Uganda CBW in-country Review Report November 2004

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CBWs are resource persons;
CBWs act as a link between community and service providers;
They are agents of change

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The report is available from from www.khanya-mrc.co.za/cbw.htm

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GLOSSARY

BMU	Beach Management Unit
BUCODO	Budongo Community Development Organisation
CAA	Community Agriculture Advisor
CAHW	Community Animal Health Worker
CBA	Community Based Advisors
CBF	Community-based Facilitator
CFA	Community Forest Advisor
CHAI	Community HIV/AIDS Initiative
CORDAID	Catholic Organisation for Development and Aid Relief
CPC	Community Project Committees
CRP	Community Resource Persons
CSO	Civil Society Organisations
DFO	District Forestry Officer
DLT	District Learning Team
EA	Environmental Alert
ELF	Extension Link Farmer
FA	Facilitating Agent
FAS	Forest Advisory Services
FSUP	Forest Sector Umbrella Programmes
GEF	Global Environmental Fund
GRP	Group Resource Persons
IGA	Income Generating Activity
ILM	Integrated Lake Management Project
JIDDECO	Jinja Diocesan Development Coordinating Organisation
LAVICODMAS	Lake Victoria Community Development and Management Support
LC	Local Council
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries
MoE	Ministry of Environment
MoGLSD	Ministry of Gender & Labour and Social Development
MSPs	Multi Stakeholders Processes
MWLE	Ministry of Water Lands and Environment
NAADS	National Agricultural Advisory Services
NFA	National Forestry Authority
NOVIB	Netherlands Organization for International Development
NR	Natural Resources
ORUDE	Organisation for Rural Development
PACE	Pan African Programme for the Control of Epizootics
PAF	Poverty Action Fund
PCC	Parish Co-ordination Committee
PEAP	Poverty Eradication Action Plan
PIO	Partner Implementing Organisations
PLWHA	Person Living with HIV/AIDS
PMA	Plan for Modernisation of Agriculture
SP	Service Provider
TBA	Traditional Birth Attendant
UFFCA	Uganda Fisheries and Fish Conservation Association
ULAMP	Uganda Land Management Project
VHC	Village Health Committee

EXECUTIVE SUMMARY

PART A

1 Introduction

1.1 Poverty levels have increased in Africa over the past decade and part of the cause can be traced to inappropriate service delivery to the rural poor. Khanya (2000) has shown the critical link between the livelihoods of poor people and local governments responsible for service delivery. The majority of poor people cannot access modern service delivery systems and therefore depend on community services such as traditional healers and birth attendants. There is an urgent need to design new ways of service delivery if national and international commitments to poverty alleviation are at least to be partly realised.

1.2 This report is a synthesis of practices, experiences, challenges and lessons learned in implementing Community-Based Worker (CBW) systems in Uganda. Uganda is one of the four countries implementing the action-research project – the others being Kenya, Lesotho and South Africa. This 2.5 years project is funded by DFID and managed by Khanya – managing rural change to see how community-based worker systems can be used to widen access to services and empower communities. The **Project Purpose** *is that organisations in the four countries have adapted and implemented a community-based worker system for service provision in the Natural Resources and HIV sectors, and policy makers and practitioners in the region have increased awareness and interest in the use of CBW models for pro-poor service.* The initial stage of the CBW project is to review experience in country in relation to Community-based Worker Systems. This report forms part of output 1.1 of the CBW project purpose - to review experiences in-country of community-based worker systems in the NR and HIV sectors.

1.3 The CBW project is informed by earlier action-research work that Khanya undertook in 2000, involving Zambia, Zimbabwe and South Africa on "Institutional Support for Sustainable Rural Livelihoods (SSRL)". This work showed that if livelihoods of poor people are to improve, linkages between micro level (community) and meso level (local government and service providers), both in terms of improving participatory governance and in terms of improving services should be addressed. Six key governance issues emerged, which are critical to improve such linkages. The six governance issues are grouped under three themes as follows:

<u>Empowering communities</u> (micro)
- **Poor people** active and involved in managing their own development*;*
- Active and dispersed network of **local service providers** (community-based, private sector or government*;*

<u>Empowering local government and management of services</u> (meso)
- **At district/local government level**, services managed and coordinated effectively and responsively and held accountable *(lower meso);*
- At **provincial level**, capacity to provide support and supervision *(upper meso);*

<u>Realigning the centre</u> (macro)
- **centre** providing holistic and strategic direction around poverty, redistribution, and oversight of development*;*
- **international level** strengthening capacity in-country to address poverty.

The CBW project focuses on the second governance issue – promoting dispersed, active and locally accountable community workers, who can work in a range of sectors, addressing services which are desperately needed and are best delivered locally, and the links to higher levels of government and NGOs. In most African countries, very few services reach rural villages. Primary schools, sometimes a

clinic, or a dip tank are often the only visible government services in rural areas. The project is therefore exploring better ways of service delivery to all villages and communities in a cost-effective and sustainable way.

1.4 The CBW system is gaining support due to inadequate funding for traditional service delivery systems. In Uganda there are a range of CBWs currently operating that include paralegals, home-based caregivers, community resource persons, agricultural facilitators, community animators, literacy and development workers, health workers, members of village health or water committees, traditional birth attendants, community animal health workers, community forest advisors, community resource persons and income generating activity promoters. There are also several Government programmes and initiatives that are adopting the CBW model. For example, the Plan for Modernisation of Agriculture (PMA) is empowering farmers to determine, articulate and demand their developmental needs. The Poverty Eradication Plan (PEAP) is advocating for participation and empowerment for better governance. In addition, initiatives to promote decentralisation, often supported by national and international NGOs, are influencing the development of CBW models. But although there is government willingness, especially at the sector level, to support CBWs in service delivery, the upper meso levels of Government still appear to view the CBW system as complex and expensive.

PART B

2 Government policies, systems and structures for CBW Systems

2.1 The pre- and post-independence period in Uganda produced strong community development institutions and effective community mobilisation efforts. This led to the success of many community-based programmes prior to the degeneration and collapse of many government institutions in the 1970's and 1980's. Since 1986 Government has embarked on institutional building through the recovery programme but omitted community-based service in its priorities. Consequently many of the efforts to reform public services have failed to reach over 80% of the population who live in rural areas. It was not until the introduction of the Poverty Eradication Action Plan (PEAP) and the Plan for Modernisation of Agriculture (PMA) in 1987 and 2001 respectively, that community mobilisation efforts were revived as a vital element of sustainable development and poverty eradication.

