- On the whole, the three training workshops were highly participatory and registered a good turn up of 161 participants. (including majority PAFMCs and other members of civil society, district officials who expressed their desire to participate in the training) from 15 districts.⁴

Facilitation and resource persons for the workshops

- The workshops were opened by the RDCs in the host districts with the exception of Soroti where the RDC could not find time to participate. Resource persons in each host district included the CAO and the District Planner each making a presentation of a case a study of host District PAF budget allocations, Decentralisation Policy and

³ TESO Anti Corruption Coalition is a launching pad for civil society groups operating in TESO region to contribute and participate effectively in the monitoring of poverty action programmes and anti corruption campaigns. It is comprised of the following districts Kumi, Soroti, Pallisa, Kaberamaido, Katakwi.

⁴ The PAFMCs from the districts of Mpigi, Luwero and Mbale did not turn up due to failure to access information.

opportunities available for PAFMCs to monitor PAF. The workshops were fully facilitated by one external Facilitator contracted by UDN and a Team of UDN Staff from the Policy and Campaigns Department. In all the workshops, facilitation was based on the local experiences as one of the tools for training, which was beneficial for the participants' conceptualisation and the setting with in which they do the monitoring of PAF.

Skills acquisition

- The training empowered participants with various skills including among others: understanding of the district budget formulation process; decentralization process and levels of civil society intervention; creating a cordial working relationship with local government authorities; advocacy and lobbying; communication skills; resource mobilization; networking and campaigning skill; participatory planning; practical monitoring; data collection and reporting. Participants also had an opportunity to dialogue and share their experience with Local Government Officials in a close dialogue with the PAFMCs.
- The training did not only benefit the PAFMCs but also some selected groups of people who expressed interest in acquiring similar skills to enable them participate in monitoring the PAF. This developed out of the interaction and opportunity provided by the workshops that fostered a good relationship between local government officials and UDN on learning the operations of PAFMCs in various districts.

District Dialogue meetings

- Each of the regional training workshops incorporated a PEAP dialogue thus 3 dialogues were organised consecutively. They were organised in reference to case study presentations made by the host district Officials on implementation of PEAP at district level. The involvement of district officials demonstrated practical approaches and clarifications to the Participants on various issues such as; linkages between PAF and PEAP; decentralization process; Implementation of PEAP through PAF funded programmes; operational mechanisms and opportunities available for PAFMCs at the district to the lower level in terms of access to information; contact offices/persons; PAF allocations and extra.
- The dialogues brought together PAF implementers at the district level and the civil society as the ultimate beneficiaries of the PAF. It was a great opportunity for sharing of experiences about implementation of the PAF and service delivery from a cross section of participants, District officials and facilitators.
- A few cases cited as opening up of district officials' willingness to collaborate with PAFMCs include: the RDCs Office Iganga and Rukungiri, committed their office to work hand in hand with the PAFMCs. The CAOs in the three districts pledged their support to UDN and PAFMCs. They promised to avail time and keep their offices open as a point of reference for PAFMCs easy access of information and reporting. The CAO Iganga designated one of the ACAOs to work hand in hand with the PAFMCs in realising their objectives.
- It is envisaged that the training will improve the PAFMCs understanding of PEAP, PAF monitoring operations, and create a good operational relationship between

PAFMCs and District Officials which in turn will help them in monitoring and reporting.

Other District dialogues organised:

Dialogues have been organized in 5 districts with participants coming from the neighbouring districts. Some of the dialogues coincided with various events that were pertinent to PAFMCs work such as the inauguration of PAFMC (Lira) restructuring of initial PAFMC (Rukungiri) and part of anti corruption events (TESO Conference and Kumi). These include

1. Lira Dialogue on 27th July 2001.
2. TESO region conference held on 10th – 11th August, 2001⁵
3. Kamuli dialogue August 31, 2001,
4. Rukungiri Dialogue on 26th October, 2001 and
5. Kumi public dialogue on November 23rd 2001
6. The Leadership Code – CSOs consultations in Iganga and Soroti (convened PAFMCs and other members of civil society from the districts of Soroti, Kaberamaido, Katakwi, , Pallisa, Kumi, Iganga, Mayuge, Kamuli, and Bugiri) march, 2002.

