MANAGEMENT AND LEADERSHIP SKILLS IN LOCAL GOVERNMENT

PARTICIPANT'S HANDBOOK

FOR

LOWER LOCAL GOVERNMENTS

Ministry of Local Government
P.O. Box 7037
Kampala

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Foreword by the Minister of Local Government

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List of Abbreviations and Acronyms

ACAO: Assistant Chief Administrative Officer

CAO: Chief Administrative Officer

CBOs: Community Based Organisations

CSOs: Civil Society Organisations

DC: District Council

DDP: District Development Plan

DTPC: District Technical Planning Committee

FOR: Fact, Opinion, Rumour

LGs: Local Governments

LGDP: Local Government Development Programme

NGOs: Non-Governmental Organisations

PEAP: Poverty Eradication Action Plan

PMC: Project Management Committee

RDC: Resident District Commissioner

SCC: Sub-County Council

SDU: Strengthening Decentralization in Uganda

TC: Town Council

TPC: Technical Planning Committee

1.0   Introduction

Since 1993, Government of Uganda has pursued implementation of the decentralization policy. The Policy as enshrined in the Constitution of the Republic of Uganda 1995, Chapter 11 and operationalized by the Local Governments Act, 1997, gave rise to devolution of functions, powers and services at all levels of local governments.. It was intended to increase local democratic control and participation in decision-making, planning as well as to mobilize support for development. Decentralization aims to promote effective participation of all stake holders in planning and decision making process as the primary avenue for improved service delivery and sustainable development. Participation empowers and strengthens the community to function as an integral unit, promotes economic and sustainable utilization of scarce resources, and leads to appreciation and strengthening stakeholders' knowledge, skills and confidence. Section 50 c) and f) of the Local Governments (Amendment) Act, 1997, mandate Village and Parish executive committees to initiate, encourage, support and participate in self help projects, mobilize people, materials and technical assistance, and to monitor projects and other activities by Government, Local Government and Non- Governmental Organizations.

The devolution form of decentralization that Uganda adopted was specifically meant to achieve the following objectives:

- Transfer real power to Local governments and reduce the work load on remote and under resourced central offices;
- Bring political and administrative control over services to the point of delivery;
- Free local managers from central constraints and allow them to develop organizational structures tailored to local circumstances
- Improve financial accountability by establishing a clear link between payment of taxes and provision of services.
- Improve local council capacities to plan, finance and manage service delivery to their constituencies.

Local Governments in Uganda face challenges in the fiscal, social, political, economical and technological arena. To meet these challenges, the Local Government must, in addition to performing all the traditional management functions, become an accomplished negotiator, leader and visionary.

In order to ensure the delivery of efficient and effective services, local government officials, i.e. councillors and civil servants will need to be equipped with requisite skills to lead and manage the affairs of the local governments they serve. It is envisaged that the skills acquired will help them:

- Improve strategic and operational planning;
- Improve budget and financial management skills;
- Improve understanding of governance;
- Increase interaction between Government and non-Government target
  groups, resulting in increased joint problem solving and increased service
   delivery
- Improve selected functions of specific local government stakeholders.

2.0   Module Objectives of the Course

The purpose of this Local Governance and Leadership Training Programme is to enable the local government personnel to internalise, appreciate and participate in leadership that enhances the delivery and management of efficient and effective services within the Decentralisation framework.

By the end of training, the participants should be able to:

- Define Decentralisation, Types of Decentralisation, and the Benefits and
  Challenges of Decentralisation
- Identify Leaders in Local Governments and List their Roles and
  Responsibilities
- Define Effective Management and Leadership in Local Governments

- List the Management and Leadership Techniques Applicable to Local Governments

- Discuss the importance of building partnerships with civil society

    organizations to ensure the delivery of effective services to lower councils.

3.0   Course Descriptors

3.1 Module One: Overview of Management and Leadership in Local Government

Module one is aimed at equipping participants with effective management and leadership kills they can use in their Management and Leadership roles within Local Governments. It defines what effective management and leadership in Local Governments is, identifies different types of leadership as well as discusses attributes of effective leaders

3.2 Module Two: Introduction to Decentralisation In Uganda

The overall aim of Module One is to enable participants define Decentralisation, describe the different types of decentralization, and discuss the benefits and challenges of Decentralisation. The aim is to equip participants with knowledge they require in understanding the basic principles of Uganda's decentralisation policy. It is hoped that the knowledge gained will help them design strategies to address challenges as they may occur.

3.2 Module Three: Roles and Responsibilities of Leaders in Local Government

Module Three is aimed at assisting participants identify the different leaders, leadership structures and the roles and responsibilities of various leaders including councillors and civil servants in Local Governments.

3.4 Module Four: Building Partnerships with Civil Society Organizations

Module Four is aimed at assisting local government officials understand the importance of working in partnership with Civil Society Organisations (CSOs) for effective service delivery to communities. It encourages participants not only to identify challenges of working with CSOs but also identifying strategies to address them and maximize the good practices.

4.0   Participants' Notes

4.1 Handouts to Module One: Overview of Management and Leadership in Local Government

 Introduction to Management and Leadership in Local Governments

1. What is leadership?

Leadership is the process of directing and influencing the task related activities of a group. It is a dynamic process in a group whereby one individual influences the others to contribute voluntarily to the achievement of group tasks in a given situation. Leadership must involve other people (subordinates). By their willingness to accept directions from the leader, the group members help define the leader's status.

2. Leadership powers

Why do subordinates accept directions from a leader?

(i)   Reward Power

This is based on the ability of the leader to reward the followers for carrying out orders or meeting other requirements.

(ii)   Coercive Power

This is the negative side of reward power. It is based on the ability of the leader to punish the person for not meeting the requirements. Punishments may range from loss of a minor privilege to loss of a job.

(iii)   Legitimate Power

This exists where the subordinates acknowledge that the leader has a right or is lawfully entitled to exert influence by virtue of the position held. For example, staffs in a District are obliged to accept the orders from a CAO by virtue the position held.

(iv)   Referent Power

This is based on the desire of the followers to identify with and imitate the leader. The strength of referent power is directly related to such factors as the amount of prestige and

admiration the followers confer upon the leader. One example of referent leaders is the opinion leaders to be found in the community.

What is Management?

Management is about organizing resources, most importantly people, to achieve set objectives. Management is needed in all organizations-from the smallest to the biggest if they are to function successfully.

The management process seeks to effectively and efficiently integrate the above-mentioned functions. These functions interrelate to achieve mission and objectives. Leaders who use these management functions prevent deficiencies in the delivery of services, increase support for programmes, and improve the morale of employees.

Planning is the on going process of developing the organizations in this case Local Government's mission and objectives and determining how they will be accomplished. Planning includes both the broadest view of the organization e.g. its mission , and the narrowest, e.g., a tactic for accomplishing a specific goal. Planning involves a review of the past, the current situation and basing on the analysis predicts how things should go. It is guided by the following questions:

Questions	Guiding answers
Where are we and how did we get there?	Background /situation analysis
What did we plan to do?	Strategic plan which includes activities
How much of what we planned to carry out has been successfully carried out?	Activities we have successfully accomplished
What has helped to be successful?	Factors for our success
Where have we not been successful?	Activities we have not successfully accomplished (failures)
Why have we not been successful?	Factors which hindered our success
What can we do in future to address or avoid the hindering factors?	Best practices to be replicated
Who has worked with us and or supported us	Stakeholders and Partners in development

over the period?	
What resources have we accessed / not accessed over a period?	Resources utilized and not utilized –human resource, Financial resource etc.
Where has the sub-county/ division/Town Councils ,parishes, villages supported projects?	Our own contribution. It can be in terms of labour, materials etc
Where do we want to go?	Objectives
How do we get there?	Activities
What do we need to get there?	Resources
What do we need to work with to get there?	Partners in development
What time period do we need to get there?	Length of the time to achieve the objective
How shall we know that we are on the track?	Monitoring and evaluation

Management Functions include; deciding on the action necessary to achieve something at a later date and thinking before any action is taken.

The Advantages of Planning:

- Better use of resources

- Better co-ordination of activities;

- Better control of activities;

- All these leading to increased effectiveness.

Coordinating

- Structuring different activities and roles of different people so that they function together to achieve objectives;

- Ensures that people do not carry out activities in isolation, and also avoids overlap.

Supervision

- Keeping a watch over work that is going on.

A good supervisor should be:

- Knowledgeable and confident;

- Ready to learn;

- Observant;

- Committed;

- Ready to encourage others.

Organizing is establishing the internal organizational structure of the organization. The focus is on division, coordination, and control of tasks and the flow of information within the organization. It is in this function that managers distribute authority to jobholders. This includes;

- Grouping and structuring different activities;

- Devising and allocating roles and responsibilities for people;

- Designing rules and systems of working.