2.2 The new draft PEAP recognises the need for the community to manage its own service delivery by providing for sub-county development co-ordinators. The PEAP however does not provide for CBWs as conceived in this action-research project. Nonetheless, sector policies have increasingly embraced the need for participatory approaches in service delivery and the number of service providers who are willing to work through CBWs is on the rise. Nevertheless, in most cases service providers are putting in place CBWs that are targeted at their individual programmes and are therefore working in isolation. CBWs see themselves as belonging to particular service providers. Isolation limits the chances of collective learning and sharing resources.

2.3 The Government is now divesting many of its roles to the public and private sector. Public sector funds are being used to build the capacity of CSOs who can then be contracted out to deliver public sector services. Many institutions are being encouraged to share roles and responsibilities of management with the public sector though some are publicly funded. These include agriculture, forestry, health services, marketing, and financing. The National Agricultural Advisory Service (NAADS) is one example of a more progressive model of state-led service delivery.

2.3.1 NAADS is an example of such delivery mechanisms, which was established as a key component of the PMA, to focus on increasing farmers' access to improved knowledge, technologies and information. The underlying principle of NAADS is to empower the poor, including women, to demand and control agricultural advisory services. NAADS is anchored in the national government policy of decentralisation, liberalisation, privatisation and devolving of power. NAADS is promoting a new approach – the use Community-based Facilitators (CBFs), selected from the community, to ensure that remote and poor farmers are included and their needs addressed and the provision of effective service delivery.

2.4 The government is increasingly recognising the importance of national partnerships with NGOs and CBOs in the delivery of basic services. Civil society is already a key player in the design and management of the programmes financed under the Poverty Action Fund (PAF). While CSOs will continue to co-ordinate, direct and facilitate the provision of basic services, the Government needs to support the empowerment of organisations targeting women, youth and local communities and also ensure their participation in effective service delivery.

PART C

3 Case Studies – providing services using CBW Systems

3.1 The case studies presented in the in-country review cover a range of CBW examples/ models within the HIV/AIDS and Natural Resource (NR) sectors although the application of the systems differs across the range of organisations and sectors.

3.2 The districts of Masindi, Luweero and Nakasongola are using community-based workers for different activities and roles with communities that are promoting Forest Sector Umbrella Programmes (FSUP). In Luweero, Community Forest Advisors support 21 groups involved in bee-keeping, agro-forestry/fruit trees, and woodlot trees. In Masindi CBWs support Collaborative Forest Management projects in promoting agro forestry and tree planting. In Nakasongola the focus is on charcoal producers. Certainly the programme is contributing to the vision of NAADS of a decentralised, farmer-owned extension system

3.3 The Jinja Diocesan Development Co-ordinating Organisation (JIDDECO) has integrated programmes in health, nutrition, food security and sustainable agriculture. The programme operates in areas where there are no public services and people are ready to work and cost-share through their land and time. Community Resource Persons assist with participatory rural appraisals from which they develop Community Action Development plans (CAD) for small CBOs, especially those that want to access the Community HIV/AIDS Initiative (CHAI) grants.

3.4 ORUDE is a micro-finance organisation, which works through 'promoters' as CBWs. ORUDE trains these promoters who in turn train their communities. ORUDE's field staff work closely with the promoters in the field to ensure quality delivery of services. Each promoter works with seven or eight groups. Promoters are encouraging a culture of saving that is contributing to the well-being of communities across Jinja District.

3.5 The Concern Mpigi HIV/AIDS Capacity Building Project operates in five sub-counties of Mpigi District. Currently the project works with eight CBOs who have over 700 volunteer members providing home-based care in the HIV/AIDS sector. The project provides technical training to volunteers, which ensures that the quality of services provided meet a minimum standard. The CBWs have bee very effective in reaching the poorer community members who are often not reached by professionals. Infact during the two years of implementing the project, the number of people benefiting from the CBOs has increased.

3.6 The Lake Victoria Community Development and Management Support Project (LAVICODMAS), is being implemented and managed by Uganda Fisheries and Fish Conservation Association (UFFCA) and operates within the 11 districts that border Lake Victoria. The project is promoting new co-management concepts and methods in community-based institutions such as Beach Management Units (BMUs), which comprise groups of CBWs who are aiming to reduce poverty and improve the livelihoods of the lake's riparian communities through improving the management of the lake's resources.

PART D Learning and Gaps

4.1 This sections outlines the lessons learned to date in using CBWs in Uganda. The in-country review study has shown that there are still many gaps to be filled before the CBW model can be fully integrated in mainstream service delivery mechanisms

4.2 Whether a generalist or a specialist, CBWs should be seen as animators in society whose task is to bring about change from within. If CBWs focus on a particular discipline it is important they link with other CBWs in the community. A community forum for CBWs can increase the advantages of co-ordination and efficient use of CBWs in a particular community

4.3 The system seems to have better results in areas where the local community is involved in selecting the CBWs, with an effective selection process in part relying on clarity about the objectives of the programme within the community. However in most of the case studies, the community does not have a central role in selecting CBWs. This lack of community involvement at the selection stage can considerably reduce sustainability of CBWs and that of the project. The role existing community structures in the selection criteria should not be underrated as they ensure acceptance and support for the process.

4.4 Donors are a very important catalyst in the initial stages of CBW systems because of the need for funding in most programmes. Nevertheless, the community should understand and see donor input as initial seed support that will eventually phase out and mechanisms for sustainability should be built into projects to ensure their continuity once initial project funds are exhausted. The review showed that there is no single formula for remunerating community workers. However, where the work has direct financial benefits the community is willing to pay for such services. Service providers need to study each situation in depth and find out what works best in each particular community.

4.5 Training is a vital element in the CBW system and in fact often serves as an incentive. It is an important aspect of capacity building for local committees to whom CBWs are often accountable. In fact the tendency has been for CBWs to pay allegiance to the source of financial support – often an external FA - but the community is the recipient of the services and they are the ones to appreciate and show the need and effectiveness of the CBW delivery systems. The case studies show that women are less likely to participate if training events are organised away from home because this has both a cost and social factor implications.

4.6 Effective linking between stakeholders can be enhanced when a thorough stakeholder analysis happens at the outset, when there is clarity on roles and responsibilities, when co-ordination of the linkages between different stakeholder groups has been integrated into the planning process and when reviews are planned and actually implemented. It is advisable to work within the decentralised framework of governance in Uganda, i.e. through local council leaders who have government mandate to monitor community development activities. A clear exit strategy, which is clarified with the relevant committees right from the start is also vital. Certainly Government, NGOs, the private sector and donors have a role to play in institutionalising CBW systems in the communities and CBW work can be further advanced if they can communicate with each other, formally or informally, within and across sectors.

