Citizen Voices on Public Service Delivery

A CSO-NDP Monitoring Report 2012
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## LIST OF ACRONYMS

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
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<tbody>
<tr>
<td>ABPR</td>
<td>Annual Budget Performance Report</td>
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<tr>
<td>BTVET</td>
<td>Business Technical Vocational Education and Training</td>
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<tr>
<td>CBET</td>
<td>Competence Based Education and Training</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<td>DDP</td>
<td>District Development Plans</td>
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<td>HH</td>
<td>Household</td>
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<td>HSSP</td>
<td>Health Sector Strategic Plan</td>
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<td>JLOS</td>
<td>Justice, Law and Order Sector</td>
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<td>KCCA</td>
<td>Kampala Capital City Authority</td>
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<tr>
<td>LG</td>
<td>Local Government</td>
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<tr>
<td>MAAIF</td>
<td>Ministry of Agriculture and Animal Industry and Fisheries</td>
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<tr>
<td>MFPED</td>
<td>Ministry of Finance, Planning and Economic Development</td>
</tr>
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<td>MoH</td>
<td>Ministry of Health</td>
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<tr>
<td>MoWT</td>
<td>Ministry of Works and Transport</td>
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<td>MTEF</td>
<td>Medium Term Expenditure Framework</td>
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<td>NAADS</td>
<td>National Agriculture Advisory Services</td>
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<td>NDP</td>
<td>National Development Plan</td>
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<td>NGO</td>
<td>Non-Governmental Organization</td>
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<td>PAF</td>
<td>Poverty Action Fund</td>
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<td>PEAP</td>
<td>Poverty Eradication Action Fund</td>
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<td>PFA</td>
<td>Prosperity for All</td>
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<td>PMA</td>
<td>Plan for Modernization of Agriculture</td>
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<td>PNFP</td>
<td>Private Not For Profit</td>
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<td>RFSP</td>
<td>Rural Financial Services Programme</td>
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<tr>
<td>RFSS</td>
<td>Rural Financial Services Strategy</td>
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<tr>
<td>SACCOs</td>
<td>Savings and Credit Co-operative Societies</td>
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<td>SPAN</td>
<td>Support Programme for Advocacy Networks</td>
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<tr>
<td>UBoS</td>
<td>Uganda Bureau of Statistics</td>
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<tr>
<td>UCA</td>
<td>Uganda Cooperative Alliance</td>
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<tr>
<td>UCSCU</td>
<td>Uganda Cooperative Saving and Credit Union</td>
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<tr>
<td>UDHS</td>
<td>Uganda Demographic Health Survey</td>
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<tr>
<td>URF</td>
<td>Uganda Road Fund</td>
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<tr>
<td>UNHS</td>
<td>Uganda National Household Survey</td>
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<td>UNRA</td>
<td>Uganda National Roads Authority</td>
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<tr>
<td>VHT</td>
<td>Village Health Teams</td>
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<td>YOP</td>
<td>Youth Opportunity Programme</td>
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Uganda’s development path for the financial years 2010/11-2014/15 is defined in the National Development Plan (NDP) which was launched on 19th April 2010. The theme for this five-year development plan is “Growth, Employment and Social Economic Transformation for Prosperity”. The NDP was developed through a consultative process that was led by Government with participation from both private sector and civil society stakeholders. The NDP seeks to address structural bottlenecks in the economy in order to accelerate socio-economic transformation for prosperity.

Civil society takes keen interest in the NDP because it is the national planning framework document that defines the compact between Government and the citizens in the delivery of public services and goods. Previously, civil society took part in the monitoring, implementation and evaluation of past national development programs under the auspices of the Poverty Eradication Action Plan (PEAP). The PEAP was launched in 1997 and lasted until 2008 when it was succeeded by the NDP. Over the years Government put in place different Monitoring and Evaluation Processes and frameworks. In the PEAP era, the Poverty Monitoring and Evaluation Strategy was the main framework prior to the adoption of the National Monitoring and Evaluation Strategy (NIMES) in the last cycle of the PEAP. For the current National plan, no framework was launched for its monitoring. This implies that how stakeholders engage with the monitoring of the current NDP is a matter that requires the stakeholder to articulate their methodology. Since Civil Society Organization have a complementary role of offer alternative and supplementary empirical evidence on Government performance, this report was prepared to fulfill that role.

In order to develop a methodology for this report CSO worked together under the auspices of the Uganda National NGO Forum. A CSO led strategy for monitoring of the implementation of the NDP was developed. A CSO infrastructure for generating analytical evidence about the performance of the NDP and associated Government programmes was used and this report is a product of that strategy. The CSO monitoring strategy approached monitoring from the demand side. The main objective of the CSO-led NDP monitoring framework was not only to collect data but also strengthen citizen participation in conducting evidence-based advocacy.

This report was prepared under the overall supervision of the Executive Director Uganda National NGO Forum, with the support of the Head of Programmes, Team Leader and Programme Coordinator Policy and Advocacy, Alfred Nuamanya, Eunice Musiime and Esther Nakayima respectively.

Special gratitude goes to the four Regional Advocacy Networks of Kiboga NGO Forum; Lira NGO Forum; Tororo Civil Society Network and Western Ankole CSO Forum and their 51 NGO District Network Partners who participated in the data collection at households and community level.

Appreciation goes to our independent reviewers who synthesized the findings and to our staff support team that oversaw the coordination with partners and the various civil society thematic groups who participated in the validation meetings to review the sectoral chapters. We also thank the Center for Performance Management and Evaluative Research for their technical support to the process.

This publication could not have been possible without financial support of various development partners and we are grateful for that support. We hope this publication contributes to a strong culture of evidence-based policy research and advocacy.

To all we say – Thank You!

Richard Ssewakiryanga
Executive Director
EXECUTIVE SUMMARY

Background

Uganda’s vision is to become a modern and prosperous country within a 30-year period through social transformation. The National Development Plan (NDP) is the strategic plan for achieving this vision. The current NDP (2010/11 to 2014/15) is the first of six plans that are meant to turn this vision to reality by 2040. The current National Development Plan (NDP) spells out Government’s strategy for addressing a number of structural bottlenecks in the economy in order to accelerate socio-economic transformation for prosperity.

To ensure that citizen’s views are well documented and shared with stakeholders at different level of Government, Civil Society Organizations put in place a monitoring strategy for the NDP that aims at addressing the demand side challenge of limited Monitoring and Evaluation activities. Uganda National NGO Forum and its partners designed a citizen-led monitoring process to address this need. This is a synthesis report of the key messages from this work.

Objective

The CSO-NDP monitoring process seeks to highlight progress in the implementation of the strategies for achieving NDP objectives and generate key policy issues and messages that CSO partners at the national and local level can use in their policy engagements.

Methodology

The monitoring survey was conducted in 51 districts and reached 20,000 households in all the districts covered. Data was collected on seven sectors through review of government documents and questionnaires administered at four different levels; households, community, sub county and district levels.

Findings

The findings below cover a total of seven select NDP sectors; Agriculture; Markets¹ and Cooperatives; Transport; Labour and Employment; Health; Water and Sanitation and Justice, Law and Order

Agriculture

- There is slow progress in Agricultural transformation from subsistence to commercial farming. Despite the gains registered under the National Agriculture Advisory Services (NAADs), only three in ten (27.4%) agricultural households were employing modern agricultural practices during the study period.

- Nearly one third (31.9%) of farming households point to increased production as the notable change that has resulted from their use of modern agricultural practices. The second most pronounced change is food sufficiency with 27.7% of farming households reporting food adequacy in their homes as a result of their adoption of modern agricultural practices². Apart from reduction in soil erosion that was reported by 1.3% of farming households, the other benefits were largely of a secondary nature namely, purchase of physical household assets (14.1%); purchase of livestock (12.2%) and construction of an iron roof house (4.19%).

¹ Defined in the NDP as Trade Development
² The definitions and interpretations of increased production and food sufficiency in these cases needs to obviously be treated with caution given that these finding are subject to the varied understandings of households.
Markets and Cooperatives Development; Labour and Employment

- Cooperatives are presently concentrated in a few sectors agriculture and financial services sectors. Only one in ten households (10%) are represented in either fish farming, bee keeping, agricultural markets or value addition categories of agricultural activity. This means there is still room for collective action by households for economic advancement.

- 44% of households in the country have one or more of their family members in an association or some kind of cooperative. However, in some of the sampled districts\(^3\), four out of every five households (80% or more) have a family member in a cooperative while in others\(^4\) the share is as low as one in five (20% or less).

Transport

- Two out of every three households rely on pedestrian transportation “walking”. The bicycle is the closest there is to a modern form of transport for the majority of households with one in four households depending on it for their movements. 2% and 6% of households rely on a vehicle and a motor cycle respectively as their main means of transport.

- Furthermore, nearly seven out of every ten households report an improvement in the condition of the road that is nearest to their house. For households who rely on water transport, government is still the main provider of the carrier vessels at 56% as compared to private vessels at 44%. 4 out of every 5 indicated a positive change in water transport services.

Justice, law and Order

- Only one in four households are aware of the police as one of the institutions in-charge of Law and Order. Therefore household awareness of essential Justice, Law and Order Sector institutions remains very low. This suggests either very low levels of conflicts amongst community members or a very limited presence of these basic JLOS institutions in communities.

- More than half of households are aware of an LC or Customary court compared to only one in four for the police. The formal legal system remains significantly inaccessible to most households. This is exemplified by the fact that the less formal institutions of the JLOS sector command higher levels of awareness amongst households compared to the more formal ones.

Health

- Health Centres III are considered more reliable than any other health facility. The households define closeness more in terms of reliability of the health facility as opposed to its proximity. The limited reach of health supplies to Health Centres II and VHTs in the past may be the other explanatory factor for their lower popularity with households.