Controlling is a four step process of establishing performance standards based on organizations objectives, measuring and reporting actual performance, comparing the two, and taking corrective or preventive action as necessary. The function of Controlling does not only require management skills by the leader, but leaders are required to possess social and psychological knowledge of how to deal with groups and individuals within the organization. In controlling, attitudes, perceptions, and motivations of individuals are taken into account by the leader in order to motivate the members to work efficiently and to get the work done. The process of control involves regularly checking:

- People doing work;

- How regularly they work;

- How committed they are;

- Working conditions;

- Team spirit;

- What feelings they have about the work.

Materials

- How adequate the materials are;

- How they are stored;

- What the procedures for receiving and giving out materials are;

- How well the materials are used in relation to the work plan and budget.

Finance

- What the source of money is;

- How available the required money is;

- How the money is kept;

- What the receiving and payment procedures are;

- How well the records of accounts are kept;

- How effectively the money is being used in relation to the budget.

Time

- How effectively and strictly working time is used;

- Whether time is being followed as per the work plan;

- What the constraints against the time schedule are.

Activities

- How good the quality of work is done;

- How much work is accomplished according to the work plan.

Directing (Leading)

Directing is a major function of management. Directing is about being a good leader and so requires the skills of leadership. **Directing** is influencing people's behavior through motivation, communication, group dynamics, leadership and discipline. The purpose of leading is to channel the behavior ao all personnel to accomplish the organization's mission and objectives while simultaneously helping them to accomplish their own carrier.

Communication

- Communicating is the process of sharing information, ideas and feelings; it is the exchange of information, ideas or feelings from one person to another.

- The process of communication is complete when the sender receives feedback about the message sent from the receiver. There are two types of communication. These are:

Verbal: verbal communication is the face to face transfer of information in conversations, etc. verbal communication can also be used at a distance through radio, telephone, or on cassettes.

Non –Verbal: Non-Verbal communication refers to messages conveyed through body actions, such as posture (how we stand or sit), and gestures (using the hands, arms and other parts of the body, e.g. facial expressions, to convey messages). Non-verbal communication can take place face to face, or through pictures, and films.

To communicate effectively, there are various skills you can employ. These include:

- **Listening:** You should always listen carefully, and without preconceptions;

- **Speaking:** You should always speak clearly and plan in advance what to say;

- **Eye contact:** when communicating with someone, maintain eye contact;

- **Observation:** Always be observant: listen with your eyes as well as with your ears.

Staffing is filling and keeping filled with qualified people all positions in the organization. Recruiting, hiring, training, evaluating and compensating are the specific activities included in the function.

Management Skills

There are three basic management skills: **technical, human and conceptual**. A technical skill is the ability to use tools, techniques, and specialized knowledge to carry out a method, process, or procedure. Human skills are used to build positive interpersonal relationships, solve human relations problems, build acceptance of one's co-workers, and relate to them in a way that their behavior is consistent with the needs of the organization. Conceptual skills involve the ability to see the organization as a whole and to solve problems in a way that benefits the entire organization. Analytical, creative and intuitive talents make up the manager's conceptual skills.

The relative importance of conceptual, human and technical skills changes as a person progresses from lower level to top management. Although all the three management skills are important at all levels of management, conceptual skills become relatively more important at the top level of

management. The consistently high level of importance of human skills helps us understand why people problems are so often cited as a core cause of program failure.

Leadership is a facet of management

Leadership is just one of the many assets a successful manager must possess. Care must be taken in distinguishing between the two concepts. The main aim of a manager is to maximize the output of the organization through administrative implementation. To achieve this, managers must undertake the following functions:

- **Organization**
- Planning
- Staffing
- Directing
- Controlling

Leadership is just one important component of the direct function. A manager cannot just be a leader, he also needs formal authority to be effective.

Session 2: Functions of Management and Leadership

Functions of Management

Leaders are individuals who are given the task of implementing the objective of management and leadership, which is to fulfill the main goals of the organization " efficiently". In order to be able to accomplish and fulfill the specific objectives of an organization, management and leadership has different functions. These functions are the important concepts and tasks that a leader must follow and implement in order to keep the interests of the organization effectively.

The basic functions of good management and leadership are:

- Achieving the task;
- Developing individuals;
- Building and maintaining the team.
- Controlling
- Communication
- Negotiation
- Organizational
- Time management
- Leading

Some of the questions the leader may ask in relation to each of the following areas are:

Achieving the Task

Guiding question	Guiding answers
Are the objectives clear?	**Specific-** to avoid differing interpretations **Measurable**-to allow monitoring and evaluation **Appropriate**-to the problems, goals and and intended results **Realistic**-achievable, challenging and meaningful **Time Bound-** with specific timeframes for completion
Are responsibilities clear?	**All players** should know what they are supposed to do.

Are resources needed to do the work adequate?	Types of resources and the source of funding should be identified;
Is the work well organized and co-coordinated?	The roles and responsibilities of each stakeholder should be clear.
Are the members of staff supervised?	Regular reporting and actual visits by management
Is progress monitored?	The monitoring and evaluation plan in place
Do I set a good example?	Practice what you preach.

Developing Individuals

Guiding question	Guiding answers
Are staff well inducted and trained?	Training policy and plan
Does authority match responsibilities?	Delegation and room for allowing others to make decisions without consulting management
Do I recognize success?	Rewarding and acknowledgement
Is staff performance reviewed?	Performance appraisals and corrective actions
Are grievances dealt with fairly and promptly?	Fairness in discipline and follow public service procedures in handling grievances
Do I spend time with the staff?	Staff meetings and consultative meetings

Building the Team

Guiding question	Guiding answers
Is the whole group involved?	Better results when everyone is involved

How are conflicts dealt with?	Fairness in discipline and follow public service procedures in handling grievances
Is there a forum for communication?	Meetings and sharing reports
Do they agree on objectives, roles and responsibilities?	Do they understand and share organizational goals and objectives?
How is unity maintained?	Transparency and accountability
Are the right people working together?	Recruitment process

Motivational Communication

Communication is the process of sharing information, ideas and feelings; it is the exchange of information, ideas or feelings from one person to another. Phrases like these mentioned below should always be used:

- I like that! Go ahead…try it;
- This is going to be fun!
- How can I help?
- I agree;
- That's a great idea.
- How can we make it work?

Issues of gender when considering functions of management and leadership

Sex: refers to the biological differences between men and women. These differences are universal and cannot change

Gender: refers to the socially constructed roles and responsibilities of women and men in a given culture or location. Perceptions and expectations arising from cultural, social and political factors influence these roles. Gender is dynamic and can change from time to time.

Gender Stereotypes

These occur when men and women are regarded according to the rigid thinking about social and cultural expectations of their roles as men and women - rather than the more flexible considerations of their individual capacities and potentials.

Figure 3

Examples of Common Gender Stereotypes	
Women are:	**Men are:**
Cooks	Breadwinners
Weak	Powerful
Dependent	Independent
Subjective	Objective
Cheerful	Forceful
Caretakers	Achievers
Soft-spoken	Outspoken
Followers	Leaders
Cautious	Adventurous
Nurturing	Assertive
Excitable	Stoic

Leadership Styles

The role of leadership in management is largely determined by the organizational culture. It has been urged that leaders beliefs, values and assumptions are critical importance to the overall style of leadership that they adopt. There are several different leadership styles that can be identified within each of the following techniques. Each technique has its own set of good and not so good characteristics and each uses leadership in a different way.

The Autocrat

The autocrat leader dominates team-members, using unilateralist to achieve a singular objective. This approach to leadership generally results in passive resistance from team- members and requires continual pressure and direction from the leader in order to get things done. Generally, an authoritarian approach is not a good way to get the best performance from a team. There are, however, some instances where an autocratic style of leadership may not be inappropriate. Some

situations may call for urgent action, and in these cases an autocratic style of leadership may be best. In addition, most people are familiar with autocratic leadership and therefore have less trouble adopting that style. In some situations, sub-ordinates may actually prefer an autocratic style.

The Laissez-Faire Leader

The laissez-Faire leader exercises little control over his group, leaving them to sort out their roles and tackle their work, without participating in this process himself. In general, this approach leaves the team floundering with little direction or motivation. Again, there are situations where the laissez-Faire approach can be effective. The Laissez-Faire technique is usually only appropriate when leading a team of highly motivated and skilled people, who have produced excellent work in the past. Once a leader has established that his team is confident, capable and motivated, it is often best to step back and let them get on with the task, since interfering can generate resentment and detract from their effectiveness. By handing over ownership, a leader can empower his group to achieve their goals.