4.7 The review established that CBW systems have increased the frequency of contacts between service providers and the target communities, which has resulted in timely problem identification and advisory information delivery. Timely delivery of services encourages feedback through monitoring of community interventions. HIV/AIDS sector projects show increased numbers of participants and a more knowledgeable community about the negative impact from the epidemic. Evidence from the farmers visited during this review suggests

significant impacts on farmers that are involved in the CBW system. In one project JIDDECO, practising farmers who are supported by CBWs are now selling surplus vegetables, their families are eating three meals a day and use funds generated from the surplus to pay school fees for their children. Indeed the fact that group members are willing to pay for the services received is an indication of CBWs' impact. In another organisation – BUCODO – community members pay their own travel costs to go for training and organise exhibitions, an indication that where members of the community see a direct benefit of CBWs, they are willing to pay for the service.

Sustainability of CBWs will be achieved if they are recognised by government, rooted in the support of the community, and allow for changes to reflect the unique circumstances of the community at different times. The CBW system is potentially the engine of sustainable development where the active response and engagement by a community forms the foundations for any meaningful development to occur at the micro level. It should therefore form an integral part of the design and implementation of all pro-poor sector development programmes.

In addition, there is however a need for a detailed study to exactly determine the actual costs of delivery service for both the formal extension and CBW approaches. Discussions with various service providers, including Government indicated that CBWs are cheaper per farmer but may not be sustainable under the current drive for liberalisation. CBWs will increasingly demand payment for their services and thus increase the cost of service delivery.

4.8 In seeking to gain recognition and support for CBW systems in Uganda it is beneficial to look at the following concerns:

- The issue of impact needs a deeper study to be able to convince other players about the important role that dispersed community workers play. This will include a closer analysis of cost of providing the service;
- The planning schedule of curriculum reviews to consider how to incorporate CBWs in service delivery;
- Methods of lobbying and advocacy for CBWs amongst the donor community;
- Assessing the feasibility of establishing a network or forum for CBWs at all levels including parish, sub-county, district and national levels.

4.9 There is need to include explicitly the use of CBWs as a means of achieving development goals within Africa. This can be achieved through mainstreaming CBWs in the existing government systems – for example, at the sub-county level – with regard to planning and budgeting. The professionals should also be sensitised to make use of the CBWs while delivering their services. In addition Government should make provisions to allocate resources for the CBW system and provide for monitoring of its performance.

PART E Conclusion

This review and the stakeholder workshop, which brought together practitioners and policy makers to share current experiences of CBWs in Uganda, have shown that there is a general consensus among service providers that the CBWs have enhanced the performance of the formal government and NGO extension system in service delivery. The CBWs are in constant touch with the target communities thus reducing the cost of service delivery.

PART A INTRODUCTION

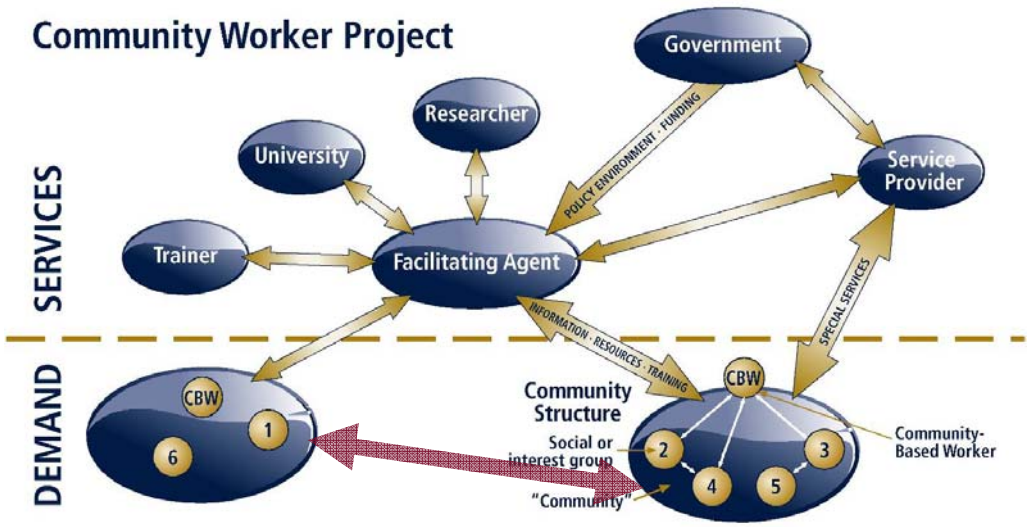
1.1 Background

Poverty levels have increased in Africa over the past decade and part of the cause can be traced to inappropriate service delivery to the rural poor. Khanya (2000) has shown the critical link between the livelihoods of poor people and local governments responsible for service delivery. The majority of poor people cannot access modern service delivery systems and therefore depend on community services such as traditional healers and birth attendants. There is an urgent need to design new ways of service delivery necessitated by inadequate government resources to meet the required scope; inadequate focus on the real problems of intended beneficiaries; limited coverage of services; gender imbalance in service delivery programmes and duplication of some extension services without tangible results. The community-based worker (CBW) concept is being promoted to address these perceived inadequate service delivery gaps.

1.2 The Community Worker Project

To meet this challenge, Khanya – mrc is managing a 4 country action-research project involving Kenya, Lesotho, South Africa and Uganda to develop revised approaches to the use of community-based workers (CBWs) in service delivery in both the HIV/AIDS and Natural Resource (NR) sectors. The **Project Purpose** is that "organisations in SA, Uganda, Lesotho and Kenya have adapted and implemented a community-based worker system for service provision in the NR/HIV sectors, and policy makers and practitioners in the region have increased awareness in the use of CBW models for pro-poor service delivery". The project aims to build on existing experience in-country, utilise national and country workshops and visits to other developing countries, to assess and disseminate learnings and to identify opportunities for the design and development of improved systems using common methodologies and approaches.

Figure 1.2 CBW Model



The CBW model (figure 1.2) above involves a number of players that include the target community, a community-based worker and a facilitating agent that may be a government or non-government service provider who trains and mentors the CBWs; national institutions and the international community providing both an enabling environment, funding and strengthening capacity in-country to address poverty. These are all key stakeholders who need to be involved at all stages for the CBW system to work effectively. The different players are explained further as follows:

The Community-Based Workers (CBWs) are para-professionals, based in and drawn from the community they serve and therefore understand the local context, and are accountable to the community and to a facilitating agent – maintaining a balance to ensure quality service delivery.

The CBW may play some of the following roles:

- being a conduit for information and technologies (and sometimes inputs);
- being a bridge/link person between the community and service providers/facilitating agent;
- mobilizing the community for learning activities and people into groups;
- engaging in training activities with the facilitating agent, training community members and doing follow-up;
- working on their own activities and providing demonstrations from their own farm or household;
- animating the community by providing energy and enthusiasm for development activities and maintaining the momentum of development activities.