- Nearly seven in ten households do not receive their full drug prescription when they visit a government hospital for medical treatment. This implies that majority of households meet their healthcare costs despite the free primary healthcare policy.

Water and Sanitation

- No more than 3 in 10 homesteads have a given sanitary facility. Sanitary conditions are far from the minimum norms and standards in most households. The vast majority of households lack the most basic of sanitary facilities.

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\(^3\) Kanungu

\(^4\) Moroto and Kalangala
• 4 in 10 households depend on rainwater and unprotected springs to meet their domestic water needs. This share of households was higher than 50% in 8 of the 51 (16%) districts surveyed. Access to piped water remains out of reach for the majority of households, especially those in newly formed districts. Only 12 of the 51 (24%) districts surveyed had more than 10% of their households using piped water as their main source of water for domestic purposes while less than 1% of households in 5 of the 51 (16%) of the same districts had access to piped water. Summary of the main recommendations

• Increase Farmers Access to Agriculture Financing by Establishment of a Farmer’s Bank that will provide the much needed appropriate credit to the farmers and lay emphasis on the credit needs that take into consideration agro-related risks like crop failures and price volatilities. The bank would also offer long term loans for acquisition of agricultural inputs and value addition technologies to enable them acquire processing equipments and machinery to raise production capacity and avoid post harvest losses.

• Revival of Cooperatives for accelerated household incomes: The Government should strengthen the cooperative movement in Uganda to promote collective marketing, and better and stable prices for the farmers. From this study, it is evident that while people do associate, the benefits that accrue from such associations are still minimal.

• Provide an efficient safe and sustainable road network in support of market integration and economic development: Major efforts should be made to improve the road transport infrastructure to reduce the high transport costs and road carnage.

• Government needs to regularize, professionalize and strengthen the LC courts given that they serve a lot of people in the country.

• Government must go beyond provision of infrastructure especially construction of health centres and address major problems such as understaffing and availability of drugs and equipment and absenteeism of health workers.

• We recommend that government allocates sufficient resources for mobilization and sensitization on sanitation and hygiene among communities. Communities should also be supported to develop bye-laws to enforce good hygiene and sanitation.

Conclusions

• Households continue to incur significant social and economic costs on would-be public services because the coverage and quality improvements attained by service providers remain below required norms and standards

• Social capital is playing a vital role in the promotion of socioeconomic transformation. Family and community solidarity mechanism have played a major role in mobilizing and intermediating resources to finance household investments.

• For optimum results, the role and contribution of microfinance institutions in increasing household incomes and expanding employment opportunities needs to be matched by the implementation of a commodity value chain approach in the agriculture sector

• Households’ awareness of their roles in relation to Government is high. Households are aware of their basic rights and the function of basic judicial institutions in their communities. As far as the rule of law is concerned, this is a positive step forward for the country.

• More synergy is required between the investment strategy for community-level infrastructure and that of national-level infrastructure.
Summary of the main recommendations

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Chapter 1:  Introduction

Background

Uganda’s vision is to become a modern and prosperous country within a 30-year period through socio-economic transformation. The National Development Plan (NDP) is the strategic plan for achieving this vision. The current NDP (2010/11 to 2014/15) is the first of six plans that are meant to turn this vision into a reality by 2040. The currently National Development Plan (NDP) defines the Government’s strategy to address a number of structural bottlenecks in the economy in order to accelerate socio-economic transformation for prosperity. It is stated that the NDP interventions aim at:

a) Creating Employment;
b) Raising average per capita income levels;
c) Improving the labour force distribution in line with sectoral GDP shares;
d) Raising the country’s human development and Gender equality indicators;
e) Improving the country’s competitiveness to levels associated with middle-income countries.

To ensure that citizen’s views are well documented and shared with stakeholders at different level of Government, Civil Society Organizations put in place a monitoring strategy for the NDP that addresses the challenge of lack of demand side oriented Monitoring and Evaluation activities Uganda National NGO Forum and its partners designed a citizen-led monitoring process to address this need. This is a synthesis report of the key messages from this work.

Objectives of the CSO-NDP Monitoring Process

The CSO-NDP Monitoring Process seeks to achieve 3 objectives:

i. Highlight progress in the implementation of the strategies for achieving NDP objectives under seven select sectors
ii. Generate key policy issues and messages that CSO partners at the national and local level can use in their policy engagements
iii. Present information that supplements Government’s own monitoring of the NDP

Methodology

Scope of the CSO-NDP Monitoring Process

The findings cover the following seven select NDP sectors:

i. Agriculture
ii. Markets\(^5\) and Cooperatives
iii. Transport
iv. Labour and Employment
v. Health
vi. Water and Sanitation
vii. Justice, Law and Order

The monitoring was carried out in 51 districts of Uganda which represent about one half of the districts in the country. The monitoring survey reached 20,000 households in all the districts covered.

\(^5\) Defined in the NDP as Trade Development
The Theory of Change for the CSO Monitoring Strategy for the NDP

Public Value from the theory of change used in this work refers to the value created by government through services, laws, regulation and other actions. This is based on the assumption that Governments want to maximize ‘public value added’; that is the benefits of government action when weighed against the costs. Within the understanding of public value, we note that as a general rule the key things which citizens value tend to fall into three categories: outcomes, services and trust.

Public value is potentially important once policy options have been appraised, chosen and implemented. In our case, the NDP represent policies that have been - appraised, chosen and implemented. In this case we note that policy options under the NDP have been implemented for the last two years since its inception. As civil society we note that adopting a public value perspective in monitoring policy options of the NDP may also lead us to question the traditional assumption about public administration and accountability. This is the assumption that the key questions of value should be resolved at the level of policy, with public management focusing on ‘technical’ questions of implementation. In this public value perspective we hope to shift the debate about administration and accountability so that ultimately all civil service managers think of goals, such as maintaining legitimacy, that go beyond organizational survival and meeting immediate service delivery targets. Those organizations that are tied down to delivering highly specified functions may end up failing to shape public expectations if they do not see beyond the immediate challenges of service delivery.

In sum, public value therefore offers a broader way of measuring government performance and guiding policy decisions. Taking this holistic approach which looks at the totality of the impact of government, helps to improve policy decisions – and improve the relationship between government and citizens. The measuring of public value will have to be based on the following three key propositions:

**Proposition 1:** By implementing the NDP Government must be able to generate adequate Quality and Easily Accessible Public Services for all Citizens

- Public services are those services provided by governments (local, municipal, or larger-scale) to the public. Examples include such services as road construction and maintenance, garbage disposal in towns, and street cleaning. On a larger scale, public education and public health services are also public services. Public service delivery is the implementation of those services and making sure they reach those people and places they are intended to.

The key challenge to Government (at the National, District, and Sub County levels) is to ensure access to public service, quality of service, timeliness of service delivery, and customer satisfaction. The key issue here is whether there is no segment of the population that is excluded from the consumption of public service through non-production or leakages of such services.

**Proposition 2:** There is observed improved Citizens’ well being due to access to and consumption of Public Service

- Improvements in the well being of Citizens have a direct correlation with Quality and Easily Accessible Public Services. The improvements in citizens’ well-being are phenomena depicting changes that occur as a result of the Citizens enjoyment of the generated public services. Examples of outcomes include: (a) knowledge and skills (b) behavioral changes, (c) better Health and (d) better conditions of living and improved economic status.

The key issue here is whether there are observed improvements in the citizens’ well being resulting from the implementation of the NDP programmes.

**Proposition 3:** Government enjoys adequate public trust to ensure legitimacy and continued participation of the citizens in NDP programmes due to provision of Quality and Easily Accessible Public Services
The concept of public trust relates to the origins of democratic government and its idea that within the public lies the true power and future of a society; therefore, whatever trust the public places in its officials must be respected. This principle entails that certain resources are preserved for public use, and that the government is required to maintain them for the public's reasonable use. The state gains this purposive trust for the promotion of public welfare and not for the benefit of one or more individuals.

Therefore, the concept of the CSO Monitoring strategy attempted to test these three dimensions in order to gauge whether there is public value addition in the implementation of the NDP.

The plan will be to develop mechanism which will include a set of indicators based on the sectors defined within each of the NDP clusters, generate data from the public, which will be used to test the above assumptions. For public value to be created it means that the three assumptions must hold, which might mean that the existing policy environment, level of public and private investment, quality and quantity of public goods generated are optimal enough to ensure citizens well being and public trust.

This theory of change gave researchers the basis to develop appropriate tools and research strategy for this work.

**Data Collection for the CSO Strategy for Monitoring the NDP**

Overall, our monitoring strategy aims to address the challenge of lack of demand side oriented Monitoring and Evaluation activities by collecting citizens' perception on service delivery.

**Strategy Area 1:  Supply side data/information from Government**

Under strategy area 1, a matrix was developed for collection of secondary data on the indicators that we were supposed to be monitoring. Data was collected on the following variables:

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<tr>
<th>NDP Cluster</th>
<th>NDP Defined Areas of Performance</th>
<th>NDP Strategy for Delivering on Area of Performance</th>
<th>NDP Planned Gains</th>
<th>Performance Indicator</th>
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<td>*Baseline Value</td>
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<td>*Targeted Performance</td>
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This secondary data collection helped us to understand the performance of government in various areas. The information was then used in the development of the questionnaires in each sector and writing of this report.

**Strategy Area 2:  Demand side Data**

A questionnaire was developed based on the indicators in the NDP and the secondary data that had been collected. For each of the undertakings, proxy questions were then designed. A specific set of questions were asked under each of the component sectors. A stand-alone questionnaire was developed for each of the seven sectors. The questionnaire was piloted in Luwero District. It was then used to collect data on the seven sectors in 51 districts and 20,000 households.