The Democrat

The democrat leader makes decisions by consulting his team, whilst still maintaining control of the group. The democratic leader allows his team to decide how the task will be tackled and who will perform which task. The democratic leader can be seen in two lights:

- A good democratic leader encourages participation and delegates wisely, but never looses sight of the fact that he bears the crucial responsibility of leadership. He or She values group discussion and input from his team and can be seen as drawing from a pool of his team members' strong points in order to obtain the best performance from his team. He motivates his team by empowering them to direct themselves, and guide them with a loose reign.

- The democrat can also be seen as being so unsure of himself and his relationship with his subordinates that everything is a matter for group discussion and decision. Clearly this type of a "leader" is not leading at all.

Session 3: Effective Management and Leadership

What characterizes effective leaders?

- They take interest and show trust in the subordinates;

- They are exemplary, set a good example for the led;

- They communicate clearly;

- They are transparent and accountable to the people they lead;

- They handle grievances quickly and fairly;

- They use commands sparingly but are rather persuasive;

- They encourage participation of all the stakeholder;

- They keep morale of the people they lead high through encouragement and appreciation;

- They recognize contributions made by their subordinates through appropriate rewards;

- They use their positions to help others, not to glorify or enrich themselves.

- They are good listeners;

- They are gender sensitive;

- They reward appropriately;

- They are good mentors/guiders;

- They discipline appropriately.

4.2 Handouts to Module Two: Introduction to Decentralization in Uganda

Session 1: Introduction to Decentralisation

Decentralization is the transfer of legal, political, administrative and financial authority to plan, make decisions and manage public functions and services. The transfer is from central to lower levels of administration. It therefore aims at empowerment of local population through:

- Democratization
- Participation
- Accountability
- Responsibility
- Efficiency and effectiveness

Decentralization takes many forms; de-concentration, devolution, delegation and privatization. These four are primarily distinguished on the basis of the powers that Central Government transfers or gives up to local units. The different forms reflect:

- Different constitutional and legal arrangements
- Different degrees of decentralization of governmental powers
- Different arrangements for representation of the local community
- Different approaches to decentralization
- Different resource control arrangements
- Different climate of rules, regulations and expectations.

Uganda's Decentralization Programme consists of an innovative combination of three of the four forms of decentralisation described below. Government has privatized a number of services that used to be provided by the state, it has devolved substantial powers to Local Governments, and some Central Government functions have been deconcentrated by having Central Government representatives in the Districts, e.g. the Office of the Resident District Commissioner.

Deconcentration

- This is the shifting of responsibility and workload from Central Government Ministry headquarters to staff located outside the national capital. The degree of latitude given to field staff differs. In field administration, for instance, field officials are allowed some discretion in routine decision-making and, provided they stay within the guidelines set by their parent Ministries, can adapt the implementation of central directives to local conditions. However, although they may have advisory committees or get inputs from the local community, field staffs are ultimately responsible to the central authority for all decisions they make.

- In local administration, all subordinate levels of government within a country's regions, provinces, towns, districts, municipalities, and other units are headed by appointed agents of the central government, who serve at the pleasure of the nation's chief executive. Local functions are performed under the technical supervision of central ministries within strict guidelines set at the center.

Delegation

Delegation is the transfer of <u>responsibility</u> for decision-making and administration of public function to semi-independent organisations not wholly-controlled by Central Government but accountable to it, e.g. public corporations, project implementation units, etc.

In the Local Government context, delegation means giving powers to an individual or body to carry out a function on behalf of the Council. Functions and powers may be delegated to the following:

- The Chairperson of the Council; or

- The Executive Committee; or

- A Standing Committee; or

- An Ad-Hoc Committee (established for a specific purpose, after which it is disbanded).

There are certain functions, which cannot be delegated and can only be exercised by the full council (Fourth Schedule of the Local Governments Act, 1997). These include:

- Approval of annual budget estimates;

- Approval of supplementary estimates;

- Making by-laws for proper conduct of Councils' own business;

- Approval of development plans;

- Power to raise loans or mortgage Council property;

- Any other function or power that may be added by the Minister of Local Government with approval of Parliament.

Devolution

This is the transfer of discretionary decision-making, planning, administration and financial management to independent local government units with powers to sue and be sued. The political base of officials in these units is the locality, not the center. They spend or invest resources at their discretion, provided they are operating within the legislated limits and their actions do not conflict with the constitution, and other laws and the broad national goals.

Privatization

This is the giving up by government, primarily for reasons of efficiency, of certain functions and services to various sections of the private sector, namely, business, community groups, and non-governmental and community based organizations.

Session 2: Aims and Basic Features of Uganda's Decentralisation Programme

Introduction

The Local Government System in Uganda can be traced back to structures established by the British Colonial Government from around 1900. These structures were, in turn, molded around the system of authority found in central Uganda (Buganda). The 1962 Constitution provided for the devolution of powers to Kingdoms, Urban Councils and District Councils. However, this trend was reversed by the 1967 Constitution, which centralized most powers.

The Local Governments Act, 1997 became effective on 24th March 1997. It was intended to streamline the laws to fit in the 1995 constitution and to: -

- Give full effect to decentralization and devolution of powers, functions and services;

- Provide decentralization at all levels and to ensure good governance, democratic participation, and control of decision making by the people;

- Provide for revenue and the political and administrative set up of Local Governments;

- Provide for election of Local Councils.

The Local Governments Act, Act No.1 of 1997, commenced on 24th March 1997. Some of the provisions of the principal Act have been amended using the following instruments:

- The Local Governments (Amendment) Act, 1997:Act 5 of 1997

- The Local Governments (Amendment) Act, 2001:Act 13 of 2001

- The Local Governments (Amendment) Act (No.2), 2001: Act 17 of 2001

- The Local Governments (Amendment of Schedules) instrument, 2001: S.1. No.48 of 2001

- The Local Government Rev. (Amendment), 2001, Objective 2© amendment by replacing: S.1. No. 39 of 2001 establishes affirmative action in favour of groups marginalized on the basis of gender, age and disability.

The decentralization process has now moved to the phase where the development (capital budgets) has been devolved to the Local Governments both at the District and lower levels. The devolution of the capital budget was piloted in five Districts under the District

Development Project (DDP) and is now being scaled up to the rest of the Local Governments under the Local Government Development Programme (LGDP). Both programmes require the Local Governments to meet some minimum conditions in order to access the development funds. The conditions are derived from the <u>Local Government Act, 1997</u> and the <u>Local Government Financial and Accounting Regulations, 1998</u>. The conditions, which are aimed at ensuring proper utilisation of the funds, are basically a demonstration of functional capacity in development planning, functional capacity in financial management and functional capacity in engineering

a) Uganda's <u>Fourth Constitution</u> of 1995: The principles of a decentralised system of Local Government that were outlined in the <u>Local Government Statute, 1993</u> were further entrenched in the Constitution of the Republic of Uganda.

b) The <u>Local Government Act, 1997</u>: This law was passed to put into full effect the provisions of the 1995 Constitution of Uganda on the decentralisation policy. Its an enabling law, that creates offices, assessing several roles and responsibilities/functions. Power, limitations of power, the relationships of the players in the decentralized framework.

Objectives of Decentralization

The following are the objectives of Uganda's decentralization programme:

- Transfer real power to Local Governments and reduce the workload on remote under resourced central officials;

- Bring political and administrative control over services to the point of delivery in order to improve accountability and efficiency;

- Free local managers from central constraints and allow them to develop organizational structures tailored to local circumstances;

- Improve financial accountability by establishing a clear link between payment of taxes and provision of services; and

- Improve Local Council capacities to plan, finance and manage service delivery to their constituents.

Session 3: Benefits and Challenges in Implementing Decentralisation

Benefits of Decentralization
Here are some of the benefits of decentralization:

- It cuts bottleneck or red tape imposed by an over-centralized system.

- It allows local people a greater chance to participate in development planning and decision making

- It allows special interest groups to be represented and participate in decision making in local councils i.e women, youth, persons with disability and the elderly

- It permits the convenient provision of services locally for which they traveled long distances to obtain;

- Gender considerations have been more integrated in the system at all levels;

- The Local Governments Act, 1997, clearly provides for a democratic, political and gender sensitive composition of Local Government Councils. Women Councilors form one third of the Council (Section 24 (e) . By this, the Government has institutionalized the presence and involvement of women in decision-making centers thus enhancing gender balance.