The facilitating agent (FA) can be from government or non-government sector and supports and mentors the community worker, and other service providers. FAs might provide funding for the work being undertaken by the CBW, give useful information, support in training and provide technical supervision.

Government and donors provide an enabling environment, develop/create policies and training guidelines and may fund the system. They may also participate in linking the policy into practice and sometimes government may be an implementer, e.g. in health and social development.

1.3 Why interest in CBW systems?

In 2000, Khanya undertook an action-research involving Zambia, Zimbabwe and South Africa on Institutional Support for Sustainable Rural Livelihoods (SSRL). Out of this Khanya developed 6 governance issues, which are critical to improve the linkages between micro, meso and macro to support livelihoods. The six governance issues are grouped under three themes as follows:

<u>Empowering communities</u>

- **Poor people** active and involved in managing their own development *(micro);*
- Active and dispersed network of **local service providers** (community-based, private sector or government) *(micro);*

<u>Empowering local government and management of services</u>

- **At district/local government level**, services managed and coordinated effectively and responsively and held accountable *(lower meso);*
- At **provincial level**, capacity to provide support and supervision *(upper meso);*

<u>Realigning the centre</u>

- **centre** providing holistic and strategic direction around poverty, redistribution, and oversight of development *(macro);*
- **international level** strengthening capacity in-country to address poverty.

The CBW project focuses on the second governance issue – promoting dispersed, active and locally accountable community workers, who can work in a range of sectors, addressing services which are desperately needed and are best delivered locally, and the links to higher levels of government and NGOs.

The project is trying to see how best to provide services to all villages/communities in a cost-effective and sustainable way. Khanya's participatory work has found that most communities depend on locally provided services e.g. crèches, traditional birth attendants, traditional healers, home-based carers, local spar shops. In the past, many African governments have included CBWs within programmes e.g. HBC, CHWs, paralegals but these have remained isolated examples and not been scaled-up. This CBW project is exploring how can the CBW initiatives be made more effective and what are the requirements to extend them?

1.4 Community-based Worker Systems in Uganda

The CBW system is gaining popularity in Uganda as an effective means of service delivery among the rural poor. The Plan for Modernisation of Agriculture (PMA) is empowering farmers to determine, articulate and demand their developmental needs. The Poverty Eradication Action Plan (PEAP) is advocating for participation and empowerment for better governance. In addition initiatives to promote decentralisation, often supported by national and international NGOs, are influencing the development of CBW models.

Table 1.4(a) shows the different types of services provided by organisations using CBWs. Key characteristics of CBW models include the identification of relevant development challenges within the community that solicit their interest and active involvement, the involvement of facilitating agents - both government and non-government – and accountability at all levels in service delivery. An overarching principle of the model is that poor people are empowered to actively participate in their development, with distinct rights, responsibilities and benefits.

Table 1.4(a) Types of services and organisations using CBWs

Type	Organisation	Sector/ Focus
Paralegals	Catholic Relief Services	Integrated
Home-based caregivers	CONCERN, Uganda	HIV/AIDs
Agricultural facilitators	Environmental Alert	Agriculture
Community animators	(SVI)- Karamoja	Animals
Literacy /development workers	Community Development	Functional Adult Literacy
Village Health Committees	Ministry of Health	Health Issues
Traditional birth attendants	Ministry of Health	Pregnant mothers
Community Forest advisors	Forest pilots	On farm forestry
Community resource persons	JIDDECO	Integrated
IGA promoters	ORUDE	Savings
Conservation Agents	BUCODO	Forestry
Data collectors/ BMUs	ILM, UFFCA	Fisheries

Tables 1.4(b, c & d) below show an analysis of critical issues to consider in service delivery in the HIV/AIDS, environmental forestry and agriculture sectors. The observations noted can assist with developing effective CBW responses to challenges in these sectors.

Table 1.4(b) HIV/AIDS

Issues to consider	Observations
• HIV/AIDS has received international recognition and is receiving significant funding. • Community has great awareness about HIV/AIDS but the fear and stigma is still evident. • Government willingness to support HIV programmes.	• The pandemic has far reaching effects on other sectors. • In terms of mitigating the HIV/AIDS impact, there is need for capacity building through training and community empowerment to ensure use of community coping strategies e.g. herbs. • Education and training should be scaled up in all sectors to address issues of stigma and fear. • The CBW model that is working is the one that use people who are HIV positive and can show empathy to others.

Table 1.4(b) above shows that HIV/AIDS is a cross-cutting issue that affects the other sectors and requires a multi-sectoral service delivery response. HIV/AIDS has received government recognition in Uganda and can attract the support and involvement of a range of stakeholders.

Table 1.4(c) Environment & Forestry

Issues to consider	Observations
There is increasing need to differentiate between community versus individual benefit.	Each situation needs to be studied critically and the appropriate CBW system implemented.
Security of tenure is a critical issue.	Need to improve security of tenure over land and resources.
Provision of incentives in this sector is rather difficult.	No need for incentives to be tangible but in most cases tangible benefits should be considered.
Number of CBWs may need to be allocated according to administrative zones not resources.	The model should focus on administrative zones.
Leverage between local/central authority.	Long-term resources will need continued government or donor support to increase level of incentives.
There are diverse interests and resources in the sector with corresponding policies and laws.	Networking and linkages are vital in this sector. Linkages must be developed between CBWs, government departments, NGOs, academic institutions.
Management of common property resources.	A new concept requiring institutional set-ups and sensitisation.
They fall under many ministries and government organs which lack co-ordination eg: MWLE, MoE, MoLG) NEMA, NFA, UWA).	Need for co-ordination of policies and management structures including the use of CBW systems.

The environment and forestry sector, table 1.4(c) above, is not well understood by local communities who regard the sector as a natural endowment rather than a resource that demands effective management. Support for CBWs in this sector is still limited and will require government intervention for any substantial impact to be made.

Table 1.4(d) Agricultural Sector

Issues to consider	Observations
The move towards a farmer demand driven service delivery system.	There is need for increasing farmer participation in the selection and monitoring of CBWs
How to provide incentives to a large number of CBWs	Self-motivation should be one of the most important criteria in CBW selection.
Demand side not well organised. How do we fill the gap between demand and response?	CBWs should mobilise communities where they are not continuing CBW projects and add value to existing ones. Institutionalise CBWs rather than being project based.
Incorporating CBWs into integrated development plans.	CBWs must mobilise the community to be able to demand services and also assist to source Service Providers needed by the community.
How to tap into the district and sub-county development budgets to support service delivery through CBWs	CBWs must be recognised in the sub-county development plans as an important arm of service delivery.
The farmer attitude is often to regard formal extension personnel as better than the CBWs.	Change attitudes through creating awareness on the role of CBWs to both the staff and farmers.
How do we sustain CBWs? Need for a retention strategy and ensuring continuity if they leave.	Need to ensure updated information flow. Institutionalise with existing structures to lobby and carry forward.