The findings obtained were then processed using SPSS statistical data management software to generate household information as per the variables in the questionnaire. The analysis of the primary research findings was coupled with complementary evidence from secondary sources to reach the report’s conclusions and recommendation. The secondary sources of information employed in the desk research include:
From a macro-level, the specific aspects reviewed in relation to each of the respective sectors included key reforms undertaken within the sector; changes in funding to the sector; changes in the national reach of the sector’s services and changes in the stock of the sector’s facilities and infrastructure. This macro analysis was coupled with further micro-level analysis that examined trends in service delivery indicators that are related to citizens’ interactions with public service providers and facilities. The specific elements considered at this level were changes in the reach (or coverage) and quality of services provided; changes in sector’s approach to service delivery; and changes in stocks and functionality of the sector’s public service facilities/infrastructure.

A couple of limitations were however encountered with regard to the extent to which the research methodology was able to ascertain progress in implementation the NDP:

a) Progress in implementation of many of the strategies contained in the NDP is contingent on a range of policy, institutional and legal reforms being in place. Findings from the citizen’s assessment may not necessarily reflect an appreciation of this sequence of change. In light of this, caution has to be exercised in interpreting the findings highlighted in the report. It takes a while for policy and institutional reforms to gain traction and this time lag effect needs to be discounted when interpreting household perceptions at a given time.

b) The time lag in the alignment of District Development Plans (DDPs) to the NDP also raised attribution challenges. In cases where there is limited progress in the implementation of particular service delivery aspects, it is difficult to ascertain where the actual problem lies. Is it because a district, as a frontline service provider, did not prioritize implementation of the relevant NDP strategies in its DDP and budget in time or is it because the line Ministries did not provide the necessary supervision and financial resource?

**Structure of the Report**

The rest of the report is structured as follows: Chapter 2 contains descriptive summaries of the sector specific findings from the Citizen’s assessment that are complemented by relevant background information and statistics on the respective sectors. Chapter Three presents conclusive deductions from the findings of the assessments coupled with recommendations of the actions that Government needs to undertake in light of the conclusions therein.
Chapter 2:  Findings of the Citizens Assessment

2.1 Agriculture

2.1.1 Introduction

The agriculture sector is prioritized in the NDP for a number of reasons: its significant contribution to GDP (22.9%); employment (66%); and export earnings (45%)\(^6\). The recent growth in the share of services and industry in Uganda’s national output is also significantly oriented towards developments in the agro-processing and hotel industries – both of which benefit significantly from the agriculture sector. This is besides the proven strong poverty reducing impact that growth in the agriculture sector induces\(^7\). However, the sector grew by 3% up from 0.7% in 2010/11, the highest rate of growth since 2002/03. This is below the overall growth of Uganda’s economy of 6.7% in 2011/2012, the NDP annual growth target of 5.6% and is less than the 6% agriculture growth target set by the African Union. Under the NDP, the sector’s budget was projected to be 6.6% but still falls far below that.

Regarding access to agricultural financing, Uganda had 2,525 MFI across the country in 2010\(^8\) compared to 1263 in 2006\(^9\). The significant role played by money lenders in agricultural financing however means that this expansion of financial services and products has not significantly led to a corresponding reduction in the cost of agricultural financing. The cost of agricultural financing remains prohibitive for many households.

Aware of the crucial role of the agriculture sector to national development, Government prioritized the following objectives for the sector in the NDP:

1. Enhancing agricultural production and productivity
2. Improving access to and sustainability of markets
3. Creating an enabling environment for competitive investment in agriculture, and
4. Enhancing institutional development in the agriculture sector

The main policy instrument that the Government is using to translate the above NDP objectives into its operations is the new agriculture sector Development Strategy and Investment Plan (DSIP) which spans the same timeframe as the NDP: 2010/11 to 2014/15. The DSIP focuses on two broad objectives: i) improving rural incomes and livelihoods, and ii) improving household food and nutrition security (MAAIF, 2010). The plans short term objectives are to: to enhance agricultural production and productivity; improve access to markets and value addition; create an enabling environment; and to institutionally strengthen the agriculture sector.

With the NDP now in its 3rd year of implementation, progress against the above strategic objectives should ideally be visible in one way or another. While this progress could be varied across the results chain (inputs, processes, outputs, outcomes & impacts), its presence should be demonstrable. This can be by either empirical evidence or through beneficiary assessments – both of which are highlighted in the following sub-sections.

2.1.2 Overview of Sector Performance in FYs 2010/11 and 2011/12

A literature review of recent undertakings by Government in the agriculture sector shows a cross-section of developments in the sector along the above objectives over the last two financial years (FY 2010/11 and 2011/12). Table 1 below provides a summary of these reported developments.

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\(^6\) UBoS (2012), Statistical Abstract
\(^7\) Benin et al (2007)
\(^8\) 2010 Census of Micro Finance Institutions (MFIs)
\(^9\) 2006 Census of Micro Finance Institutions (MFIs)
Table 1: Key Developments within the agriculture sector during FYs 2010/11 and 2011/12

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</thead>
</table>
| Reforms                  | • Adoption of the Agricultural Technology and Agribusiness Advisory Services (ATAAS) in 2010 with an estimated total cost of USD 665.5 million over the 2010 to 2015 implementation period.  
• Amendment of the Land Act (1998) in 2010  
• Restructuring of the National Agriculture Advisory Services programme leading up to creation of 2nd phase of NAADS whose implementation started in FY 2010/11  
• Rehabilitation of irrigation schemes |
| Funding                  | • 40% increase of the sector’s budget within a 2-year period: from Ushs 310.73 billion in FY 2009/10 to Ushs 365.53 in FY 2010/11 and to Ushs 434.01 in FY 2011/12  
• Establishment of a Ushs 60 billion Agriculture Credit Facility |
| ‘Effect’ Indicators      | • 661,683 farmers mobilized & trained in FY 2010/11  
• 40 Technology demonstrations promoted and supported at National level  
• 10 agro-processing/value addition units supported at national level  
• 1,606 demonstration plots for farmer training established  
• 1,000 ox ploughs procured & distributed |

Of the different interventions by Government in the agriculture sector, the National Agriculture Advisory Services (NAADS) programme can be categorized as Government’s flagship programme in the sector. As highlighted in Box 1 below, the programme has significantly changed form since its inception resulting in the creation of a second phase of the project. This will inevitably alter the form of benefits that the programme will be able to extend to farmers and the pace at which it will do so.
Box 1: Background of the NAADS Programme

Officially launched in March 2002, the NAADS programme aimed to contribute to the modernization of the agricultural sector through increasing total factor productivity of both land and labour for the benefit of the farmers. The Programme’s mandate is guided by three main objectives: i) promoting food security, nutrition and household incomes through increased productivity and market oriented farming; ii) empowering farmers to access and utilize contracted agricultural advisory services; and iii) developing private sector agricultural advisory delivery capacity and systems and assure quality of advice.

NAADS is one of the seven components under the Plan for Modernization of Agriculture (PMA), the planning framework of the government for the transformation of subsistence agriculture to market oriented for commercial production. The Programme was specifically aimed at redressing past shortcomings in the provision of agricultural extension services through far reaching reforms and innovative approaches in service delivery.

The total cost of first phase of NAADS (2001/2002) amounted to US$ 108 million while the second phase is estimated to cost Ushs 120 (77% from GoU and 23% from Development Partners).

The governing board of the NAADs Programme is comprised of farmers (including women and youths), representatives of the agro industry, a representative of MAAIF, representative of the ministry or agency responsible for coordination and monitoring of government programmes, representative of other government ministry or agency and the Executive Director. The farmers’ fora through which NAADS operates include:

a) Village or parish groups
b) Existing farmers group, association or cooperative
c) Sub-county Farmers Forum – linked to the District Farmers Forum and Secretariat
d) District Farmers Forum – linked to the National Farmers Forum and NAADS Secretariat
e) National Farmers Forum

Source: MAAIF website

The NAADS programme has two main expenditure lines: the NAADS Secretariat and the LG Grant (agriculture advisory services). Funding under these lines has significantly increased over the recent past (Table 2).

<table>
<thead>
<tr>
<th>Financial Year</th>
<th>NAADS Secretariat (Ushs, Billions)</th>
<th>LG Grant: Agriculture Advisory Services (Ushs, Billions)</th>
</tr>
</thead>
<tbody>
<tr>
<td>2008/09</td>
<td>17</td>
<td>81.24</td>
</tr>
<tr>
<td>2009/10</td>
<td>17</td>
<td>117.24</td>
</tr>
<tr>
<td>2010/11</td>
<td>53.37</td>
<td>132.47</td>
</tr>
<tr>
<td>2011/12</td>
<td>52.96</td>
<td>131.25</td>
</tr>
</tbody>
</table>

Source: MFPED (Approved Budget Estimates)

2.1.3 Key Findings of the Citizens Assessment

As the intended beneficiaries of the above developments in the agriculture sector, it can be argued that farmers more than anyone else know what difference these developments have had on the agriculture sector. An analysis of household responses to agriculture related questions contained in the household survey yielded a range of informative and instructive findings in this regard:
There is slow progress in Agricultural transformation from subsistence to commercial farming

Despite the gains registered under the National Agriculture Advisory Services (NAADs), only three in ten (27.4%) agricultural households were employing modern agricultural practices during the study period. Of the agricultural households employing modern agricultural practices during the study period, 29.8% credited NAADS service providers as the source of the modern farming practices they were implementing. Other significant sources credited by households were Other Farmers (21.4%) followed by Farmer Group members (16.7%) and other Government extension providers (13.2%). The proportion of farming households reporting NAADS service providers as the source of their modern agricultural practices significantly varied across districts with Zombo district topping the list with a share of 52.1% and Amudat tailing with a share of 8.9%. A similar level of variation is seen amongst farmers who credited other farmers as the main source of their modern agricultural practices with the share as high as 47% in Kamwenge district and as low as 2.8% in Moroto district.