Media Campaign:

The proceedings of the skills development workshops were recorded on WBS (a case of Iganga Workshop), which was aired on WBS Station on 18th November 2001 and the visual tape provided for UDN archives. This received a lot of viewers from a cross section of people in the central region of Uganda. In TESO region, 2 talk shows were organized for 8 PAFMCs, and 1 UDN staff to articulate the relevancy of the workshops and PAF monitoring to the grassroots. The training also attracted the print Media in Soroti such as Etop the sister paper of The New Vision that incorporated it in the news of the week.

Other media events: Various media events had earlier been arranged in conjunction with pertinent events to PAF organised by UDN. A number of appearances in the electronic and print media were made evident during:

- CG week 13th – 15th May 2001 40,000 copies of the pull out were produced in the Monitor backed with various articles, talk shows and interviews.
- Anti Corruption Week The whole month of October, and November 2001. – Various talk shows were organised on multiple FM radio stations and TV (both at national and upcountry level). Participants in these programmes were PAFMCs, other UDN members and Staff who articulated critical issues of concern on Poverty, PAF monitoring and good governance in general.
- The National Poverty Day (Dialogue) – took place at the International Conference Centre 18th October 2001.
- The process of the CBM&ES Pilot test in Kamuli was covered in the press both print and electronic. The media houses involved included Wavah Broadcasting Service (WBS) Television, Radio Uganda, Monitor FM, Radio Simba, the Monitor and New Vision Newspapers.

⁵ This dialogue unlike others that involved one district, was participated in by 5 districts that comprise TESO Anti Corruption Coalition (Kumi, Pallisa, Kaberamaido, Soroti, Katakwi)

Issues arising from the regional workshops / Dialogues

Challenges

- ◆ Though there are organs that fight corruption one can't know/justify the kind of work they are doing.
- ◆ PAFMCs appreciate the integration of PAF with Corruption but this should be backed with regular trainings to facilitate adequate reporting.
- ◆ There should be sensitisation of councillors as well as local council leaders from the district level to the lowest point to enable them become advocates of good governance.
- ◆ The budget is not fully decentralised, even with national budget; sub county, local government should be consulted. It is supposed to be participatory.
- ◆ High illiteracy levels of the grassroots people render them incapable of reading any policy document circulated. Need to sensitise leaders to enhance the process.
- ◆ Need to organize general meeting of all grassroots stakeholders at national level and stakeholders so that they can hear from each other.

General challenges of PEAP/PAF implementation by the policy makers and implementers

- Improvement of the poverty monitoring systems at central and district levels remains a challenge.
- Capacity building at local governments to enhance effective planning, management and implementation of the PEAP
- Improve accountability and transparency systems at the local government level.
- Enabling environment to promote growth in the private sector.
- Improve saving culture among the population.

Recommendations

- ◆ Mass mobilisation /sensitisation of communities to ensure ownership and increased participation in policy formulation and influence.
- ◆ Organise district dialogues between PAFMCs , implementers of PAF and other local leaders.
- ◆ Conduct capacity building trainings, meetings and workshops on poverty, monitoring and other related issues for the grassroots.
- ◆ Translation and simplification of key documents into popular languages, illustrations for easy reading to the grassroots.
- ◆ Dissemination of education documents and information.
- ◆ Meeting the logistical needs of PAFMCs and grassroots activities to enhance monitoring and good governance.

4.2 Periodic / Continuous monitoring

Civil society PAF monitoring involves NGOs/CBOs, PAFMCs/ CBMs, individuals and the media. Our monitoring has enabled a cross section of people (Local, National and International) to get to know about the PAF and their role in monitoring. Most people have got a chance to know about the PAF through publications produced and the

electronic messages aired on radio and Television. As ultimate beneficiaries, knowing and monitoring the PAF programme, increases ownership of the outputs. Classrooms built, roads maintained, rehabilitated health units are taken as property belonging to them. This thinking enhances utilization of the PAF outputs.