Agriculture contributes about 20% of Uganda's GDP and subsistence farming employs approximately 90% of the rural population. Table 1.4(d) above shows that one of the major challenges for providing services using CBW systems in the agricultural sector is the large number of farmers and diverse farming systems that exist at the household level.

In Uganda there are several Government programmes and initiatives that are adopting the CBW model. The Plan for Modernisation of Agriculture (PMA) is empowering farmers to determine, articulate and demand their developmental needs. The Poverty Eradication Plan (PEAP) is advocating for participation and empowerment for better governance. In addition, initiatives to promote decentralisation, often supported by national and international NGOs, are influencing the development of CBW models. But although there is government willingness, especially at the sector level, to support CBWs in service delivery, the Government at higher levels still appears to view the CBW system as complex and expensive.

1.5 Objectives of this report

This report is a synthesis of practices, experiences, challenges and lessons learned in implementing CBW systems in Uganda. The various case studies aim to increase awareness and interest of government and service providers in CBW models. The report assesses the current situation, outlines some opportunities that exist in Uganda for CBWs and provides recommendations for future action-research. The report too provides information to policy makers, donors, central government, local governments, local communities and service providers on how best to transform the lives of the poor through the use of CBWs.

In this report the community refers to target beneficiaries of services. A community may be heterogeneous with people of diverse backgrounds living within a defined locality. CBWs are drawn from the community where they work, are known and appreciated by the community and share their values. They speak the same language and practice what they teach other members of the community. In Uganda the FA is also referred to as the mentoring organisation or individual who provide resources, training, and encouragement.

Part B outlines the macro background to community mobilisation in service delivery in Uganda over the last four decades. Current government policy structures encourage different models for service delivery, e.g. contracting out services to private providers. **Part C** presents the different case studies that were reviewed and presented at the Uganda consultative workshop held in Kampala in August 2004.

Part D provides the key lessons learnt to date in the implementation of CBW systems and highlights some gaps in service delivery in Uganda. A brief conclusion in presented in **Part E** which emphasises the growing popularity of the CBW system.

PART B Government policies, systems and structures in service delivery

2.1 Context

The pre and post-independence period in Uganda produced strong community development institutions and effective community mobilisation efforts. This led to the success of many community-based programmes in diverse areas such as environmental management, road building, nutrition and household sanitation. In the 1970s and early 1980s a deteriorating political climate and subsequent degeneration of many government institutions reduced the effectiveness of many community-based systems. Social service delivery collapsed, as did local development institutions like community centres and village halls. For over 20 years Uganda had no functional institutional framework for community mobilisation.

Since 1986 government has embarked on institutional building through the recovery programme but omitted community-based service in its priority at the highest monetary policy level. Consequently many of the efforts to reform public services have failed to reach over 80% of the population who live in rural areas. It was not until 1987 and 2001 when the Poverty Eradication Action Plan (PEAP) and the Plan for Modernisation of Agriculture (PMA) came in respectively, that community mobilisation efforts were revived as a vital element of sustainable development and poverty eradication.

2.2 Policies and National Strategy for service provision

Uganda's main financial planning framework is the PEAP. The new draft PEAP recognises the need for the community to manage its own service delivery by providing for sub-county development co-ordinators. The PEAP however does not provide for CBWs as conceived in this action-research project. Nonetheless, sector policies have increasingly embraced the need for participatory approaches in service delivery.

Table 2.2 below shows an analysis of some selected sectoral policies that can potentially link with the CBW model. An assessment is given on current limitations of the policy.

Table 2.2 Policies relevant to CBW systems in Uganda

Policy	Assessment
Poverty Eradication and Action Plan (PEAP)	Provides for sub-county development co-ordinators but does NOT make commitment to CBWs
Uganda Food and Nutrition Policy	Recognises the importance of participatory approaches but does not refer to CBWs
Forestry Policy	Includes the involvement of communities in forestry management and the focus on innovative approaches to rural community empowerment. However, it is not explicit on the use of community workers.
Plan for Modernisation of Agriculture (PMA)	Emphasises the need for community participation in development
National Agricultural Advisory Services Programme (NAADS)	Stresses farmer demand driven services and may offer flexibility for the use of CBWs. There is need for specific inclusion and funding to promote CBW in the framework.
Health Policy	The concept of Village Health Committees (VHCs) is being integrated in the health work for the poor communities.
Education Policy	Rather silent on the CBW but recognises the need to take services nearer to the people.
National Environment Management Policy (1994)	Assigns implementation roles to all stakeholders at both national, local levels, NGOs, CBOs and local communities and private sector but does

Policy	Assessment
	not prescribe exactly what should be done in reality.
The National Water policy (1999) (MWLE)	Water user groups manage, operate and maintain water point sources. The issue is their sustainability.
The National Community Development Policy (2000) - Ministry of Gender, Labour & Social Development (MoGLSD)	Provides a co-ordinating and monitoring framework for various stakeholders to ensure that there is improvement in the people's socio-economic life at all levels. The issue is inclusion of community members to sustainably work with the community development officers currently posted.

As can be seen from the table above most policies do not specifically cater for CBWs but give room for use of community-based service delivery to improve efficiency. However, CBWs are increasingly being recognised by government institutions. The number of service providers who are willing to work through CBWs is on the rise. Nevertheless, in most cases service providers are putting in place CBWs that are targeted at their individual programmes and are therefore working in isolation. CBWs see themselves as belonging to particular service providers. Isolation limits the chances of collective learning and sharing resources. These limitations need to be pointed out to policy makers when reviewing the policy and planning frameworks for service provision. Special attention needs to be focussed on defining management roles and procedures to address such gaps.

2.3 The role of the state in service delivery

African states have been and remain the biggest service provider to the rural poor but conventional public service delivery has not been successful in resource-poor environments like Uganda. This is particularly evident with the top-down, transfer of technology approach of the Training and Visit agricultural extension system in Africa, as advocated by the World Bank through the 1980s.[1]

This delivery system consists of information and technologies being developed by organisations that are usually research centres. This information is converted into messages and then transferred to communities via a bureaucratic service delivery/extension system where the field extension worker is the lowest in the organisation. Field workers usually deal with a number of different communities, and often have not carried out adequate client needs and livelihoods analyses. Information flows are usually 'top-down' and what little feedback there is from rural communities enters the system at the lowest level and does not reach the policy and decision-makers or managers. The system often uses functional participation, where participation is a means to achieve the organisation's objectives.