**Figure 1:** Household Use of Modern Agricultural Practice Practices by Type of Promoter/Provider

- Over 31% of farming households report increased production as the major benefit of agriculture transformation

Nearly one third (31.9%) of farming households point to increased production as the notable change that has resulted from their use of modern agricultural practices. The second most pronounced change is food sufficiency with 27.7% of farming households reporting food adequacy in their homes as a result of their adoption of modern agricultural practices. Apart from reduction in soil erosion that was reported at 1.3% of farming households, the other benefits were largely of a secondary nature namely, purchase of physical household assets (14.1%); purchase of livestock (12.2%) and construction of an iron roof house (4.19%).

- The weak performance of the public sector in the delivery of agricultural extension services is imposing a significant financial burden on private actors (farming households, CSOs and CBOs)

Nearly half (47%) of farming households rely on extension services offered by providers other than Government. The majority (50.6%) of farming HHs in this category receive their extension services from NGOs/CBOs followed by Farmer Groups (36.8%).

10 The definitions and interpretations of increased production and food sufficiency in these cases needs to obviously be treated with caution given that these finding are subject to the varied understandings of households.
Use of private extension service providers remains low on average (5.9%) and is generally limited to a few districts\textsuperscript{11}. While the share of farming households who rely on extension services provided by the Government (53%) is not too different from that of those who rely on other providers, the situations is far from uniform in many districts of the country. The share of farming households who rely on Government officials for agricultural extension services is as high as 80% in some districts and as low as low as 20% in others.

**Figure 2: Household Access to Agriculture Extension Services by Type of Provider, FY 2011/12**

- **More than 70% of farming households reported some improvement in the quality of agricultural extension services over the last two years**
  This is compared to only 8.4% who reported a worsening of the same service and 18.2% who indicated an absence of change. The trend was generally the same across districts despite variations between districts. For example, while 17.6% of the districts surveyed had more than 80% of their farming households reporting an improvement in the quality of agricultural extension services over the review period, 43% of the districts had 20% or more of farming households reporting an absence of change in the quality of extensions services. This may partly be explained by the phased rollout of the NAADS programme and the associated timing differences of its takeoff across districts.

- **The availability and reliability of agricultural extension services has equally improved.**
  Despite more than one half (59.8%) of farming households reporting an improvement in the availability and reliability of agriculture extension services over the last two years, one fifth (20%) of farming households who believe it has reduced. This is notable in the northern and Eastern region where over 20% reported a reduction in availability and reliability.

\textsuperscript{11} Only 8 of 51 districts (15%) surveyed have more than 10% of their farming HHs relying on private extension service provider namely Nakapiripirit (19.4%); Kalangala (18.6%); Kibaale (15.2%); Kyankwanzi (12.4%); Kaberamaido (12.2%); Tororo (12.0%); Kapchorwa (11.6%) and Kamwenge (11.1%)
Social capital continues to play a vital role in the survival and transformation of the livelihoods of farming households.

Over the recent years, both Government and private financial institutions have undertaken efforts to expand the coverage and reach of their financial products and services across the country. Despite the rapid growth of the financial industry and its penetration of rural areas, the contribution of formal financial institutions in bridging the agricultural financing gap remains small. Saving and Credit Cooperative Organizations (SACCOs) are by far the most common source of agricultural financing with close to 22% of farming households accessing credit from them. The other major sources include farmer groups (18.3%), relatives and friends (16.2%) and money lenders (14.3%).

Figure 3: Household Access of Agriculture Financing by Source, FY 2011/12

<table>
<thead>
<tr>
<th>Source</th>
<th>Access Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Others</td>
<td>2.85</td>
</tr>
<tr>
<td>NGOs</td>
<td>4.05</td>
</tr>
<tr>
<td>NAADS</td>
<td>6.91</td>
</tr>
<tr>
<td>Farmer Group</td>
<td>18.29</td>
</tr>
<tr>
<td>Relatives &amp; friends</td>
<td>16.21</td>
</tr>
<tr>
<td>Money Lenders</td>
<td>14.32</td>
</tr>
<tr>
<td>Commercial banks</td>
<td>6.43</td>
</tr>
<tr>
<td>Micro-Finance institutions</td>
<td>9.41</td>
</tr>
<tr>
<td>SACCO</td>
<td>21.52</td>
</tr>
</tbody>
</table>

Recommendations

The findings on agriculture present a mixed picture in the agricultural sector. It is evident that the sector still requires a lot for citizens to be able to enjoy the benefits of improved agriculture. The NDP implementation process will therefore have to attend to the following recommendations:

1. Increase Farmers Access to Agriculture Financing by Establishment of a Farmer’s Bank that will provide the much needed appropriate credit to the farmers and lay emphasis on the credit needs that take into consideration agro-related risks like crop failures and price volatilities. The bank would also offer long term loans for acquisition of agricultural inputs and value addition technologies to enable them acquire processing equipments and machinery to raise production capacity and avoid post harvest losses.

2. Increase Investment in Agriculture: Government should seriously consider the allocation of additional resources for agriculture to meet the minimal Maputo commitment of 10% of the total national budget. Investments in the agricultural sector and agricultural research will increase the resilience of the food production system and enhance food and nutrition security. There is evidence that a 3% increase in public spending on agriculture can generate a 1% increase in agricultural output, and a 1% rise in agricultural output and cut the poverty rate by as much as 1.38%12.

3. Need to accelerate agricultural commercialization: This can be achieved by increasing productivity at the farm level through use of a more comprehensive approach to agricultural transformation.

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4. There is need to improve quality and availability of agriculture extension services: While this study reported a high number of persons receiving extension services, there was still a significant gap in knowledge. Access to knowledge and information that people need to increase productivity and sustainability of their production systems and improve their quality of life was still very much in the hands of informal sources like friends. Government needs to restructure extension services to ensure that there is a multidirectional flow of information that gets to farmers in a timely manner and that there is timely feedback by farmers.

2.2 Markets and Cooperatives Development; Labour and Employment

2.2.1 Introduction

At the centre of Government’s strategy for realizing the national agenda of socioeconomic transformation is the creation of jobs and increasing household incomes. For the surging numbers of youth and graduates joining the labour market annually\(^1\), expanding employment opportunities is the central issue. The national labour force growth rate currently stands at approximately 3 percent per annum yet the formal sector is able to absorb only one-fifth of new entrants to the labour market (World Bank, 2011). Youth unemployment is estimated to have shot up from 8% in 2005/06 to 10.1% in 2009/10\(^2\). From the perspective of business firms and farms, more jobs and better incomes will result from increased production and improved productivity.

While business establishments with a fixed location have increased by nearly threefold (186%) during the period 2001/02 to 2010/11 (Table 3), the share of establishments employing 10 or more people remains very small (2.2%). The majority of establishments (93.8%) employ no more than 4 people\(^3\). The limited scope for formal employment opportunities and the small number of formal business establishments in Uganda means that Government has had to focus on strategies for promoting self employment and market integration for the many household businesses across the country. As of 2009/10, 79.4% of the working population in Uganda was self employed; and within the Greater Kampala area (Kampala city and the highly urbanized sub-counties of Wakiso and Mukono districts), two thirds of the working population was in the trade (37.7%) and services (30.2%) sectors.

<table>
<thead>
<tr>
<th>Table 3: Business Establishments in Uganda with a Fixed Location by Industry Sector</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Industry Sector</strong></td>
</tr>
<tr>
<td>Trade</td>
</tr>
<tr>
<td>Hotel &amp; Restaurants</td>
</tr>
<tr>
<td>Recreation, Personal Services</td>
</tr>
<tr>
<td>Manufacturing</td>
</tr>
<tr>
<td>Education &amp; Health</td>
</tr>
<tr>
<td>Business Services</td>
</tr>
<tr>
<td>Agriculture</td>
</tr>
<tr>
<td>Others</td>
</tr>
<tr>
<td>Total</td>
</tr>
</tbody>
</table>

Source: Census of Business Establishment (2011)

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1. According to the NCHE, enrollment in higher institutions surpassed 196,000 in 2011 (2012 Statistical Abstract)
3. UBOS (2010), 2010 Census of Business Establishments
2.2.2 Markets & Cooperatives

Against the above business structure and especially the large size of the informal sector, cooperatives have been identified as vital strategy for enhancing incomes and employment opportunities because they arguably enable collective action by households in leveraging their access to, and control of resources and market opportunities. Government has accordingly been implementing a number of programmes to improve income earnings of self employed people and to support their transition to the formal sector. These programmes include among others the:

- Rural Financial Services Programme (RFSP) to boost saving and expand access to credit; According to UCSCU, the RFSP “…supports the Rural Financial Services Strategy (RFSS) which is one of the pillars of the Prosperity for All (PFA) vision of government, which aims at ensuring that every economically active Ugandan earns some basic income, through production, marketing and agro-processing of products”16.

- Youth Opportunity Programme (YOP) to raise incomes and employment among young adults aged 16 to 35 in Northern Uganda by offering them cash grants for training and business materials17;

- Rural Electrification Programme

- Recently launched ‘Skilling Uganda’ programme to increase the quality of vocational skills.