- It gives local politicians and the public a chance to practice, learn and understand democratic practices;

- It facilitates development from grassroots

- It encourages mutual approaches to solving local problems

- It increases public participation in the development process thereby increasing a sense of community ownership of projects

- Allow members of the community to identify their problems and make decisions on how to overcome them;

- It makes it easier for the local people to relate taxes to development;

- It strengthens national policy and planning by freeing ministry staff from administrative and routine responsibilities

- It promotes inter-sectoral collaboration at the local government levels

Session 4: Challenges in the Implementation of Decentralisation

1. Power relations

The element of power relations is important in either impeding or facilitating implementation of decentralisation. A case in point in Uganda is who is bigger than who in the hierarchy is:

The RDC; -is a Senior Civil Servant appointed by the President

Roles and Responsibilities:

- Represent the President and Government in the District;

- Coordinate the administration of Government services in the District;

- Advise the Chairperson on the matters of a national nature that may affect the District or its plans or programmes, and particularly the relations between the District and the Government;

- Monitor and inspect the activities of Local Governments and where necessary advise the Chairpersons;

- Carry out such other functions as may be assigned by the President or prescribed by Parliament;

- Sensitize the populace on governmental policies and programmes, and in so doing shall liaise with the District Chairperson;

- Advise the Chairperson to instruct the Chief Internal Auditor to carry out special audit and submit to the Council;

- Draw the attention of the Auditor General to the need for special investigation audits of the Local Government Council;

- Draw the attention of the Inspector General of Government to a need to investigate any cases of mismanagement or abuse of office;

- Draw the attention of any relevant line Ministry to the divergence from or non-compliance with Government Policy by any Council within his or her area of jurisdiction;

- In consultation with the Speaker or Chairperson of a Council as the case may be, addresses the Council from time to time on any matter of national importance.

The District Chairperson; - is the political head of the district and elected by universal adult suffrage through a secret ballot.

Roles and responsibilities:

- Presides at meetings of the Executive Committee of the District;

- Monitors the general administration of the district;

- Monitors the implementation of council decisions;

- Monitor and coordinates the activities of Municipal and Town councils together with lower Local Councils and Administrative Units;

- Oversees the performance of persons employed by Government and monitor the provision of Government services or the implementation of projects in the Districts on behalf of council;

- Coordinates and monitors Government functions. (See also 2,3,4, of Section 14 of the Local Governments Act, 1997).

The Speaker

Section 24 of the Local Governments Act, 1997 has been amended to the effect that a Sub-County, Municipal, Town, City Division Council shall have a Speaker and Deputy Speaker elected by the Council from among the members of the Council.

Roles and Responsibilities:

- Presides at all meetings of the Council

- Is charged with the overall authority for the preservation of order in the Council, and the enforcement of rules of procedure of the Council

- Performs functions, which are similar to those of the Speaker of Parliament as may be consistent with the Local Governments Act, 1997.

In a number of Districts when the RDC is officiating at a function, the District Chairperson does not attend and vice versa. This competition for importance is not healthy for the development of the Local Government

2.   **Poor Working Relations**

In a number of Local Governments, there is a poor working relationship between the political leadership and the civil servants. There is a tendency for politicians to look at civil servants as corrupt whilst, at the same time, communities consider politicians to be thieves. A number of civil servants have therefore been wrongly sent on forced leave or interdiction. In some cases, politicians have tended to usurp powers and responsibilities otherwise legally bestowed upon boards and commissions.

3. Regional disparities

Allowing the Districts / Sub-Counties to handle their resources is likely to cause disparities between Districts / Sub-Counties resulting in the rich ones becoming richer and the poor ones becoming poorer. The revenue base of some Districts is very low, while other Districts collect substantial amounts in local revenue.   This denies a fairer distribution of the national cake. The attempt to address the regional inequality is still inadequate.

4. Poverty

The general poverty levels in the country make it difficult for the Local Governments to raise adequate local revenue to finance their activities. Poverty of both the Councillors and the general population affects rational thinking, as each would be struggling for survival. This also affects the level of community contribution to the development process. The PEAP and PAF Programmes are meant to address the poverty issues, but this is a long term Vision.

5. Poor infrastructure and a narrow financial base

Poor infrastructure and a narrow financial base affect delivery of services, hence watering down the cherished objective of decentralisation, namely "Bringing services nearer to the people".

6. Inadequate Capacity

Professional training of local government officials has tended to receive low priority in terms of financial resources. There is need to sensitize local governments on the importance of having skilled lab our to manage the affairs of the Council.

7. Nepotism / sectarianism in Local Governments

There is a strong undercurrent to employ *" sons and daughters of the soil"* in positions of responsibility at the expense of merit. This has led to some civil servants being victimized because they do not come from the areas they are serving in. There is need for the Local Governments to abide by the laid down recruitment rules, regulations, procedures and guidelines.

8. Lack of support from Central officials

Central Officials, fearing a loss of financial resources and influence, tend to doubt the capacity of the local councils, are inclined to overrule proposals by local officials and make plans or projects without adequately consulting them.

9. Heavy workload and the moral pressures and negative attitudes of both men and women towards women leadership.

As a result, many women are not willing to accept nominations for leadership positions. In order for women to be able to participate meaningfully in democratic processes, including local politics, more support will be required for candidates for political positions at household as well as community level. Women would need support and assistance with domestic chores in order to release time to participate in local politics and leadership. Local Councilors be they men or women, would need to better understand the existence of gender biases against women's participation in local participation process and their roles and responsibilities to counter such biases.

Figure 1: Gender Notes on Challenges of Decentralization

Gender Notes on the Challenges of Decentralisation

Decentralisation leads to increased responsibility and responsiveness on the part of local administrative bodies to the interests of the local population and to the participation of local people. In this process the participation of women is important to:

➢ Strive for collective agenda that will benefit the interests of men, women girls and boys;
➢ Make possible gender–sensitive District planning and budgeting;
➢ Promote capacity building for women in local politics;
➢ Pay attention to collection of gender-desegregated data;

Participation of women in political decision-making in Uganda

Despite recent increased numbers of women participating in politics, thanks to the Affirmative Action enshrined in the constitution, there is yet no effective representation and articulation of women's and gender issues. Therefore, the impact of these initiatives is still limited.

There is rampant manipulation of women candidates, both those contesting the general constituencies as well as at the women-only constituencies.

Men who, more often than not, have supported weak or uninformed women as a way of ensuring their own survival have undercut women with ability, often investing considerable resources in the struggle.

Other women with good qualities have shied away as they do not want to leave their professions and participate in "*dirty politics*". This has undermined the well-intentioned Affirmative Action principle that would ensure that women's concerns are put on the agenda.

For women candidates, the pre-election period is critical in determining who eventually wins the political office. This is the time when men go out of their way to sponsor weak women candidates. It is also a period when women candidates who are new to politics build their confidence, skills and knowledge about how to win an election.

Potential women candidates, more so than men, require a lot of external pre-election support to build their political capacity and their ability to win electoral office. This support should include:

• Skills training;
• Strategic political information on their constituency;
• Constituency-building initiatives;
• Fund-raising initiatives;
• Personal image-building initiatives.

Practical Gender Needs are basic needs that are related to women's primarily areas of responsibilities: they do not challenge inequalities between men and women but relate to traditional ways in which women and men cope in their existing position and relations. Meeting practical gender needs involves dealing with inadequacies in living conditions. Practical Gender needs may include; water provision, Health care, Income earning for household provisioning, Housing and basic services, and Family food provision.

Strategic Gender Needs relate to the sexual division of labour, power and control. These are designed to challenge the position of women and men in society, and to transform the existing roles and relations of men and women. The examples include (but are not limited to) issues such as legal rights, domestic violence, equal rights for women and men, and women's control of their bodies, access to credit and other resources
.

4.3 Handouts to Module Three: The Roles and Responsibilities of Leaders in Local Government

Session 1: Categories and Relationship between Leaders in Local Governments

The Local Government system is based on the policy of decentralization. Decentralization is enshrined in the 1995 Constitution of Uganda and further detailed in the 1997 Local Governments Act. Through the Policy, five levels of Local Councils have been created. Each level has statutory functions.

The District and City Council are the highest level. This is followed by County/Municipal Council; Sub county /Division/Town Councils, Parish /Ward Councils and Village Councils.(see Table 1).