The establishment of the PAFMCs not only improves the PAF implementation process but also checks occasions of corruption. The PAFMCs have gained greater confidence from the public as a force to record grassroots complaints on service delivery. Reports of monitoring have triggered off serious intervention mechanisms by Civil Society and also compelled government officials to respond in a number of ways. Inadequacies in PAF implementation process have been exposed in the PAFMCs reports of monitoring, which also UDN has forwarded to the relevant authorities. Some cases forwarded to UDN by PAFMCs include:

- ◆ Rampant embezzlement of public funds by Local Government Officials (sub-county cashiers and Chiefs as in the case of Butansi, (17m, 8m and 7m) since 1996/1997 and Bugaya (36m) in Kamuli District.
- ◆ The issue of Graduated Tax in terms of paying more than 3,000/= for tickets worth this amount in Bugaya sub-county, Kamuli District.
- ◆ Polling Assistants who sign for 10,000/= but are actually paid 9,000/= in Bugaya sub-county, Kamuli District.
- ◆ Mismanagement of funds and bribing of Local Council Officials by the Sub-county Chief, Kakanju, Bushenyi district.
- ◆ The case of the widow Iwangu Margaret versus Eastern division – Soroti Municipal Council, over her plot No. 6 Aboosi Rd. The woman is reported to have reported to the official to the IGG who took action and after some time the case was settled and the woman given full control over her land (a case in Soroti District)
- ◆ Boda-boda cyclists in Soroti district were being charged an extravagant fee to operate in the district. TAC officials rounded them up and together they demanded an explanation from the town clerk as to why they were being charged thus. The confrontation between the boda-boda guys and officials from the town clerk's office was so hot that the high fee was immediately dropped.
- ◆ A case of Amuria Farmers & Transporters, a construction firm that was contracted to build over 17 schools in Katakwi district. This has turned out to be scandalous with millions of shillings lost through shoddy work. The case has been reported to the various Anti Graft institutions, Parliament, and Local Government. As a result, the IGG Regional office in Soroti is investigating the matter.
- ◆ On the other hand in Kamuli, after the CBMES pilots exercise a number of corruption cases have emerged. These include reports of sinking latrines and cracked UPE buildings. In addition to this the people are also reported to have caused the arrest of some school committee for awarding a school construction tender to some incompetent bidders.

The PAFMCs have also reported to have received the following reports.

- Kagwara cattle dig project, missing sheets of Kagwara P/S in Soroti.
- A case of 1.44 m/= used to complete an incomplete classroom block built through SDDP in Nakatunya P/S, Soroti.
- A case of diversion of UPE funds in Kaberamaido schools
- A case of 6000 sheets missing received through Japanese aid to Katakwi
- Complaint on bungled construction of Orungo sub-dispensary

- Complaint of desks undelivered but paid for to Solar & Muluk contractors.
- Report SFG contracted schools of Labori P/S, Tubur P/S, Acuna P/S, Anyara A P/S, Ousia P/S that have either collapsed toilets on cracked walls/floors. Oimai P/S that is reported to have collapsed and Kakere P/S with bent walls and is to be destroyed. Contractors are reported to have just been sent away.
- Report on one pensioner in the district of (Soroti) still existing in the payroll.

4.2.1 Action taken

The UDN secretariat has forwarded some of the cases to high authorities in particular the Anti Graft institutions such as the IGG, Auditor General, Ministry of Ethics and Integrity, The Local Government Officials, and the Parliamentary Committees on Public Accounts. Response on action taken by some of these institutions has been positive in particular the IGG that has taken up to investigate the cases. Also, UDN has organised intervention mechanisms such as dialogues for District Officials, Communities and other stakeholders to discuss the issues. A good example is the Kamuli Dialogues organised at Parish, Sub-county and District level during the CBMES Pilot at which Local Government Officials and leaders have agreed to support community monitors in following up and investigating the issues.