The cooperative movement in Uganda is spearheaded by two Apex institutions: Uganda Cooperative Alliance (UCA) and Uganda Cooperative Saving and Credit Union (UCSCU) – the umbrella body for Savings and Credit Cooperatives (SACCOs). The specific NDP objectives guiding Government efforts in the trade and cooperative sub-sectors are:

**a) Trade Development:**
- Improving the business environment
- Nurturing the private sector with a view to improving its competitiveness in domestic, regional and international markets
- Increasing market for Uganda’s products and services regionally and internationally
- Improving the stock and quality of trade infrastructure
- Promoting policy synergies between the production and trade sectors
- Providing equal opportunities to women and other disadvantaged groups to participate and benefit from trade

**b) Cooperatives:**
- Promote good-governance of the cooperative movement
- Enhance the capacity of cooperatives to compete in domestic, regional and international markets
- Diversify the type and range of enterprises undertaken by cooperatives

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17 World Bank (2011)
2.2.2 Government Performance in FY 2010/11 and FY 2011/12

Table 4: Key Developments in the Markets and Cooperatives Development/Labour and Employment Sectors of the NDP in FY 2010/11 and FY 2011/12

<table>
<thead>
<tr>
<th>Category of Developments</th>
<th>Development</th>
</tr>
</thead>
</table>
| **Reforms**              | • Restructuring of the Microfinance industry and on-going implementation of RFSP under the Rural Financial Services Strategy (RFSS)  
                          • Development of a National Standards and Quality policy;  
                          • Gazzeting of Regulations to the Trade Licensing Act;  
                          • Tabling of the Anti-Counterfeit Goods Bill before Parliament  
                          • Reform of the BTBET Curriculum to offer Competence Based Education and Training (CBET)  
                          • Launch of the ‘Skilling Uganda’ programme with the aim of increasing the quality of skills provision and ensuring equitable access to skills development |
| **Funding**              | • 89% of SACCOs have their source of funding as member’s share, followed by voluntary savings.  
                          • Total loan portfolio of SACCOs under the RFSP was Ushs 78,456,000,000 (2011)  
                          • Cooperative: FY 8.1 bn (2009/10); 0.39 bn (2010/11); 2.44 bn (2011/12) |
| **‘Effect’ Indicators**  |             |
| **Reach of Sector Services** | • 60% of SACCOs are in rural areas compared to only 11% of MDIs operating in rural areas (2010)  
                          • Total of 735 SACCOs receiving support (2011)  
                          • 11 district headquarters electrified and 4,000 new electricity connections made in 2010/11 |
| **Stock of Facilities/Infrastructure** | • There was a total 2,525 MFI in the country as of 2010 |

Source: Various Reports (See Footnotes)

2.2.3 Key Findings of the Citizens Assessment

- **Cooperatives revival and development is imperative for acceleration of household incomes.**
  44% of households in the country have one or more of their family members in an association or some kind of cooperative. However, in some of the sampled districts, four out of every five households (80% or more) have a family member in a cooperative while in others the share is as low as one in five (20% or less). This is further confirmed by the finding that less than one third of households (29%) are represented in associations that have benefited from direct Government support. Amongst the households represented in associations that have received Government support, the majority (40%) report inputs as being the main form of support that their association has received from Government (Figure 4). The other major forms of Government support to these associations include capacity building and financial resources.
Cooperatives are presently concentrated in a few sectors (agriculture and financial sectors). Of the different categories of activities around which household formed associations, only two categories of associations had at least 30% of households represented by one or more family members, namely Savings and Credit (32%) and Crop Production (30%). Even within these two sectors, the range of activities is very narrow (Figure 5). Household representation in the high yielding non-traditional agricultural activities is particularly low. Only one in ten households (10%) are represented in either fish farming, beekeeping, agricultural markets or value addition categories of agricultural activity. This means there is still room for collective action by households for economic advancement.

Figure 5: Level of Household Association by Category of Activity

- Others - 1.39
- Value Add - 3.71
- Mutual Support - 9.85
- Savings & Credit - 32.07
- Agricultural Market - 3.93
- Beekeeping - 1.82
- Fish Farming - 0.91
- Livestock - 16.47
- Crop Production - 29.85

Share of HHs represented by one or more family members in an association
Households are not necessarily guaranteed direct benefits from their membership in a cooperative.
For example, while 30% of households had representation in the Crop Production category of associations,
only 24% of households cited increased production as being a direct benefit of their membership in the
same association. The same applies to the relationship between membership in a Savings and Credit
association (32% of HHs) and the benefit of having increased savings (18% of HHs.) The findings indicate
that while associational life was an important part of community relationship, the benefits accruing from
such relationships were very few. Figure 6 below illustrates this reality.

Figure 6: Share of Households Benefiting from Household Associations by Type of Benefits

Recommendations

Revival of Cooperatives for accelerated household incomes: The Government should strengthen the cooperative
movement in Uganda to promote collective marketing, and better and stable prices for the farmers. From this
study, it is evident that while people do associate, the benefits that accrue from such associations are still minimal.

Comprehensive job creation strategy: The Government should invest heavily in the creation of jobs and adopt a
multi-sectoral comprehensive job creation strategy that involves the transformation of all sectors of the economy
and also creating linkages in different sectors. This study shows that community members are not cooperating in
many sectors. This could be an indication of the absence a variety of sectors that are conducive for associational
life.
2.3 Transport

2.3.1 Introduction

Uganda’s transport sector is critical to the country’s economic growth and development strategy. Its contribution ranges from connecting production centers to facilitating social service delivery and people’s travel. Of the four transport sub-sectors, the road sub-sector is the most dominant18 accounting for over 90% of passengers, goods and services.

During the FY 2010/11, the priority for this frontline sector was to complete and continue the rehabilitation and maintenance of the critical road links that are important to the promotion of production, competitiveness and regional trade. Despite increased government expenditure on road infrastructure as well as increased sector share of the national budget, a negative trend in annual change in stock of paved roads is depicted. An indication that the huge government investment in the sector has not translated into a significant increase in the stock of paved roads.

Uganda’s road network is divided into four categories: National roads; district roads; urban roads; and community access roads. The share of the managed road network is estimated in relation to the length of the road network as indicated in table 1 below.

Table 5: Categorization of Uganda Road Network

<table>
<thead>
<tr>
<th>Category</th>
<th>Total Length</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Roads</td>
<td>20,000</td>
</tr>
<tr>
<td>District Roads</td>
<td>17,500</td>
</tr>
<tr>
<td>Urban Roads</td>
<td>4,300</td>
</tr>
<tr>
<td>Community Access Roads</td>
<td>30,000</td>
</tr>
</tbody>
</table>

Source: www.unra.co.ug

Under the NDP, the transport sector is treated as a complementary sector that provides infrastructure support to sectors engaged in the production of tradable (goods and services that can be traded across borders). As a rule, Government does not directly participate in the provision of transport services. The policy is to promote private sector participation in the transport sector through continued policy and institutional reforms.

The development objectives identified by Government for the transport sector in the NDP are to:

a) Improve the stock and quality of road infrastructure;
b) Improve traffic flow within the Greater Kampala Metropolitan Area;
c) Increase the volume of passenger and freight cargo conveyed by rail network, air, and marine transport;
d) Increase efficiency and improve effectiveness in service delivery of the transport infrastructure and provision of transport services; and

e) Strengthen the national construction industry

The main institutional actors in the transport sector include: Ministry of Works and Transport (MoWT); Uganda National Roads Authority (UNRA); Districts; Municipalities; Town Councils; Kampala Capital City Authority (KCCA); sub-counties and Uganda Road Fund (URF).
### Table 6: Performance of the Transport Sector, FY 2010/11 and FY 2011/12

<table>
<thead>
<tr>
<th>Category of Developments</th>
<th>Development</th>
</tr>
</thead>
</table>
| **Reforms**              | • Central Government’s doubling of the national roads network in FY 2009/10 by taking over an additional 10,000km of the district roads. This increased the national roads network to about 20,000km.  
• Fast tracking the establishment of a Road Safety Authority |
| **Funding**              | • Funding to URF in FY 2011/12 amounted Ushs 258.09 billion  
• Releases from MFPED to URF underperformed by 6% in FY 2011/12  
• Releases to .............  
• Delays in releases (23.5 b-days against a target of 14 b-days) |
| **‘Effect’ Indicators**  |             |
| **Reach of Sector Services** | • Maintenance works funded in FY 2011/12: routine maintenance (39,989 km); periodic maintenance (5,392kms and 239 bridges) |
| **Stock of Facilities/Infrastructure** | • National roads currently make up about 25% of the road network but carry over 80% of the total road traffic.  
• Of the 20,000km of the national roads network, only 15% (2,914km) was paved or tarmac in FY 2009/10. |

In terms of the distribution of funds used for road maintenance in FY 2011/12, UNRA took the lion’s share (66.5%) of funds disbursed by URF. The rest was shared between the various agencies as indicated in figure 1 below.

#### Figure 7: Disbursements by Uganda Road Fund by Category of Agencies, FY 2011/12

- Municipalities - 5.2%
- Town Councils - 6.4%
- Districts - 14.8%
- Sub-counties - 2.5%
- KCCA - 4.5%
- UNRA - 66.5%

*Source: 8th Joint Transport Sector Review*

### 2.3.2 Findings of the Citizen Assessment
In the following section we highlight the citizen’s assessment of the state of the transport sector:

- **Household use of modern modes of transport is still too low.**
  Two out of every three households rely on pedestrian transportation “walking”. The bicycle is the closest there is to a modern form of transport for the majority of households with one in every four households depending on it for their movements. 2% and 6% of households rely on a vehicle and a motor cycle respectively as their main means of transport.

- **Despite the improved condition of local road networks, the majority of households in the country remain remotely located from them** - less than 4 in 10 households live within the proximity of a community road. This has implications on access to community facilities and markets. Households consider just above half (55.5%) of these roads to be in a fair or better condition. The share of households that hold this opinion is however lower than 40% in one out of every five districts. Furthermore, nearly seven out of every ten households report an improvement in the condition of the road that is nearest to their house. For households who rely on water transport, government is still the main provider of the carrier vessels at 56% as compared to private vessels at 44%. 4 out of every 5 indicated a positive change in water transport services.