The Administrative Units within Local Government System as given in Section 46 of the Local Governments Act are as follows:

- The Administrative Units in the rural areas; County, Parish and village
- The Administrative Units in urban areas; Parish/Ward and Village

The composition of Administrative Councils is follows:

- At County level, a Council consists of all the members of the Sub –County Executive Committees in the County;
- At Parish level, all the members of the Village Executive Committees in the Parish;
- At the village level, all persons of eighteen years of age and above residing in that village
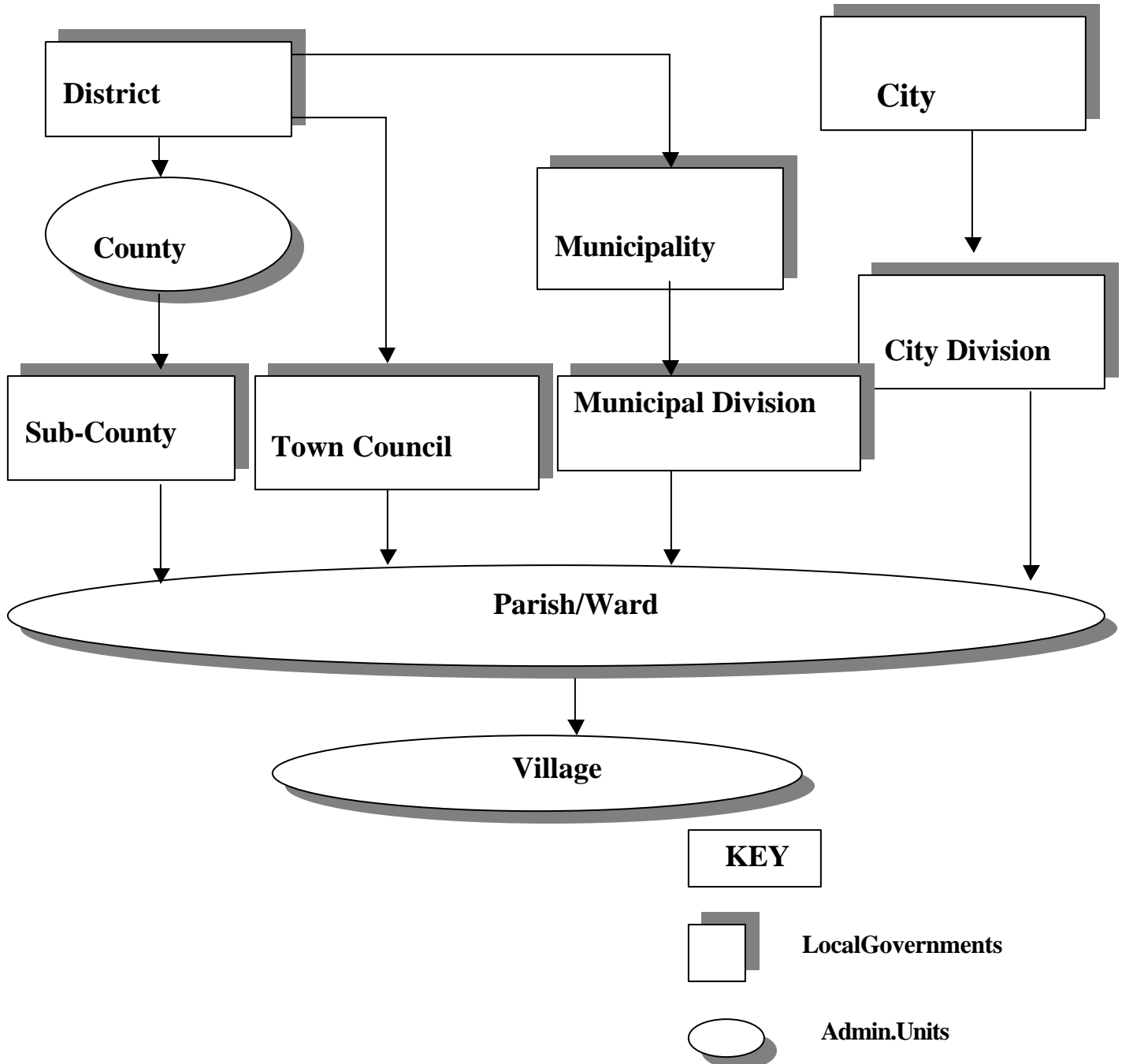
See Section 48 of the Local Government Act 1997, for composition of the Executive Committees for the Administrative Councils.

Administrative Units largely have administrative roles, as provided in Section 49 of the Local Governments Act, 1997. The administrative units have the power to draw attention to the higher authorities to any matters of their interest. The County Administrative Unit may advise the area Members of Parliament on all issues pertaining to the County. Other functions of the Administrative Units include; resolving problems or disputes at that level, monitoring delivery of services and assisting in the maintenance of law, order and security.

Table 1: Categories of Local Governments

1. **Administrative Councils**

LOCAL COUNCILS

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┌──────────────┐                          ┌──────────────┐
│  District    │──────────────┐           │    City      │
└──────┬───────┘              │           └──────┬───────┘
       │                      │                  │
       ▼                      │                  ▼
  ╭──────────╮                │           ┌──────────────┐
  │  County  │                │           │ City Division│
  ╰────┬─────╯                │           └──────┬───────┘
       │          ┌───────────┴──┐               │
       ▼          │              ▼               │
┌──────────┐ ┌──────────────┐ ┌─────────────────┐
│Sub-County│ │ Town Council │ │Municipal Division│
└────┬─────┘ └──────┬───────┘ └────────┬────────┘
     │              │                  │
     ▼              ▼                  ▼
  ╭────────────────────────────────────────────────╮
  │                Parish/Ward                       │
  ╰────────────────────┬─────────────────────────────╯
                       ▼
                 ╭────────────╮
                 │  Village   │
                 ╰────────────╯
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Municipality → Municipal Division

KEY

☐ LocalGovernments

⬭ Admin.Units

Local Government Councils are body corporate and are charged with the responsibility of providing services, which are stipulated in Part 11 of the Second Schedule of the Local Governments' (Amendment) Act, 1997

The following powers, functions and responsibilities have been devolved to local governments:

- The powers to prepare, approve and implement their own development plans based on locally determined priorities;

- The powers to prepare, approve and implement their own budgets;

- The powers to raise and utilize their own resources according to own priorities after making legally mandated transfers;

- The power to make ordinances and by laws as long as they do not contradict the Constitution and other national laws;

- The power to hire, manage and fire their own staff;

- The power to manage their payrolls and separate personnel system.

2. **Elected leaders (Councillors)**

Elected leaders in Local Governments are Councillors who are representatives of the people in their electoral areas, they are people's voices in their councils, and they are watchdogs as well as overseers of their electoral areas. The duties of Councilors are spelt out in schedule 111, Regulation 8 of the Local Governments Act, 1997. They include:

- Maintaining close contact with the electoral area and consulting the people on issues to be discussed in the Council;

- Presenting peoples' views, opinions and proposals to the Council; Councilors do not only present their own opinions but also what the electorate is saying.

- Attend Council sessions and committee meetings; As policy makers, the policies are made in these Council meetings.

- Meeting the people in the electoral area regularly;

- Reporting to the electorate on the decisions of the Council and the actions taken to solve problems raised by the residents in the electoral area for purposes of political accountability and transparency;

- Taking part in communal (Burungi Bwansi) and development activities in their electoral area and district as a whole.

- They also monitor Projects and programmes in their respective areas.

    It should be noted that councilors are expected to comply with the Leadership Code, the legal framework that defines the code of conduct for all public servants.

3. Appointed leaders

There are two categories of appointed leaders in the Local Governments:

- Civil servants who are appointed by the District Service Commission on behalf of Council;

Roles of Civil servants;

Civil Servants, including heads of departments, are servants of the people and are therefore accountable to the council. At all levels civil servants operate as **a team** under the direction of the Sub County chief/Town Clerk or Chief Administrative Officer as spelt out in sections 65 and 70 of the Local Governments Act, 1997. The major roles of civil servants are to:

- Implement Lawful council decisions. Un lawful council decisions could lead to financial losses of the council. It is important to note that under Article 164(2) of the Constitution and Section 91(A)(2) of the Local Governments (Amendments) Act, 1997 as amended.

"Any person holding a political or public office who directs or concurs in the use of public funds contrary to existing instructions shall be accountable for any loss arising from that use and shall be required to make good the loss even if he or she ceased to hold that office".

- Assist council in policy formulation;

- Suggest to the council strategies for dealing with identified problems;

- Ensure that systems in Local Governments operate well;

- Ensure proper management and service delivery of councils services under the CAO.

Members of Commissions and Boards appointed directly by Council:

The District service Commission;

Section 56 of the Local Government Act, 1997 provides for a District Service Commission that has powers to appoint persons to hold or act in the service of a District or Urban Council including powers to confirm appointments, to exercise displinary action or to remove them. The implication of this is that the staff of the respective Local Governments are fully accountable to the Councils through their Chief Executives. Each District is mandated to have one service commission- Section 55(1) of the Local Government Act, 1997. It offers services to all the Local Governments under its jurisdiction. In Section 55(2) of the Local Governments Act, 1997 District Councils on recommendation of the District Executive Committee appoints the District Service Commission. The Commission is composed of a Chairperson and a number of members as the District Council may determine (Section 55 Local Government Act, 1997). At least one of the members should represent the Urban Councils located in the District. The District Council shall ensure that at least one third(1/3) of the members of the Commission are women and one member should be a person with disability.