5.1 Grassroots participation in the PAF Quarterly meetings and national fora

In order to establish a dialogue mechanism between all the stakeholders of PAF, quarterly meetings are organised and chaired by MoFPED and attended by line ministries, donors and the civil society.⁶ UDN has arranged for grassroots partners to participate in policy formulation and analysis dialogues as well as meetings organised by Development Partners.

Grassroots participation and presentations has been recognised at the following fora:

- ♦ One (1) member of the PAFMC participated in the workshop on Study on the PAF: Half day Seminar to discuss preliminary findings and recommendations on Friday 19th April, 2002 at fairway Hotel.
- ♦ One (1) member of the PAFMC participated and made a presentation at the meeting organised by Catholic Relief Service (CRS) the Theme: Africa out of Poverty: PRSP and Poverty reduction in Africa. The meeting took place at Imperial Botanical Beach Hotel, Entebbe on 11th – 13th April 2002.
- ♦ Four (4) members of the PAFMC and grassroots partners made a presentation of the resolutions from the Iganga and Teso Regional Leadership Code bill 2001 consultative Dialogue to the Parliamentary Committee on legal and Parliamentary Affairs on Tuesday March 12, 2002 at Parliament of Uganda.
- ♦ The Consultative Group meeting, which coincided with the Quarterly meeting of PAF 13th - 15th May 2001 at the International Conference Centre. It was attended by UDN staff, members of the executive committee, 2 members of the PAFMCs and other sections of CSOs.
- ♦ One (1) member of the PAFMC participated in the PAF quarterly meeting held 12th-13th , 2002at the International Conference Centre and made a presentation on civil society experience on PAF monitoring.

⁶ During the meetings, line ministries present their quarterly reports, donors present their report about their investigations about the implementation of PAF. UDN spearheads civil society participation in PAF monitoring and therefore has space on the PAF quarterly meeting to make a presentation on behalf of the civil society

- ♦ Grassroots people have also participated in several other for a organised at Local and National level.

5.2 The Anti Corruption Week

The year 2001 Anti Corruption Week in Kampala and Art and Craft Exhibition was partly made possible with funding from Oxfam GB. The Anti Corruption Week was strategic in involving members of the PAFMCs as a way of integrating PAF with Grassroots anti corruption campaign. The period provided numerous opportunities for creating awareness on the two programmes. Civil society was mobilised to develop actions against corruption and promote PAF monitoring. As a result of PAFMCs active involvement, nine (9) districts were able to organise and take part in the week events.⁷ Remarkable achievements of the week included: mobilisation and participation of large groups of people ranging from 100-300 at every event. Presentations were made in form of drama, poems, songs, exhibitions, film shows, papers, speeches and dialogues all inciting messages on good governance in particular PAF monitoring and the need to fight corruption.

5.2.1 The Anti Corruption Mural

UDN is now organising to work with the Constituencies that participated in the Anti Corruption Exhibition to develop an Anti Corruption Mural. This will be stationed in four (4) regions at strategic places to sensitise the public on corruption. Plans are under way and the start point is the in-house Mural as a pilot, which will be developed on 8th June, 2002 at UDN secretariat. . Members of the public including practicing Artists, School Children have been mobilised to take part in it.

5.3 Inauguration of the PAFMCs

In order to enhance the legitimacy of the existence of district PAFMCS and expose them to a number of district officials, a number of them have been inaugurated in their districts at ceremonies attended by the district authorities as well as invited guests who on some occasions are Government ministers, Members of Parliament, officials from PAF line Ministries and agencies like the Inspectorate of Government. The following district PAFMCs have been inaugurated during the 2nd half of the year 2001:

<u>District</u>	<u>Date of inauguration</u>
Mpigi	12 th June, 2001
Mbale	13 th June, 2001
Lira	27 th July 2001
Kanungu	27 th October 2001