In the early 1990s the Ugandan government implemented the Agriculture Extension Project approach where staff were trained on a monthly basis to meet all the service delivery needs for the particular groups they were assigned. It was a challenge to grasp all the subjects (veterinary, agriculture, forestry and fisheries concepts). There were subject matter specialists at district levels but they could not work effectively with groups at the grassroots. The programme was initially well facilitated and showed some impact but its sustainability had not been considered and funds ran out.

The government is now divesting many of its roles to the public and private sector. Public sector funds are being used to build the capacity of CSOs who can then be contracted out to deliver public sector services. Many institutions are being encouraged to share roles and responsibilities of management with the public sector though some are publicly funded. These include agriculture, forestry, health services, marketing, and financing. The National Agricultural Advisory Service (NAADS) is one example of a more progressive model of state-led service delivery.

[1] *CBW review UFSCS 2002*

2.3.1 The National Agricultural Advisory Service

The Plan for Modernisation (PMA) of Agriculture was developed to address the development challenges within the PEAP. The PMA plays a central role in PEAP because Uganda is largely an agricultural country. The PMA addresses several problems that impede agricultural productivity including insecure land tenure, poor soil fertility, inadequate access to extension services, low use of modern agricultural inputs and marketing failures, poor access to credit and communication infrastructure. In addition, the PMA is empowering farmers to determine, articulate and demand their development needs.

The National Agricultural Advisory Services (NAADS) was established by an Act of Parliament in June 2001, as a key component of the PMA to focus on increasing farmers' access to improved knowledge, technologies and information. The underlying principle of NAADS is to empower the poor, including women, to demand and control agricultural advisory services. NAADS is anchored in the national government policy of decentralisation, liberalisation, privatisation and devolving of power. This empowering approach aims to facilitate peoples' participation in decision-making to determine their own development agenda. Within NAADS this will entail a larger proportion of people accessing efficient and sustainable agricultural services.

The vision of NAADS is a decentralised, farmer-owned extension system, serviced by the private sector and contributing to the realisation of agricultural sector objectives. This will be realised through increasing farmers, access to information, knowledge and technology through effective, efficient, sustainable and decentralised extension with increasing private sector involvement in line with government policy. NAADS lays great emphasis on taking services closer to the grassroots communities through the Sub-County (LC3), which is the lead local government structure for planning, funding, implementation, monitoring and evaluation of the its activities. NAADS has introduced Community-based Facilitators (CBFs) who are selected from the community, to ensure effective service delivery and that poor farmers are included and their needs addressed.

NAADS had not explicitly provided for CBWs in its funding framework. CBWs however stand a great chance of acceptance if the mechanism for their use under the Government's NAADS programme is finalised. Currently farmer groups contract out as service providers and offer services in any area of their development choice selected and approved through the sub-county administrative structure. The CBFs are paid using funds from NAADS under contract with farmer groups established as legal entities within the NAADS Act. In this case the service providers are not trained by the community but rather work as consultants within the community and are often former government and NGO extension workers. With time the NAADS leadership expects that the service providers will be training the community based facilitators (CBF) for continuity.

The Community may select a CBF who may in turn train the community in any development area. Unfortunately, communities visited during this study did not seem to be aware of this option in the NAADS programme that may help them to build a more sustainable delivery system at the community level.

2.4 Evidence of effectiveness in current systems

The government is increasingly recognising the importance of national partnerships with NGOs and CBOs in the delivery of basic services. Civil society is already a key player in the design and management of the programmes financed under the Poverty Action Fund (PAF). While CSOs will continue to co-ordinate, direct and facilitate the provision of basic services, the Government needs to support the empowerment of organisations targeting women, youth and local communities and also ensure their participation in effective service delivery. NGOs, CBOs and the poor need to be fully

involved in the process of planning, implementing, financing and delivery of local level services. Public sector resources will be used in building the capacity of civil society, facilitating their participation in public sector activities and contracting them to deliver public sector services.

For example, the Ministry of Health has used malaria drug distributors to address the problem of inadequate trained personnel in the rural communities with significant impact. Low cost inputs such as bicycles, t-shirts and caps have helped motivate CBWs. Their effectiveness can be seen from the increase in the rate of services update by computers using drug distributors. The recent epidemiological reports received for the week ending 1st August 2004 (*New Vision* 18th August), showed that 70 Health Units from all over Uganda reported 159,018 malaria cases with only160 deaths which is 0.001% death in a week. This indicates that the figures may continue reducing with more use of the drug distributors to combat the killer disease.[2]

There however a need for a detailed study to exactly determine the actual costs of delivering services using the CBW system and especially in the face of the devastating impact and effect of HIV/AIDS on professionals. Poverty indicators show that CBWs will increasingly demand payment for their services and thus increase the cost of service delivery.

[2] Health Policy Statement 2004/2005, June 2004

PART C Case Studies – providing services using CBW Systems

3.1 Context

In order to improve access of services by poorer communities increasing attention is being paid to the delivery mechanisms at the household level. However this requires a huge investment in erms of personnel resources and transport that are not available within NGOs and government. Consequently, the various service providers are adopting the concept of CBWs under different names but generally the same principle - to reach communities at the household level and at a reduced cost.

The case studies reviewed in this report cover a range of CBW examples/ models within the HIV/AIDS and Natural Resource (NR) sectors although the application of CBW systems differ to suit the diverse range of service providers. It is also evident that the target communities are not deriving a livelihood from a single sector so it is pertinent to understand the best way of integrating the various forms of CBW systems.

3.2 The Forest Sector Umbrella Programme

3.2.1 Context

In response to the need for major policy and institutional reforms in the forestry sector, the Government of Uganda developed the Forest Sector Umbrella Programme (FSUP) in 1997/8 with donor support from a number of agencies including DFID, NORAD, EU, UNDP, GTZ and others. The redesign of the Forest Advisory Services (FAS) is part of this reform programme which adopts a pro-poor, livelihoods approach. It combines bottom-up participatory planning based on assets and opportunities, meso-level institutional reform including redefining the roles of service providers and local governments, and macro-level policy change incorporating new policy and contracting frameworks and revised funding modalities. The key drivers for the reforms in advisory services were empowered by the PEAP and the PMA under the ongoing sector reforms.

3.2.2 Focus on CBW system

The Forest Sector Co-ordination Secretariat designed a methodology with nine districts and representatives from NGOs/CBOs, local government staff, local leaders and some farmers. These formed the District Learning Team. The team was trained in the principles and frameworks of NAADS and how these apply to the forestry sector. Three districts, Masindi, Luweero and Nakasongola were selected because they were using community-based workers for either agroforestry, community forestry and /or forestry management. In Luweero community forest advisors address woodlot and farm forestry activities, while in Nakasongola 'charcoal producers' service delivery projects were initiated using of CBWs.