Members of the District Service Commission hold office for a period of four years and are eligible for appointment for one more term. Members of the DSC are expected to be persons of high moral character, proven integrity, residents in the district, have a clean track record, seasoned, experienced and capable of taking decisions independently without influence. Members of DSC are paid salaries, allowances and other expenses from the consolidated fund.

- **Local Government Tender Boards**; these were established by Section 92(1) of the Local Governments Act, 1997 and Section 35(1) of the LGA (Amendments), 2001. The Council appoints members of the Local Government Tender Board under section 92 and 95 of the Local Government Act, 1997. The LGTB acts on request of Local Council as provided for in section 92(7)(b) of the LGA 1997 and also following the approved procurement plan of council. Regulation 79(4) of the LGFARS prohibits councilors, members of the boards and commissions and employees of the council from being suppliers and contractors of their council either directly or indirectly.

- **Local Governments Public Accounts committees** established by Section 89(1) of the LGA

The Chief Administrative Officer heads the civil service in a District and the Town Clerk, Sub-County Chief / Assistant Town Clerk heads the lower level Local Governments.(Urban and Rural)

Relationship between appointed and elected leaders

The public servants are accountable to the Council. They implement lawful Council decisions, assisting Council in policy formulation and suggesting to Council strategies for dealing with problems identified in the Local Government. The public servants are experts in their fields and this expertise is important to Council as it deliberates on various matters. It has been noted that sometimes Councils do not accept the advice given to them by the public servants. To protect the public servants in case of complications, their advice must be documented. Once Council has made a decision on what is to be done, the implementation is left to the public servants. Councillors should not interfere with implementation of activities as long as they are being done lawfully. Interference undermines the confidence of the civil servants and may cause unnecessary delays. Councilors exercise authority as members of a body corporate, the council and not as individuals. So, unless specifically authorized by the council, no councilor or committee to which council has delegated its powers, should issue any order on any matter under the jurisdiction of the council, or give instructions to Public servants

In the same way once members of the various Commissions and Boards have been appointed and sworn in, the Council must leave them to perform their tasks autonomously as provided for by the law. The council only monitors to see whether things are done according to work plan. But it does not carry out Technical Evaluation. The councilors, Public servants and statutory bodies are important in the management of LG affairs and improving service delivery.

As the councilors, public servants and statutory bodies work together, emphasis should be put on:-

- Team work;

- Mutual respect and trust;

- Patience and torelance;

- Commitment to offering services to the people;

- Corruption and unprincipled conflicts should be avoided;

This will contribute to good governance, efficiency, effectiveness and value for money in service delivery.

Session 2: Roles and Responsible of Council and Executive Committee

1. Councilors

Councilors are representatives of all the people in the Council area. One of their most important tasks is to keep themselves well informed about the needs and wishes of the people they serve. According to the Schedule 3, Regulation 8 of the <u>Local Government Act, 1997</u>, Councillors should:

- Maintain close contact with the electoral area and consult the people on issues to be discussed in the Council;

- Present people's views, opinions and proposals to the Council;

- Attend Council session and committee meetings;

- Meet the people in the electoral area regularly;

- Report to the electorate the decisions of the Council and the actions taken to solve problems raised by residents in the electoral area;

- Take part in communal and development activities in their electoral area and District as a whole.

2. Definition of the Sub-County / Division / Town Council

The Sub-County is Local Government. Local Government is a body corporate. A body corporate has perpetual succession and a common seal. It can sue and can be sued. The Sub-County Council is the highest political authority at this level. The Council has overall authority to manage the affairs of the Sub-County / Division / Town Council. It has legislative and executive powers that can be exercised in accordance with the Constitution and <u>the Local Government Act, 1997</u>. A person can only be a member of Council if s/he is a citizen of Uganda. The Council of the Sub-County / Division / Town Council shall comprise of the following Persons elected according to the regulations laid down in the <u>Local Government Act, 1997</u>:

- The Chairperson;

- A Speaker

- A Councillor representing each Parish;

- Two youth Councillors, one of whom should be a woman;

- Two Councillors with disabilities, one of whom should be a woman;

- Women Councillors must form one-third of the Council.

- The Secretary (who is a Sub-County Chief in the case of a Sub-County or Assistant Town Clerk in the case of Municipal Division);

- Two elderly members one of whom should be a woman.

The Sub-County / Division / Town Council has authority and responsibility to carry out planning and budgeting as autonomous bodies. It is free to make its own decisions regarding the plans and budgets as long as it is within the confines of the law as stipulated in the Section 78 of Local Government Act, 1997.

While planning, the Sub-County / Division / Town Council is expected by law to integrate the investment plans from the lower Councils.

3. Role of the Sub-County / Division / Town Council

The Council is the planning authority of the Sub-County / Division / Town Council. Its major role is to approve budgets, development plans and investment projects. These functions cannot be delegated to any other body. The Law also requires Sub-County Councils to:

- Formulate three-year rolling Development Plans;

- Incorporate plans of the lower Councils;

- Forward their plans to the District for integration into the District Plans;

Note: Integration is not attaching the Lower Council Plan, but studying them and including them into the District and Sub County Plan.

- Budget and plan for 65% of all the locally collected revenue.

4. The role of the Executive Committee

There is an Executive Committee for each Local Government, which performs the executive functions of the Council. The Executive Committee consists of:

- The Chairperson

- The Vice Chairperson

- Such number of Secretaries, not exceeding five as the Council may determine.

The roles of the Executive Committee are:

- Initiate and formulate policy for approval by Council;

- Oversee the implementation of Council programmes;

- At District level recommend to council persons to be appointed to the District Service Commission, District Public Accounts Committee, District Tender Board, District Land Boards, Commissions or Committees that may be created;

- Receive and solve problems or disputes forwarded to it from lower Local Government Councils;

- Evaluate the performance of Council for every financial year.

Sections 18 and 27 of the Local Governments Act, 1997, provide for the roles of Executive Committee at District and for the lower Local Government Council respectively.

5. Role of Standing Committees

Councils conduct business through Standing Committees. Section 23(1) of the Local Governments Act, 1997, empowers a District council to appoint Standing Committees and these should not exceed the number of secretaries for the efficient performance of its functions, which are responsible for among others:

- Monitoring and evaluating performance of sectors under their functional responsibility;

- Receiving budgets of departments under their responsibility and recommending for their integration into Council budgets;

- Scrutinizing monthly expenditure returns, Tender Board awards and quarterly reports so as to recommend appropriate action by Council.

6. Role of the Chairperson of the Sub-County/Division/Town/Municipal Council[1]

The Chairperson; - is the political head of the Sub-County/Division/Town/Municipal Council and elected by universal adult suffrage through a secret ballot.

Roles and responsibilities:

- Presides at meetings of the Executive Committee of the Sub-county/Division/Town/Municipal Council

- Monitors the general administration of the district;

- Monitors the implementation of council decisions;

- Monitor and coordinates the activities of Municipal and Town councils together with lower Local Councils and Administrative Units;

- Oversees the performance of persons employed by Government and monitor the provision of Government services or the implementation of projects on behalf of council;

- Coordinates and monitors Government functions. (See also 2,3,4, of Section 14 of the Local Governments Act, 1997).

Role of Chairperson of County and Parish

- Convene and preside at all meetings of the County or Parish Council and in absence of the Chairperson, the Vice Chairperson shall perform those functions

At the village level

- Be the political head;

- Preside at meetings of the council;

- Monitor the general administration of the area under his or her jurisdiction;

- Perform other functions that may be necessary for the better functioning of the council, or which may be incidental to the functions of the Chairperson or imposed on the Chairperson by any law.

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[1] Refer to Sections 24 and 25 of the Local Government Act, 1997.

Role of Parish or Village Executive Committee (Sec 50 Local Governments (Amendment) Act, 1997.)

The committee shall oversee the implementation of policies and decisions made by the Council.

The committee shall:

- Assist in the maintenance of law, order and security;

- Initiate, encourage, support and participate in self help projects and mobilize people, material, and technical assistance in relation thereto;

- At the village level vet and recommend persons in the area, who should be recruited into the Uganda People's Defence forces, Police Force, and prisons service and local defence units.

- Serve as the communication channel between the Government, District or higher Local Council and people in the area;

- Generally monitor the administration in its area and report to the higher or District Council;

- Generally monitor projects and other activities undertaken by Government, Local Governments, and Non-Governmental Organizations in their area;

- Carry out other functions, which may be imposed by law or incidental to the above.