**Figure 8:** Household Proximity to the Local Road Network

- **Almost all households are aware of the existence of traffic regulations**
  Nine out of every ten households are aware of transport regulations and safety. Two out of every five household indicate that police is the main source of this information. Other major sources are community leaders and Uganda National Roads Authority (UNRA) at 27.5% and 13.5% respectively.

- **Safer transportation of goods, improved access to health and education facilities are the major benefits of the country’s transport network**
  Improved access to health facilities is most appreciated contribution of the transport network to households’ welfare. There is equally a significant share of households that identify savings on transport costs as the main benefit they derive from the current road network.

**Figure 9:** Main Benefits attributed to the Road Sector by Households

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19 Excluding the air and rail sub-sectors
Citizen Voices on Public Service Delivery

Recommendations

As well as making its own contributions to the growth of the economy, transport is a facility that helps other sectors to reach their own potential. In this light we propose the following:

- **We propose an increase in budget for District Urban and Community Access Roads**: Government should increase the budget for District Urban and Community Access (DUCAR) to enable local governments to undertake repairs of community roads.

- **Provide an efficient safe and sustainable road network in support of market integration and economic development**: Major efforts should be made to improve the road transport infrastructure to reduce the high transport costs and road carnage.

- **Modern means of transport should be encouraged**: In this study, community members reported their main means of transport as walking and bicycles. The NDP needs to encourage the use of modern means of transport which can support economic activity in communities.

2.4 Justice, Law and Order Sector
2.4.1 Introduction

The Justice, Law and Order Sector (JLOS) in Uganda consist of family, land, commercial and criminal justice with a total of 17 institutions²⁰. The services of the JLOS are vital to both individual citizens and business firms because security of person and property is a fundamental notion of development. The JLOS has undergone a wide range of reforms over the last 12 years (Box 2). The first set of reforms conducted between 1999 and 2005, were centered on criminal and commercial justice. The scope of reforms was later expanded in 2005 to cover family, land, transitional justice and accountability²¹.

The sector is currently implementing its third Sector Investment Plan (SIP III), the first and second plans spanned the period 2000 to 2010. The sector’s current investment plan (SIP III) is mainly focused on sub-national implementation levels with attention on both demand and supply sides of justice. Under SIP III, the JLOS will among other things “…develop and fund special programs to target gender, age, poverty and other forms of vulnerability and uphold rights through system based and holistic approaches that broaden the definition of justice beyond the formal justice systems”²².

Box 2: Key Reforms in the Justice, Law and Order Sector (2000 to 2012)

<table>
<thead>
<tr>
<th>Category</th>
<th>Development</th>
</tr>
</thead>
</table>
| Reforms  | • Strategy on rationalized physical presence  
|          | • Launched and implementing the pilot case backlog quick win programme |

Source: Ministry of Justice and Constitutional Affairs (2012)

The NDP objectives under the JLOS are to:

1. Promote rule of law and due process in Uganda
2. Foster a culture of human rights observance across the sector’s institutions
3. Enhance access to justice for all, particularly for the poor and marginalized
4. Reduce the incidence of crime and promote safety of person and property
5. Enhance the sector’s contribution to economic development

2.4.2 Government Performance

Table 7: Performance of JLOS: FY 2010/11 and FY 2011/12

²⁰ Ministry of Justice & Constitutional Affairs (MoJCA); Ministry of Internal Affairs (MIA); the Judiciary; Uganda Law Reform Commission (ULRC); Uganda Human Rights Commission (UHRC); Law Development Centre (LDC); Uganda Registration Services Bureau (URSB); Directorate of Citizenship and Immigration Control (DCIC); Directorate of Public Prosecutions (DPP); Uganda Police Force (UPF); Uganda Prison Services (UPS); Judicial Service Commission (JSC); Centre for Alternative Dispute Resolution (CADER); Uganda Law Society; Tax Appeals Tribunal (TAT); MGL&SD (Probation services and Rights) and the Ministry of Local Government (Local Councils)

²¹ JLOS (2012), 17 Joint Sector Review Report

²² www.jlos.go.ug
### Category: Human Resource
**FY 2011/12:**
- Passed out 5,500 police officers in 2011/12
- Recruited 15 State Attorneys
- Trained 100 State Attorneys; 37 Analysts in statistics and uncertainty measurements, and 275 fire arms supervisors & armory management officers from the law enforcement institutions

**FY 2010/11:**
- Recruited 700 warders, 5,000 police constables and 500 police cadets.

### Funding
- Approved funding to the JLOS increased by more than half (53%) over the review period: Ushs 359.57bn (2009/10); 532.09 (FY 2010/11); 549.083 Bn (FY 2011/12)

### ‘Effect’ Indicators
#### Reach of Sector Services
- 11 Bills and 13 Acts were published in 2011/12
- 12 laws were enacted, 10 acts published in 2010/11
- Congestion levels increased from 212% in 2010/11 to 217% in FY 2011/12
- Remand to Convict ratio: 54% (2010/11) and 52% (2011/12)
- Prisoner correction: 800 inmates being trained in industrial skills; 3,000 in Agricultural production; 1,600 convicted inmates enrolled in formal education programme and 900 inmates enrolled in informal education
- 541 out of 666 registered complaints fully investigated 2010/11
- Increased the prisons holding capacity from 13,670 inmates to 14,334 inmates
- 9.8% reduction in prison congestion
- 4.8% reduction in the bucket system in places of detention bringing the cumulative reduction to 44.8%
- reintegrated 3512 prisoners in communities
- 172 out 222 prison units now have human rights committee increasing the number to 77.5% from 69.8%
- 85% compliance to the 48-hour detention rule by the Police compared to 75% in 2009/10
- 94.4% of the cases filed were disposed in under one year’s period in the courts at all levels countrywide
- Reduction in the average length of stay on remand from 27 months in 2009 to 15 month in 2010
- An increase in the ratio of convicts to remands from 44.5% in 2009 to 47% in 2010 countrywide and in some prisons like Luzira upper- there are now more convicts than remands for the first time in 28years.
### Category Development

<table>
<thead>
<tr>
<th>Stock of Facilities/Infrastructure</th>
<th>FY 2010/11</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Increased the prisons holding capacity from 13,670 inmates to 14,334 inmates</td>
<td></td>
</tr>
<tr>
<td>• Constructed 67 low cost staff houses</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>FY 2011/12:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Renovation/rehabilitation of 4 prison units</td>
</tr>
<tr>
<td>• Completed construction of 3 new prison units</td>
</tr>
<tr>
<td>• Nine (9) Human Rights Commission offices operationalized</td>
</tr>
<tr>
<td>• Construction of Police Headquarters (CID wing) on-going</td>
</tr>
<tr>
<td>• Operationalized 11 new DPP offices</td>
</tr>
<tr>
<td>• Installed 508 of 847 uniports in a bid operationalize the 121 posts in the PRDP districts</td>
</tr>
</tbody>
</table>

Source: Sector Review Reports, ABPRs

## 2.4.3 Findings

Analysis of findings from the citizen’s assessment of the performance of the JLOS in regard to service delivery yielded the following observations:

- **Household awareness of essential Justice, Law and Order Sector institutions remains very low.**

  Only one in four households, are aware of the police as one of the institutions in-charge of Law and Order. This suggests either very low levels of conflicts amongst community members or a very limited presence of these basic JLOS institutions in communities. The latter can be attributed to the small share of households that appreciates the quality of the services provided. The limited presence of JLOS institutions in communities is also confirmed by the fact that only three out of every ten households has interacted with a JLOS institutions in the review period; and for the majority of these (close to 60%) it was either an LC Court or a Customary court that was responsible for the intervention in question. Only one in ten households rate the services of JLOS institutions as very poor or poor.

### Figure 10: Household Awareness of Justice, Law and Order Sector Institutions

- **Others**: 0.43
- **Uganda law reform commission**: 0.06
- **Uganda law council**: 0.19
- **Uganda human rights commission**: 2.4
- **Directorate of public prosecution**: 0.08
- **Administrator general**: 0.15
- **Probation office**: 2.56
- **District land tribunal**: 1.23
- **Magistrate - court**: 6.19
- **Prisons**: 8.46
- **Police**: 26.5
- **Local council courts**: 33.16
- **Customary courts**: 18.6

Share of HHs
Citizen Voices on Public Service Delivery

- The formal legal system remains significantly inaccessible to most households.
  This is exemplified by the fact that the less formal institutions of the JLOS sector command higher levels
  of awareness amongst households compared to the more formal ones. For example, more than half of
  households are aware of an LC or Customary court compared to only one in four for the police.

- Almost all households are aware of basic human rights
  More than nine out of every ten households have heard about human rights. Whether this awareness is
  adequate enough to translate to civic agency is unknown. As far as institutional contributions to human
  rights awareness is concerned, Government organizations are the major source of information on human
  rights for households. More than two out of every five households attribute their awareness of human
  rights to a government organization compared to one in every five to community leaders or a NGO. About
  one out of every ten households does not know the source of their information on human rights. This
  may suggest that advocacy efforts on human rights awareness have attained their saturation threshold.
  This distribution pattern of information source holds more or less across the whole country.

Recommendations

- Government therefore needs to prioritize the establishment of police presence at community level in rural areas.
- Government also needs to regularize, professionalize and strengthen the LC courts given that they serve a lot
  of people in the country.
- Equality before the law is meaningless without access to and availability of means for formal access to the
  justice system, knowledge of legal rights and obligations, and the ability to claim these rights, therefore
  legal aid should be made available to individuals who cannot access justice in formal courts and this can be
  supported by Government established agencies.

2.5 Health

2.5.1 Introduction:

The Health sector is one of the Uganda's pioneer implementers of the Sector Wide Approach. The sector is
currently implementing its 3rd successive sector plan – the Health Sector Strategic Investment Plan (HSSP III)
- which spans the same period as the current NDP: 2010/11 to 2015/16. The priorities under this investment
plan are: Health promotion; prevention and control of both communicable and non-communicable diseases;
maternal and child health.