The CBWs engage in a range of activities. They act as a conduit for information and technologies, and as link between the community and external bodies; mobilising the community and attending training and then training other community members. They promote the Forest Sector Umbrella Support Project in their communities. CBWs have a key role in providing energy and enthusiasm and maintaining the momentum of development activities. Since CBWs live and work in the community, they have an inherent understanding of the community. They 'practice what they preach', and demonstrate by practical examples, sharing the results of their experimentation at little cost. They provide technical information and advice, as well as organising and animating the community members.

In Luweero District, CBWs operate in one sub-county and in all seven parishes, with some 21 groups involved. The CBWs are called Community Forest Advisors (CFAs), and there are 21 of them, one per group. The groups comprise between 10-20 people, some from the same household, amounting to a total of perhaps 200 households. CFAs support work on bee-keeping, agro-forestry/fruit trees, and woodlot trees. BUCODO, a local CBO, manages the Masindi pilot. CBW activity includes supporting Collaborative Forest Management projects, which promotes agro forestry and tree planting. One CBW has been trained for each of the 60 focus villages in Community Forestry. In Nakasongola, KULIKA Charitable Trust acts as the FA, and the focus is on charcoal producers operating in Kakooge sub-county. Farmers have been supported by CBWs to create a community institution to continue the work when KULIKA exits. They have 12 groups from the six parishes and a sub- county steering committee of 12 people with 24 CBWs workers.

3.2 3 Selection criteria and procedures

CBW selection across all three districts was by groups using criteria they defined, including secondary education, appearance, commitment, and being local residents. These criteria did discouraged women's participation which contravenes one of NAAD's principles of supporting women's empowerment.

3.2.4 Roles and linkages

The FAs are BUCODO, KULIKA and Environmental Alert (NGO, government and private sector). They support CBWs through the provision of resources, training, and management. The FAs also facilitate information flow between and among the different role-players, and a network of responsive service providers. These include the many organisations that provide a range of services to NR users. The FA also plays a mentoring role and backstopping support to CBW in the community training programmes. In Luwero the FAs roles included facilitating the selection process, developing the criteria and determining responsibilities for CBWs. FAs are also involved in sensitisation and mobilisation; supply of seeds; training of CBWs; providing training and support to CFAs; monitoring; co-ordination; reporting to the UFSCS and to the District administration. Other service providers from government and private sector organisations have been used for training and mobilisation. The communities are assumed to meet their travel costs and cause a multiplier effect for use of CBWs and mobilising other persons.

In the areas that were visited during this review there has not been any conflict with government staff. Indeed, they are working together with the NGOs but it is always vital to inform them of the programmes in the area. One lesson learnt is that it is possible for government and NGO extension staff to collaborate in building capacity for service delivery through CBWs.

3.2.5 Financing of CBWs

CBWs in Luwero work an average three days in a week, and for about five hours per day, during peak times and receive a monthly allowance of Ugshs. 10,000/= in the form of a bicycle and maintenance allowance. In Masindi the CBWs are volunteers with no pay other than an allowance when they attend training. CBWs in Nakasongola receive a stipend of approximately Uganda Shillings 2000 - 5,000/= when there is evidence of work done.

Other incentives are the gaining of knowledge and skills, getting known in the community, and learning to speak in front of people. In BUCODO training and demonstration materials serve as incentives.

3.2.6 Training, support, supervision and accountability

Training of CBWs is aimed at developing their practical skills. Some FAs focus on the basics with some theoretical training by sector specific specialists for at least a week. CBWs also attend follow-up sessions after they have tried out the preliminaries in order to test out what they learned. CBWs that were interviewed for this review indicated they choose a field of interest while all of them received training in the generic areas. e.g. soil and water conservation, community mobilisation skills, group dynamics, teaching skills, agro forestry techniques etc. In Luweero the CBWs were taken out to an Agricultural Research Institute for two weeks. They were trained on agro-forestry practices and tree nursery management. The FA would then provide backstopping support in the community training programmes as well as ensure supply of planting materials (seed, seedlings and equipment).

There is however a need for a hands-on skills training at the household level if CBWs are to make a greater impact The review found that it is a disincentive to women if trainings are organised or take place far away from home, as women cannot leave home for long periods due to financial and social factors.

Management committees are the main structure for accountability for many of the CBWs. They are comprised of different stakeholder groups including the FA and local community interests group members and government representation. In addition the FAs hold regular monthly debriefing meetings with the CBWs to ensure adequate technical monitoring of the work while the management committee members monitor outputs on the ground.

3.2.7 Impact and sustainability

In Luwero farmer groups have been established around different forestry topics. A community forestry group member commented that: *"we understand them (the CFAs), we need them, the cause is for us and our generations – they motivate us to perform, they do not complain about serving us"*. The community observed that while the DFO had been around for a long time he had made no impact because he is based at district level, while the CFAs provide contact at village level. This shows that CBWs are accepted and appreciated more than district extension staff because CBWs live with and among the community they serve. Informants also felt that the CBW model could be applied to other sectors. Table 3.2.7 illustrates some of the impacts CBWs had in different areas.

Table 3.2.7 Impact of CBW activity

Area of impact	Degree of achievement
New community organisation	Management committee and farmers groups operating.
Involvement of marginalised groups	They are involved in the farmers groups
Attitudes	There are more positive attitudes to forestry, e.g. cut 1 tree, plant 5
Behaviour Change	People are cutting less and planting more
New forestry practices	Tree planting and nursery establishment
Skills	Tree planting and nursery establishment, also apiary
Incomes	From sale of seedlings and honey
Other impacts on households	Fuel, fruits, soil nutrients, herbs, firewood

3.3 Jinja Diocesan Development Coordinating Organisation

3.3.1 Context

The Jinja Diocesan Development Co-ordinating Organisation (JIDDECO), is funded by the Catholic Organisation for Development and Aid Relief (CORDAID). JIDDECO is the development arm of the Catholic Diocese and operates in five districts of Busoga region, Jinja District. JIDDECO facilitates and co-ordinates the 12 Partner Implementing Organisations (PIO) that use Community Resource Persons (CRPs) as CBWs.

JIDDECO has integrated programmes in health, nutrition, food security and sustainable agriculture. The programme operates in areas where there are no government extension services and people are ready to work and cost-share through their land and time. CRPs assist with participatory rural appraisals from which they develop Community Action Development plans (CAD) for small CBOs, especially those that want to access the Community HIV/AIDS Initiative (CHAI) grants.

3.3.2 Selection criteria and Financing of CBWs

JIDDECO provides guidance on the selection process of CRPs. One condition for selection is that CRPs are literate. In each village four CRPs are selected, two women and two men. JIDDECO currently has 74 CRPs of whom 32 are women. Members donate land on which they establish permanent mother gardens and JIDDECO provides seeds and tools and materials to use for the demonstration plots. The members work and learn together from a member's piece of land, which acts as demonstration. CRPs receive a bicycle at 50% cost-sharing basis, and in addition, they are paid 10,000/= upon presentation of a Community Development Plan - plans developed with CBOs. CRPs however feel they are doing the work of extension officers but are not compensated in the same way.