Session 3: The Roles and Responsibilities of Public Servants

1.   The Technical Planning Committee (TPC)

Composition of TPC

The technical organs established by law are; District Technical Planning Committee (DTPC), (Section 37); the District Planning Unit (DPU), (Section 38) and the Technical Planning Committees at lower Local Government levels (Section 38(3):

The DTPC is chaired by the Chief Administrative Officer (CAO) and comprises all Heads of Department. The Committee has the following planning functions:

- Providing technical guidance in planning to the District Council

- Integrating NGO's activities in the District Plans

- Preparation of draft plans for consideration and approval by the District Council

- Ensure free flow of information on planned activities within and between sectors including the private sector

- Explain to the District Local Council national economic programmes and their impact on district development

- Give guidance to Standing Committees to ensure that the District plans reflect national priorities within the district context

- Appraise all district projects and assess the investment needs of the District

- Implement the plans and policies of the District Local Council

- Cost programmes of the Council

- Liaise with and provide technical guidance to Sub county Technical Planning Committees

The Planning Unit is charged with:

- Providing technical expertise and guidance in plan formulation to lower Local Government Councils and all stakeholders

- Ensuring that the data required for planning is collected and analyzed

- Ensuring that cross-cutting issues (gender, children, environment, population and HIV/AIDS) are integrated in the Development Plans

- Ensuring that the Development Plans are produced in the correct format and in a manner easily understood by the Council and the general public
- Being a secretariat of the DTPC

Also refer to guide on Development Planning for Local Governments. Formulation of a Development Plan. No. 1 December 2000

Session 4: Roles and Responsibilities of Other Committees

1. The Investment Committee

Purpose

The Investment Committee is a Sub-Committee of the Councils as provided for under the Local Government Act, 1997. The Investment Committee ensures wider participation in the planning process at the Sub-County level. It is a committee set up to advise the Council on how to make good decisions with regard to Sub-County projects. It is suggested as a way to make technical inputs available to Council when making investment decisions.

Composition

The Investment Committee shall compose of no more than eleven members as follows:

- Sub-County representatives;
- Community representatives;
- Personnel from relevant technical departments in the District and Sub-County;
- Relevant retired civil servants;
- Representatives of disadvantaged groups such as women, youth and people with disabilities.

Function

The major duty is to prepare competent project proposals based on ideas from lower Councils and Sub-County Councillors. To achieve this, the Investment Committee should ensure that at least some members should have technical knowledge; the committee may therefore co-opt technical staff from the District to attend some of the meetings. Other duties include:

- Preparing preliminary costing / design of Sub-County and community projects;
- Prioritizing investments within the limits of indicative planning figures or Local Development Fund allocation, respectively;
- Providing project monitoring;

- Monitoring/verifying the certification of contractors' (local hire) works to the Sub-County Council before payment.

2. Project Management Committees (PMC)

Purpose

Each community project with a well-defined user / beneficiary community will have its own PMC to oversee implementation and management.

Composition

The Committee will comprise of a maximum of nine representatives of the users, including:

- Parish and Village Executive members;
- Community representatives from the project catchment area (the area in which the project yields benefits);
- Representatives of the disadvantaged groups such as women, youth and people with disabilities;
- Forty percent of the Project Management Committee shall be women.

Function

The Committee has the following functions:

- Providing project site security;
- On-the-spot supervision of project implementation and monitoring progress;
- Verifying contractors works in addition to technical certification done either by the Sub-County Technical committee, District technicians or private consultant before being submitted to Sub- County or District for payment;
- Mobilising community contribution for project implementation;
- Organising community operation, management and maintenance.

Roles of the PMC

The roles of the PMC are as follows:

- Appraise individual investment proposals before being presented to Council;

- Certify investment projects as agreed with the District technical departments and the Sub-County. This is mainly for works under the threshold of USh 2 million, including certification of minor building / construction and of minor water works;

- Evaluate and harmonise community infrastructure development;

- Provide feedback to the Parish or Village Development Committees on the outcome of the evaluation of the proposed projects;

- Co-ordinate mobilisation of contributions from the Parish / Village Development Committees to achieve the capital cost of community infrastructure projects in cash or in kind;

- Monitor the implementation of Village / Parish infrastructure projects and use of funds;

- Keep all record of committee;

- Oversee the performance of Development Committees;

- Ensure Development Committees prepare regular financial statements and reports;

- Resolve conflicts between the Development Committee and the community.

Councilors

Councilors are representatives of all in the Council area. One of their most important tasks is to keep themselves well informed about the needs and wishes of the people they serve. According to the Schedule 3, Regulation 8 of the <u>Local Government Act, 1997</u>, Councillors should:

- Maintain close contact with the electoral area and consult the people on issues to be discussed in the Council;

- Present people's views, opinions and proposals to the Council;

- Attend Council session and committee meetings;

- Meet the people in the electoral area regularly;

- Report to the electorate the decisions of the Council and the actions taken to solve problems raised by residents in the electoral area;

- Take part in communal and development activities in their electoral area and District as a whole.

Figure 2: Notes on Roles of Women Councillors

NOTES ON THE ROLES OF WOMEN COUNCILLORS[2]

The role of Women Councillors includes, but is not limited to, the following:
- To identify women's concerns and assist the Local Council in implementing them;
- To reach out to women, translating the policies made by Local Council into effective programmes;
- To carry out mobilisation of women for development;
- To analyze the needs of women (since they are very specific) and to communicate them to the Local Council;
- To act as a link between ordinary women and the policy- and decision-making bodies.

Definition of the Sub-County / Division / Town Council

The Sub-County is Local Government. Local Government is a body corporate. A body corporate has perpetual succession and a common seal. It can sue and can be sued. The Sub-County Council is the highest political authority at this level. The Council has overall authority to manage the affairs of the Sub-County / Division / Town Council. It has legislative and executive powers that can be exercised within accordance to the Constitution and the Local Government Act, 1997. A person can only be a member of Council if s/he is a citizen of Uganda. The Council of the Sub-County / Division / Town Council shall comprise of the following who will have been elected according to the regulations laid down in the Local Government Act, 1997:

- The Chairperson;

- The Secretary (who is a Sub-County Chief in the case of a Sub-County or Assistant Town Clerk in the case of Municipal Division);

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[2] Adapted from the Ministry of Gender Manual.

- A Councillor representing each Parish;

- Two youth Councillors, one of whom should be a woman;

- Two Councillors with disabilities, one of whom should be a woman;

- Women Councillors must form one-third of the Council.

The Sub-County/Division/Town Council has authority and responsibility to carry out planning and budgeting as autonomous bodies. It is free to make its own decisions regarding the plans and budgets as long as it is within the confines of the law as stipulated in the <u>Local Government Act, 1997</u> and the <u>Financial and Accounting Regulations</u>.

While planning, the Sub-County / Division / Town Council is expected by law to integrate the investment plans from the lower Councils.

Role of the Sub-County / Division / Town Council

The Council is the planning authority of the Sub-County / Division / Town Council. Its major role is to approve budgets, development plans and investment projects. These functions cannot be delegated to any other body.

The Law also requires Sub-County Councils to:

- Formulate three-year rolling Development Plans;

- Incorporate plans of the lower Councils;

- Forward their plans to the District for integration into the District Plans;

- Budget and plan for 65% of all the locally collected revenue.

Definition of the Executive Committee

The Executive Committee is responsible for the supervision of the implementation of the policies and decisions made by Council. Its functions include:

- To initiate and formulate policy for approval by the Council;

- To oversee the implementation of Council policy.

The role of the Executive Committee / Council

The role of the Executive Committee / Council is to:

- Assist in the maintenance of law, order and security;

- Receive and solve problems or disputes forwarded to it from lower Councils;

- At the end of each financial year, consider and evaluate the performance of the Council against approved work plans and programs;

- Initiate, encourage, support and participate in self-help projects and mobilize people, material and technical assistance thereto;

- Serve as communication channel between the Government, District, Council and other project beneficiaries;

- Generally monitor and supervise projects and other activities undertaken by the Government, Local Governments and NGOs in their area;

- Carry out other functions as may be required by law or otherwise.

The obligations of the Executive Committee / Council

The Executive Committee has the following obligations.

- The Executive Committee shall meet as many times as possible but at least once every two months.

- At-least half of the members of the Committee will form a quorum for a meeting to take place. Voting will be based on a simple majority.

- The Secretary of the Committee shall keep a correct record of decisions made at each financial report meeting.

- The Executive Committee shall scrutinise financial reports from Development Committees and forward them to the Division Council.

Role of the Chairperson of the Sub-County / Division / Town / Municipal Council[3]

The Chairperson of the Sub-County / Division / Town / Municipal Council:

- Is the political head of that Sub-County / Division / Town / Municipality;

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[3] Refer to Sections 24 and 25 of the <u>Local Government Act, 1997</u>.