The sector has a diverse range of service providers including private and Private-Not-For-profit (PNFP) service
provides. Within the public sectors, there are distinct roles played by local and central government agencies
with the former focused on frontline service delivery.

The NDP's objectives for the health sector are to:

a) Ensure that all levels of the health system carry out their core functions effectively and efficiently
b) Ensure universal access to quality Uganda National Minimum Health Care Package (UNMHCP), with
   emphasis on vulnerable populations
   c) Improve the nutritional status of Uganda’s population
   d) Create a culture in which health research plays a significant role in guiding policy formulation and
action to improve the health and development of the people of Uganda
   e) Improve the sector’s policy, legal and regulatory framework
   f) Build and utilize the full potential of the public and private partnerships in Uganda's national health
development by encouraging and supporting participation in all aspects of the National Health Policy at
all levels and according to the National policy on PPPH
2.5.2  **Government Performance in FY 2010/11 and 2011/12**

The health sector has undergone many reforms within the review period (Table 1), especially at operational level. While it will take a while before the full impact of these reforms can be ascertained, there is broad consensus amongst stakeholders that they are in the right direction.

**Table 8: Health Sector Performance: FY 2010/11 to 2011/12**

<table>
<thead>
<tr>
<th>Category of Developments</th>
<th>Development</th>
</tr>
</thead>
</table>
| **Reforms**                      | • Introduction of the last mile delivery system which ensures that drugs are delivered to health facilities every two month and that they are distributed on time and to the door step.  
• NMS has developed an essential drug list for HC IIs and IIIIs and procure of new medicine delivery trucks  
• Rollout of the Mother Child Health Passport for use in all health facilities throughout the country. The initiative ensures that every mother who delivers at a health facility get a passport – a book let that details all information pertaining to the child and mother – to be presented to any health worker whenever the child falls sick |
| **Human Resource**               | • Registered Doctors: 3,993 (2012)  
• Doctors employed by Government : 762 (2012)  
• Registered Nurses and Midwives: 42,620 (2012)  
• Nurses and Midwives employed by Government: 11,730(2012)  
• Allied Workers (medical assistants, dispensers, radiographers, etc): 7,465 (2012)  
• Laboratory cadres: 3,672(2012) |
| **Funding**                      | • Ushs 735.7 billion (FY 2009/10)  
• Ushs 660.0 billion (FY 2010/11);  
• Ushs 799.11 billion (FY 2011/12); |
| **‘Effect’ Indicators**          | Drug availability in health facilities: improved from 60% (2012)  
Stocks:  
• Hospitals (Private & Public): 1986 (120)  
• Hospitals (NGOs): 1986 (171)  
• District Hospitals (Public and Private): 2012 (152)  
• Health Centre IVs: 2012 (193)  
• Health Centre IIIIs: 2012 (1,279)  
• Health Centre IIs: 2012 (3,605)  
• 5 Regional Blood Banks: Arua; Mbarara; Kitovu; Mbale and Nakasero  
Development:  
• Renovation of regional referral hospitals and 12 general hospitals UHSSP  
• Installation of solar energy panels has been completed in health centres in the following districts: Kanungu; Rugungiri; Luwero; Nakaseke; Kitgum; Lamwo; Amuru; Adjumani; Apac; Dokolo; Moroto; Kaberamaido; and Nakapiripirit  
• On-going construction of Gulu and Fort-Portal regional blood banks |

Source: MoH, 19th Joint Review Mission; H.E. the President’s detailed Golden Jubilee speech
The latest impact assessments available were conducted in 2009/10 (UNHS) and 2011 (UDHS) and had been much awaited given that the previous assessment was as far back as 2005/06. Findings from these assessments confirm that changes in household welfare over the period 2005/06 and 2009/10 coupled with improvements in the performance of the health sector over the same period, did in fact positively impact on health outcomes as shown in table 9 below.

### Table 9: Headline Outcome Indicators for the Health Sector

<table>
<thead>
<tr>
<th>Indicator</th>
<th>1995</th>
<th>2000/01</th>
<th>2005/06</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under-five mortality rate (per 1,000 live births)</td>
<td>156</td>
<td>152</td>
<td>137</td>
<td>90</td>
</tr>
<tr>
<td>Infant Mortality Rate (per 1,000 live births)</td>
<td>81</td>
<td>88</td>
<td>76</td>
<td>54</td>
</tr>
<tr>
<td>Maternal Mortality Ratio (per 100,000 births)</td>
<td>506</td>
<td>505</td>
<td>435</td>
<td>352</td>
</tr>
<tr>
<td>Proportion of births attended to by skilled personnel (%)</td>
<td>38</td>
<td>39</td>
<td>42</td>
<td>59</td>
</tr>
<tr>
<td>Contraceptive prevalence rate (%)</td>
<td>15</td>
<td>23</td>
<td>24</td>
<td>30</td>
</tr>
</tbody>
</table>

Source: MFPED (2012)

#### 2.5.3 Findings

Analysis of data gathered under the health module of the citizen’s assessment shows that:

- **Health Centres III are considered more reliable than any other health facility.**
  
The households define closeness more in terms of reliability of the health facility as opposed to its proximity. The limited reach of health supplies to Health Centres II and VHTs in the past may be the other explanatory factor for their lower popularity with households.

- **Government health infrastructure is the most present in rural areas though the service remains poor.**
  
About seven out of ten households frequently turn to a government health facility when in need of medical treatment. This is followed by private health facilities which cater for the treatment of about 1 in 5 households. It is unclear what share of these private health facilities are not-for-profit health facilities. With the exception of pharmacies/drug shops and VHT, the share of households who visit other healthcare providers are less than 1%.
Citizen Voices on Public Service Delivery

- **Majority of households meet their healthcare costs despite the free primary healthcare policy.**
  This is because nearly seven in ten households do not receive their full drug prescription when they visit a government hospital for medical treatment.

- **9 in 10 households have all the children in them immunized.**
  The main reasons advanced by households where not all children were immunized are the parent’s/guardians’ ignorance of the children’s age (30% of affected households) and long distance to the immunization centres (27% of affected households). Other significant reasons for households not immunizing their children are lack of parental awareness of the need for immunization (20%) and lack of immunization vaccines in health centres (16%).

- **The majority of households receive nutritional information from government**
  More than 7 out of every 10 households receive nutritional information from government.

**Recommendations**

- **Government must go beyond provision of infrastructure especially construction of health centres and address major problems such as understaffing and availability of drugs and equipment and absenteeism of health workers.**

- **We recommend that the government must strengthen health accountability mechanisms. With 9.8% of the budget allocation (2011/12) going to health though far below the 2001 Abuja Declaration recommended 15%, if well utilized this could be enough to give Uganda the health services they deserve.**

- **Increase availability of essential medicines and health supplies especially for Health Centre IIs. This will entail review of the last mile delivery system by NMS as a measure of minimizing stock outs.**

**2.6 Water & Sanitation**

**2.6.1 Introduction**

Expanding safe water and sanitation coverage has been a long standing priority of the Government right from the period of the Poverty Eradication Action Plan (PEAP) through to the current NDP. This prioritization of the sector has seen access to safe water in rural areas improve from under 55% to 63% over the decade 2001 to 2010, and to 65% in the last two FYs: 2010/11 and 2011/12. The Water and Sanitation sector has also been a major beneficiary of funding under the Poverty Action Fund (PAF).

The objectives that Government set forth in the water and sanitation sector in the NDP are:

1. Increase access to safe water supply in rural areas from 63% to 77% by 2015
2. Increase access to safe water supply in urban areas from 60% in 2008 to 100% by 2015
3. Increase access to improved sanitation from 69% to 80% for rural areas and 77% to 100% for urban areas
4. Improve efficiency and effectiveness in water and sanitation service delivery

Under the current configuration of the MTEF, the water and sanitation sector is spearheaded by the Ministry of Water and Environment. The above objectives are accordingly being translated into government operations through the following vote functions (or programme areas) of the Ministry of Water and Environment: rural water supply and sanitation; urban water supply and sanitation; water for production; water resource management; natural resource management; weather, climate and climate change; and policy, planning and support services.
2.6.2 Government Performance in FY 2010/11 and FY 2011/12

Since the launch of the NDP, stakeholders in the water and sanitation sector have undertaken a range of measures in a bid to reach their service delivery targets. These measures and their immediate effects are summarized in Table 10 below.