In all the events, top district officials were invited. Most of them attended and showed their willingness to collaborate with PAFMCs in making their work of monitoring easy. Teso Anti Corruption Coalition (Pallisa, Kaberamaido, Kumi, Soroti, Katakwi) as well as Bugiri, Iganga, Kamuli, and Kanungu

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5.4 Funding for the PAF Monitoring and intervention activities

Funding for the PAF monitoring is derived from UDN Core Support. The funding was boosted with a Grant of Ug. Shs.61,250,000/= from Oxfam GB for the FY May 2001-April 2002. This has enabled UDN to implement a number of activities as mentioned above, boosted the grassroots initiatives and participation in monitoring the PAF and other related activities. It was also possible to organise strategic meetings at regional level (3 skills development workshops) district dialogues; Inauguration of PAFMCs; facilitation of monitoring exercises, Anti Corruption Week Art Competition and Exhibition, Anti Corruption Mural, and Media events and a Community Based Monitoring and Evaluation System Pilot in Kamuli tested. UDN is indebted to Oxfam for the tremendous support offered in developing the capacity of Civil Society to participate in policy process.

On the other hand however, UDN is facing the growing demand of Civil Society Activists who are expressing their need to monitor PAF. UDN has been compelled to take up additional constituencies in addition to the original structures. The increasing numbers with the challenges associated necessitated mobilisation of additional resources from DANIDA to supplement on the available funding.

6.2 Impact Of Monitoring the PAF

- UDN has empowered PAFMCs to the level that they can now carry out the monitoring of PAF on their own. This is cost effective in terms of empowering local communities with skills to own the process as direct beneficiaries. PAFMCs can now ably dconduct monitoring in their reas of jurisdiction, compile a report of findings on their own and present such findings to Local Governmnet Offcails and at meetings organised at national level.
- PAFMCs have excelled in publishing their own reports of findings e.g the Kamuli Committee was helped by UDN secretariat to publish their report of monitoring in August 2001 with 2000 copies. The report was circulated widely at local, national and international level. This has impressed many people at all levels including the World in Washington that sent a delegation of two people who visited the Kamuli Committee at Murrum Center Hotel, Kamuli on 10th November 2001 to dicuss how they are monitoring PAF.
- The PAFMCs have mobilised civil society in their districts to support the programs and develope actions against corruption. They have also committed themselves to disseminating PAF and pertinent information in their areas of jurisdiction as a way of increasing awareness of the programs. This is likely to increase transparency and accountability and in turn effective service delivery. It has also raised curiosity of other people to participat in the monitoring.
- With the funding from Oxfam, UDN was able to facilitate PAFMCs who mobilized artists to participate in the Anti Corruption Art and Craft competition and Exhibition that took place in Kampala at Nommo Gallery for a full week between 23rd – 30th October 2001. The opening of the Art Exhibition was marked with success. It was graced by the presence of the IGG as the Chief Guest and attended by over 150 people from upcountry, national and Internal guests who turned up to view the Art works. Most of the achievements of the exhibition are attributed to the role played by PAFMCs in mobilising upcountry participants.

- The PAFMCs mobilised upcountry constituencies (schools, tertiary and practicing Artists), in their districts to participate.
- More than 300 Art works were collected with upcountry districts mobilized by PAFMCs contributing 130 pieces.
- The best Artists came from upcountry institutions namely: Obaa Peter of Adyel primary school Lira District, Tushemereirwe Feilex, Nganwa High School, Bushenyi. And Visil Otal practicing Artist from Kamuli district.
- The exhibition was very educative in terms of valuable Art works that depicted corruption in service delivery. This has created awareness among the public, and conveyed the message on the importance of exposing corruption and the need for combined efforts to eradicate it.
 - The activities of the PAFMCs increase ownership of the PAF programme at the grassroots level. Civil Society is getting empowered to take action on critical issues of concern such as corruption and participate in policy for a at national level
 - The PAFMCs have taken the initiative to organize district dialogue meetings where they have interacted with Local Government Officials and respective leaders on matters of PAF implementation and service delivery. Such opportunities have increased the grassroots participation in public policy process and local ownership of the programmes.
 - Some PAFMCs have managed to lobby successfully for space for their PAF office. For instance, Kamuli and Iganga committees have been offered offices by the Local government as a point of contact for their work. This is very important in terms of easy communication, coordination of PAF monitoring and information dissemination.
 - CSOs involvement in PAF monitoring and advocacy for accountability and transparency has encouraged government opening up to the participation in budgetary policy planning, and decision making which is an opportunity for civil society organizations in Uganda. It presents an opportunity for developing effective pro-poor policies on the basis of the decision-making and participation of the poor people themselves.