- Presides over Council and Executive Committee meetings;

- Monitors the general administration of the area;

- Oversees, on behalf of the Council, the performances of persons employed by Government to provide services in the Council's area of jurisdiction;

- Monitors the provision of Government services and implementation of projects in the area;

- Performs other functions that may be necessary for the better functioning of the Council.

4.4 Handouts to Module Four: Building Partnerships with Civil Society Organisations

Session 1: What are Civil Society Organisations

1. Definition

Civil Society Organizations are coordinated groups of people identified by shared interests or purpose that are neither business enterprises nor the public Sector or government. Civil society is composed of the following:

- **Non-Governmental Organisations (NGOs)** – organisations established to provide voluntary services including religious, educational literary, scientific social or charitable services to the community or any part thereof.[4]

- **Community-Based Organisations (CBOs)** – are rooted in a particular geographical area and comprise individuals' and/ or groups that are drawn from the community. They are geographically formed at sub-county or lower level to promote and advance the well being of the population.

- **Associations** have a lot in common with CBOs in that they are (in the main) small voluntary organisations whose leadership is accountable to their membership.

- **Religious Organizations** the law allows religious organisations to operate as NGOs.

- **Co-operative societies and unions** These are of two categories, the registered and formal and the unregistered co-operatives usually (in the villages).

- Eg for Human rights groups.

- Media.

2. Relationship between the state and Civil Society Organizations

Civil society represents organisations that are non-governmental, and they tend to resist Government control and domination. They want to carry out their functions independently. However, they play a very important role as catalysts for progress and

democratization across the world. This is because the state sometimes fails to provide the services it is expected to, so the Civil Society Organisations come in to fill the gap.

However, to ensure the development of our Local Governments, we must recognise the contributions of both entities because they need each other. The relationship between state and civil society needs to be marked by partnership and co-operation because they supplement and complement each other. Government does not have capacity to carry at all its needs to do to achieve its programmes. Civil Society comes in with resources and expertise to help out. The two should work together, plan and share information to avoid duplication of waste and confusion.

Session 2: The Role of Civil Society organisations in the Development Process

Studies have demonstrated that Civil Society Organisations have played a vital role in the development of communities. They have been particularly successful in the following areas:

- Providing a platform for the local population and the marginalised to be involved in the process of decision-making in matters that concern them;

- Mobilising resources to undertake educational projects like school construction;

- Providing a broad range of social infrastructure and services such as local roads, bridges, health centres, protected springs;

- Protection of the environment;

- Agricultural extension work;

- Mobilising capital to be administered as micro-credit to the disadvantaged groups for income generation;

- Policy advocacy for the protection of individuals and groups rights and championing of democratic reforms.

Because of the important role they are playing in the development process, every opportunity should be taken to support local, communal, and Non-Governmental Organisations of all types. NGOs / CBOs are also perceived to have certain comparative advantage as agents of grassroots development *vis-à-vis* state agencies. They must however work within the State Policy framework.

Figure 4: Gender Notes

Gender Notes

- Women's organisations play a very crucial role in pushing for women's issues in development although this is far from being achieved especially in the rural areas.
- They advocate for a transformation of society in the interests of women.
- Women's organisations create training and job opportunities for women.
- The women's organisations educate people about the rights of, and obligations for, women.

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Session 3: Challenges of Working with Civil Society Organisations

Despite the positive roles that Civil Society Organizations can play in the development process, there are also a number of challenges in working with them that include, among others.

- Limited thematic areas of focus: Some NGO programmes are designed in tune with the priorities of funding agencies and may not reflect the needs of the target population. Donors have different policies, objectives and interests. Their interventions are often short-term, concentrating on symptoms of poverty and underdevelopment and not the root causes.

- Limited co-ordination: Although they portray themselves as committed to the welfare of the people, there is little co-ordination among NGOs. The major cause of the limited institutional linkages is the intense competition for funding by NGOs. Sometimes this results in suspicion conflicts and mistrust and duplication.

- Limited democratic accountability: Most NGOs that are involved in development work are "intermediary" organisations, with no obligation to account to the beneficiaries. They are not transparent as far as resource utilization is concerned. So they are suspected to use resources for other purposes.

- Limited state support: State-NGO relationships are at best ambivalent. For organisations involve in pro-democracy and human rights advocacy, the relationship is often hostile and aggressive. For those involved in development work, the relationship with the state has ranged from co-operation to suspicion, competition, etc.

What is required for sustainable development and poverty reduction is a collaborative arrangement between state and civil society. As far as CBOs and associations are concerned, the limitations they have is that they tend to concentrate on meeting the needs of their membership without much consideration for the rest of the people in the Sub-County. Some of the activities that associations are involved in, though beneficial to the members, may have negative impact on the environment. A case in point is where such groups are involved in charcoal burning, brick making, etc.

Figure 5

The Challenges of Working with Women's Organisations

- Limited appreciation of the importance of women's empowerment processes.
- Lack of pro-active advocacy agenda.
- Lack of sustainable strategies, both at programme and institutional levels.
- Limited capacities in gender analysis skills and low level of gender sensitivity.
- Lack of funding for women's programmes, both for women's national and local;
- Cultural norms

Session 4: Working in Partnership with Civil Society Organisations

Definition of partnership

A Partnership refers to a relationship of Cooperation between people or groups working together. Public Private Partnerships therefore are arrangements where Government or Local Governments work together with the private Sector and CSO's to deliver services.

Strategies for building a partnership with Civil Society Organizations

The following should be done to build a partnership relationship between Local Governments and Civil Society Organizations.

a) Assigning responsibility for decision-making and implementation to a level as close as possible to people whom the decision will affect. Local partners share the responsibility for identifying priority needs and opportunities, designing the response to those needs, and acquiring the skills required for the implementation of the response where possible/ applicable.

b) Recognizing that each partner brings into the partnership a set of knowledge, skills and capacities ie all have a contribution to make..

c) Roles and responsibilities should be mutually agreed in relation to each partner's capacities. The role of each NGO / CBO should be clearly spelt out.

d) Open sharing of approaches and perspectives. This calls for respect for difference, a commitment to listening and learning from each other, and mutual willingness to change behaviour and attitudes.

e) Mutual transparency regarding capacities, constraints and resources. Capacity building is an essential component of a partnership relationship.

f) Community participation is encouraged in all aspects of programming to ensure community ownership of decision-making within the development process (in recognition that all

g) Communities have capacities and coping mechanisms that should be identified, understood and exploited or strengthened as the primary source of problem solving).

Benefits of a collaborative partnership relationship

There are a number of benefits:

- Avoidance of duplication of efforts and resources;

- Reduction in unnecessary conflicts and mistrust;

- Time saving;

- Better utilisation of available human and material resources;

- Learning from the experiences of each other;

- Encourages community participation, ownership and sustainability of projects.

5.0 References

1. The Constitution of the Republic of Uganda, 1955

1. The Local Government Act, 1997

2. The Local Government Finance and Accounting regulations, 1998

3. The Local Government Statute, 1993

4. Sarah Longwe: Empowerment Framework, 1999

6.0   Glossary of Terms

Brainstorm	Where participants are encouraged to share ideas in a group session in order to reach a common conclusion or answer to a problem. The facilitator can play an active a role as necessary in order to steer discussions in the right direction.
Buzz Method	Small group discussions focusing on buzz words or ideas.
Business	Commercial or industrial activities carried out to generate income or profit.
Case Study	A real-life scenario is reproduced in order that the participants can examine what happened, discuss what problems occurred and what caused them, and agree on the lesson(s) that can be learnt from the story
Facilitator	The leader of the training module. The emphasis here is on *enabling* the participants to discuss, share experience and learn. The role is not one of "lecturer".
Gender	This refers to socially constructed and differentiated roles that are assigned to the sexes and, most of the time, are determined by culture. Both men and women are expected to follow these norms and behaviour in order to remain in the good graces of society. These roles can and may change over time.
Handouts	The handouts are prepared, brief notes covering the key points of each Session. All the handouts for one Module are grouped together in the Annex to that Module. It is preferable that the handouts to a Session are not made available to the participants until the end of the Session.
Lecturette	This is a mini-lecture of a maximum of 20 minutes. Because of the participatory design of this course, lectures are to be kept to a minimum. However, it is important that a summary of the key points be made by the facilitator and understood by the participants before they carry on with the Reflection part of the training session.
Participant	A person attending the workshop. The emphasis here is on *participating* – learning through activities and shared experiences.
Participation	Where communities take an active role in determining their own destiny. This may be through decision-making or the actual involvement in designing, implementing and managing of development projects and programmes
Plenary	The whole group of participants, including the facilitator.
Role Play	A scenario, either fictional or real-life, is recreated and participants are invited to act out the part of one of the key players in the story, exploring the issues from that person's perspective, etc.