**Table 10:** Water and Environment Sector Performance: FY 2010/11 and 2011/12

<table>
<thead>
<tr>
<th>Category of Developments</th>
<th>Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reforms</td>
<td>• 5 Year joint Water and Sanitation Programme 2013/14-2017/18</td>
</tr>
<tr>
<td>Funding</td>
<td>• Ushs 96.18 (FY 96.18); Ushs 137.31 bn (FY 2010/11); Ushs 149.87 (FY 2011/12)</td>
</tr>
<tr>
<td>‘Effect’ Indicators</td>
<td>• Access to improved water sources: 73.8% (2009/10, UNHS)</td>
</tr>
<tr>
<td></td>
<td>• Latrine coverage improved from 69% in 2009/10 to 71% in 2010/11(^5)</td>
</tr>
<tr>
<td></td>
<td>• 82% functionality of rural water sources – a 1% increment over FY 2009/10</td>
</tr>
<tr>
<td>Stock of Facilities/Infrastructure</td>
<td>• Completion of piped water systems/Gravity Flow Schemes for RGCs in Northern Uganda (Madi, Opei, Adwali, Gulu Youth Centre, Ayalla, Minakulu, Magoro, Lugore and Orum)</td>
</tr>
<tr>
<td></td>
<td>• Construction of water supply systems in five Rural Growth Centres of Kazo, Kiruhura, Kakuto, Kayanga and Lyantonde on-going</td>
</tr>
<tr>
<td></td>
<td>• Construction of 81 urban piped water systems on-going</td>
</tr>
<tr>
<td></td>
<td>• 123 and 87 boreholes constructed and 42 and 71 boreholes rehabilitated in FY 2010/11 and 2011/12 respectively</td>
</tr>
</tbody>
</table>

Sources: MFPED – Annual Budget Performance Reports (FY 2010/11 and 2011/12)

2.6.3 Findings:

- **The share of Ugandans depending on unsafe water sources for their domestic water needs remains high**

4 in 10 households depend on rainwater and unprotected springs to meet their domestic water needs. This share of households was higher than 50% in 8 of the 51 (16%) districts surveyed (Table 11). Access to piped water remains out of reach for the majority of HHs, especially those in newly formed districts. Only 12 of the 51 (24%) districts surveyed had more than 10% of their HHs using piped water as their main source of water for domestic purposes while less than 1% of HHs in 5 of the 51 (16%) of the same districts had access to piped water. Paradoxically, there are more HHs accessing safe drinking water (72.4%) than there are HHs accessing water for domestic use (62.9%). This could be explained by the fact that HHs employ some basic measures (such as boiling water) to purify the water they obtain for domestic use for drinking purposes. For HHs without access to safe drinking water, the main reasons they cite for their lack of access is the long distance to the available sources for safe drinking water (39.1%) and the limited numbers of such sources (39.8%).
Citizen Voices on Public Service Delivery

Table 11: Districts Most Affected by Lack of Access to Safe Water for Domestic Use

<table>
<thead>
<tr>
<th>District Name</th>
<th>Share of Affected HHs (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>KWEEN</td>
<td>50.22</td>
</tr>
<tr>
<td>KIBOGA</td>
<td>50.35</td>
</tr>
<tr>
<td>KYANKWANZI</td>
<td>55.76</td>
</tr>
<tr>
<td>KIBAALE</td>
<td>57.00</td>
</tr>
<tr>
<td>BUDUUDA</td>
<td>57.59</td>
</tr>
<tr>
<td>KYENJOJO</td>
<td>61.05</td>
</tr>
<tr>
<td>BUHWEJU</td>
<td>63.74</td>
</tr>
<tr>
<td>KYEGEGWA</td>
<td>77.07</td>
</tr>
</tbody>
</table>

Source: CSO Assessment Data

- **The cost of water is not a major limitation to accessing safe drinking water.** Only about 1 in 10 HHs attributed their lack of access to safe drinking to the cost factor.

- **Sanitary conditions are far from the minimum norms and standards in most households.** The vast majority of HHs lack the most basic of sanitary facilities. No more than 3 in 10 homesteads have a given sanitary facility (Figure 1). Despite the low standards of sanitations in most homesteads, 4 in 5 HHs indicate an improvement in their sanitary conditions over the review period. The majorities of HHs attribute this improvement to the efforts of health extension workers (cited by 3 in 10 HHs) and to themselves (also cited by 3 in 10 HHs). Other actors with notable efforts include Local Council (LC) administrators with an attribution rate of 1 in 5 HHs (or 23% of HHs). Only 1 in 20 HHs credited NGO workers for the improvements in their sanitary conditions.

Figure 12: Share of Homesteads with Selected Sanitary Facilities

<table>
<thead>
<tr>
<th>Facility</th>
<th>Share of HHs (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drying Rack</td>
<td>8.08</td>
</tr>
<tr>
<td>Hand Wash facilities</td>
<td>5.85</td>
</tr>
<tr>
<td>Toilets/Latrines</td>
<td>23.81</td>
</tr>
<tr>
<td>Bathrooms</td>
<td>20.86</td>
</tr>
<tr>
<td>Garbage Disposal</td>
<td>15.68</td>
</tr>
<tr>
<td>Kitchen</td>
<td>25.72</td>
</tr>
</tbody>
</table>

Recommendations

Water and sanitation are vital components for sustainable development and a healthy population. We therefore propose the following;

- **We recommend that Water and Sanitation should be prioritized, the current allocation of 3.4% of the total budget should be progressively increased if the set target of access to safe water in rural and urban areas of 77% and 100% respectively by the year 2015. It is imperative that this support is towards interventions in the rural areas, where the majority of the population lives, and where the water and sanitation poverty indicators are highest.**

- **We recommend that government allocates sufficient resources for mobilization and sensitization on sanitation and hygiene among communities. Communities should also be supported to develop bye-laws to enforce good hygiene and sanitation.**

- **Government should extend piped water supply to all parts of the country to increase access to water for domestic use.**
Chapter 3: Conclusions & Recommendations

The previous chapter highlighted the major findings from the citizens’ assessments of the NDP implementation. This chapter builds on these findings by deducing the salient issues contained in them and recommendations to Government.

Households' awareness of their roles in relation to Government is high. Households are aware of their basic rights and the function of basic judicial institutions in their communities. As far as the rule of law is concerned, this is a positive step forward for the country. Despite the low average level of access to more formal legal institutions of justice amongst households, it is evident that the confidence of households to engage with state institutions in search of justice is increasing and so are their expectations of the quality of services that these institutions should be delivering. The onus is now on government to capitalize on this growing confidence by investing on the reliability and credibility of its legal institutions. Civil society’s sensitization efforts have borne good fruit in raising households’ expectation of government and in strengthening the social contract between government and citizens. The limited presence of JLOS institutions in communities is however a setback to this healthy process.

Households continue to incur significant social and economic costs on would-be public services because the coverage and quality improvements attained by service providers remain below required norms and standards. Contact between public service providers and households has on average improved over the reference period. This is the case in almost all the sectors covered by the citizen’s assessment. Even with these improvements, the reach and quality of many public services remains short of required standards. While the average coverage of many services has improved, the distribution of these services is still noticeably uneven. As a result of these factors, a significant share of households continues to depend on private providers for essential services. The provision of essential services by private actors obviously comes at a cost. Depending on whether or not the private service provider is a commercial agent, this cost may be borne fully by a household. In cases where the private provider is an NGO or CBO, the costs are being met by the founders of the respective organizations. Irrespective of whether the cost is borne by the households or the funders of NGOs, it is clear that this cost in effect constitutes a form of indirect tax. The households or organizations meeting such costs are in effect subsidizing the government by financing a function it should have otherwise funded.

Social capital is playing a vital role in the promotion of socioeconomic transformation. Family and community solidarity mechanism have played a major role in mobilizing and intermediating resources to finance household investments. Even in areas covered by financial institutions, significant share of households continue to depend on family and community networks for seed capital. This is partly because of the high cost of credit charged by formal financial institutions. The high representation of households in income generating association that do not benefit from government support is particularly indicative of the organic nature of these solidarity mechanisms. The prospects for social capital continuing to play this positive role in resource mobilization are also bright. That is because areas where households exercised collective action have so far been limited to a few sectors, namely crop agriculture and micro finance. As new frontiers of business opportunities emerge around cottage industries in other sectors such tourism, apiculture and fish farming, livelihood opportunities for households could significantly expand and so would their income returns. It is therefore important for Government to consider innovative ways of revitalizing community solidarity as a mechanism for mobilizing the masses and community resource for development. Such a development approach would also fit well with the need to reduce the rate of rural urban migration because it offers decent and rewarding employment right within rural areas.
More synergy is required between the investment strategy for community-level infrastructure and that of national-level infrastructure. It is clear from the changes in sectoral budget allocation over the reference period that infrastructure is now high on the government’s development agenda. However most of the increased budgetary allocations to infrastructure have been toward national-level projects such as national roads. These ongoing infrastructural investments are indeed important in terms of easing the constraints to business activity. Equally important however is the need to synchronize them with community-level infrastructure investments that drive localized economic activities and by extension, household incomes. The citizen’s assessment has clearly revealed that there is high demand for community-level infrastructure. This is particularly so for community roads and health centre III facilities.

For optimum results, the role and contribution of microfinance institutions in increasing household incomes and expanding employment opportunities needs to be matched by the implementation of a commodity value chain approach in the agriculture sector. Government’s current focus on rural electrification, and skills training and development is indeed very valid because it addresses one of the major concerns about Uganda’s labour force – low labour productivity. However, for these efforts to pay off better and faster there is need for government to rethink its theory of change as far as expansion of employment opportunities is concerned.

The attainment of a critical mass of skilled people in the labour force, the extension of financial services to rural areas and rural electrification by themselves will not bring about a significant expansion of opportunities. Households with these elements (skills, capital and energy) need to be integrated within much large product chains so as to expose them to market opportunities beyond their local and even national borders. In addition to expanding production, such integration will also catalyze innovation and the diffusion of appropriate technologies to rural areas. There are already a few examples where and how such integration is beginning to evolve (vegetable oil production with Mukwano and Bidco industries; dairy milk products with Sameer and Jesa dairy industries). Government would do well to study these examples more and mainstream these practices within its agricultural development strategy. Such an approach also fits well with the zoning strategy that was being spearheaded by the National Planning Authority sometime back but has since faded away from the government’s policy dialogue agenda.

In addition, such a strategy would allow for a more focused and better targeted Research and Development programme. The same is true for the delivery of extension services. The returns on public investment in agriculture extension services stand better chances of being higher under a commodity value chain approach compared to the current approach that is scattered and spread too thin to make a meaningfully impact. The operational strategy agreed by stakeholders during the latest agriculture sector review meeting on the implementation of the agriculture Sector Development and Investment Plan (SDIP) came to more or less the same conclusion – the need to reorganize public investment in the agriculture sector along commodity chains. Government therefore needs to follow up on these by putting its full weight behind the apparently new direction that the sector wants to take.

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23 Refer to the Poverty Status Report (2012) for other related examples of such arrangements
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