6.2 Challenges of Monitoring the PAF

Success has been achieved visa-avi the numerous challenges that need to be addressed in order to realise the best out of the PAF monitoring.

- ☞ Key and most challenging is the Community Based Monitoring and Evaluation System. UDN has embarked on developing a CBMES to ensure continuous monitoring of PAF at the community levels. A Pilot to test the model has been done in one district of Kamuli and another one is yet to be carried out in Bushenyi district to test its feasibility. Given the experiences of the pilot, and the discussions generated there from, it can be said that this system can be used to monitor other poverty, development and anti-corruption aspects in government and society; and can also work in the entire pilot district and outside it. There is need to involve the local communities more to monitor the PAF by carrying out sensitisation meetings to increase participation and ownership of target groups in the process. This calls for enormous resources to facilitate various intervention programmes, implementation, facilitation of information mediums such as the monitoring structure at various levels, electronic and print media as well as making the System operational.

- ☞ UDN structures in particular PAFMCs have attracted the attention of many people at local, national and international level as models of civil society monitors of public expenditure. This has impact on the resources both human and financial in terms of the time to respond to the growing demands for explanation. There is need to develop and publish a PAF handbook.
- ☞ The formation of new districts under the government decentralisation program has caused splinting of some of the districts with PAFMCs to belong to the new demarcated districts e.g Iganga and Mpigi. At the same time, other districts have expressed their growing demand to participate in monitoring PAF such as Mbarara, Mayuge, Ntungamo, Nebbi, Hoima. This necessitates formation of new PAFMCs and mobilisation of extra resources to facilitate the existing and at the same time emerging numbers.
- ☞ Some PAFMCs have managed to lobby for office space from the districts officials. There is need to facilitate stable district contact points to facilitate administrative requirements and coordination of the monitoring work.
- ☞ Need to provide minimum facilitation (PAFMCs / Community Based Monitors fund) to cater for their logistical expenses periodically to enable them perform effectively.
- ☞ PAFMCs are in the process of forming a national umbrella Association for monitoring PAF. This calls for constitutionalisation, legalisation and Organisational Development of its operations at national level. This will foster formation of a strong Coalition of PAF monitors with sound governance and direction to sustain the process.
- ☞ It is necessary to organise a grassroots convention of all PAFMCs and other stakeholders in PAF implementation to strengthen the monitoring, discuss the challenges, make recommendations and forge a way forward for sustainability of the monitoring.
- ☞ It is imperative that information produced be simplified to cater for the needs of the grassroots people to enable them understand the policy concepts as well as their role in monitoring public resources, participation in policy formulation and implementation.
- ☞ Need to intensify training to the lower levels to cater for the training needs of Community Based Monitors at the Village, Parish, Sub-county and district level. At the same time there is need to ensure that regular training workshops are conducted quarterly at the regional level for increased empowerment of civil society.
- ☞ Need to carry out a comprehensive study of PAF implementation and monitoring in the districts where PAFMCs exist to assess performance and impact.
- ☞ UDN has empowered PMCs to a level that puts them in better position of trust by the communities where they are operating. As a result some of them are being elected to political positions that are compromising their work of monitoring. This is both an opportunity to have such members addressing the concerns of civil society in the local council setting and a challenge in regard to the interests of CSOs vs local official's obligations. At times, restructuring of such committees is needed which is also costly.