3.3.3 Training, support, supervision and accountability

The CRPs attend a week-long training before starting work in the villages and supporting the implementation of the CADs. The training covers a diverse range of issues including sustainable agriculture or organic agriculture, community health/water protection, nutrition and early child development, gender and development, justice & peace, environment replenishment and HIV/AIDS sensitisation. JIDDECO has a multi-disciplinary team of CRPs who monitor, do backstopping, mobilise the community and organise refresher courses. Each CRP specialises in a field of their choice although they attend training events together to ensure that each CRP team receives training on all subjects and can cover other areas. The CRPs are technically accountable to JIDDECO while the communities demand and ensure that the CRP deliver and in case of failure the community can inform the co-ordinating officer at JIDDECO.

3.3.4 Impact and sustainability

Feedback from the community on the impact of the JIDDECO integrated programme and the role of CRPs is very positive: "*…we do not know the government field extension workers…we appreciate our people because there is no language barrier…we realise community cohesion from the gardens…there are no rumours now since we are all busy… we are more confident, and have gained self-esteem and we have been able to construct toilets, etc.*". JIDDECO has also observed improved gender relations; reduction in malnutrition rates because of increasing food security; and reduced number of diarrhoea deaths amongst children. Community members also claim to have improved levels of income through sale of surplus products from their gardens. This has particularly assisted with payment of school fees.

3.4 Organisation for Rural Development

3.4.1 Context

The Organisation for Rural Development (ORUDE) is a micro-finance organisation funded by CORDAID and McKnight's Foundation. ORUDE started as a means of creating employment for its members. From a needs assessment that ORUDE undertook, micro-finance was identified as an important issue that ORUDE should initiate. ORUDE is the link to the rural groups who wish to access micro-finance from formal institutions such as the Uganda Women's Trust Bank. The organisation has a management committee of nine members. There are sub-committees on loans, education and training and supervision.

3.4.2 Focus on CBW systems

Due to a limited number of staff ORUDE works through 'promoters' who are in effect CBWs. ORUDE trains these promoters who in turn train their communities. ORUDE's field staff works closely with the promoters in the field. Each promoter works with seven or eight groups. This is a large number and has resulted in another layer of CBW emerging, namely Group Resource Persons (GRPs) who also receive training. Promoter activities include promoting the culture of saving within the groups. Ugshs 500/= is collected and saved at every meeting. The target is to save Ugshs 23 million /= after 3 years from the 18 groups.

3.4.3 Selection criteria and procedures

The promoters were selected by ORUDE from existing groups. ORUDE specifically targeted and recruited those who asked a lot of questions and expressed interest in the programme during their introductory meetings. ORUDE is now in the process of developing criteria for choosing group resource persons (GRPs).

3.4.4 Training, support, supervision and accountability

The promoters and GRPs are trained in conflict management, group development and business management skills including record and book-keeping.

Promoters and GRPs are supported, supervised and accountable to ORUDE who is regarded as their employer. However the communities have shown keenness, especially accountability for the funds collected during the monthly group meetings and therefore also receive updates and feedback from promoters of the funds collected.

3.4.5 Financing of CBWs

Initially promoters were not expected to compromise their time commitments but to work within their groups' structure. However they are now working almost full-time with the groups and therefore have a bicycle and an allowance of Ughs 50,000 per month. When they assist a group to develop action plans they charge the group Ugshs 15,000. With the Community HIV/AIDS Initiatives (CHAI) projects, which are implemented through the Government's HIV/AIDS programme, GRPs are generating good money as smaller CBOs need assistance in developing such action plans to access CHAI grants. This has provided ample paid work to ORUDE's promoters.

3.4.6 Roles and linkages

The Uganda Women's Trust Bank gives loans while ORUDE mobilises the communities and assists with the formal preparation of groups to be able to access loans. Through the municipal council they

were asked to mobilise *Boda Boda* cyclists for a study tour to Mbale. ORUDE is also a member of the Uganda Chamber of Commerce in Jinja. These linkages have increased recognition of the promoters beyond the geographical area covered by the group. In future they hope to link with the Uganda Co-operative Alliance and since they have acquired necessary skills they plan to form a local service delivery group.

3.4.7 Impact and sustainability

Promoters have been able to stand in for the Field Officers (ORUDE staff) on a number of occasions and they are quite knowledgeable. They have initiated other processes on their own. Through peer influence they are better at convincing the communities. To date there has been no compromise in professional standards. The communities are even seeking the services at a fee, and one promoter has guided a group to registration level in Jinja District.

3.5 Concern Worldwide – Experience of using CBWs[3]

3.5.1 Context

Concern Worldwide is an NGO working for the relief and advancement of people in less developed areas of the world. Concern operates in five districts in Uganda - Mpigi, Rakai, Kampala, Katakwi and Wakiso. Concern uses a capacity building and rights-based approach and works with and/or through partners both in civil society and government.

The Concern Mpigi HIV/AIDS Capacity Building Project operates in five sub-counties of Mpigi District – Mawokota County. The project is funded by Concern Dublin with other co-financing from HIVOS (a Dutch NGO), Ireland Aid and DFID, UK. The project is implemented in conjunction with partner CBOs from the community and government leaders at sub-county and district levels. The community members, including target beneficiaries, are involved at all stages of the project implementation.

3.5.2 Focus on CBW systems

The project provides technical training to volunteers, which ensures that the quality of services provided meet a minimum standard. Volunteers provide practical patient care services, counselling, information on HIV/AIDS, nutrition and home hygiene and carry out home visiting to their clients who are mainly people living with HIV/AIDS and their care-givers. In addition, trained paralegals educate community members on their human and legal rights especially to widows and orphans, who are vulnerable to having their property 'grabbed' by unscrupulous relatives. These volunteers are very effective in reaching the poorer community members who are often not reached by professionals. Currently the project works with eight CBOs who have over 700 volunteer members.

Support among volunteers and exposure visits have been instrumental in maintaining the voluntary spirit and commitment to the work. Other incentives for volunteers include identity and respect given to them by their communities, being seen as community resource and the benefit of new knowledge and skills especially on HIV/AIDS management, which they can also use in their own home. Volunteers are also motivated by the relationships they develop with the target groups, assisting within their localities where most clients are relatives and with the expectation that they too will need assistance themselves one day.

[3] This case study was written by Margaret N. Ssemukasa; Project Manager and Richard Ssemujju; Capacity Building Officer, Concern Mpigi. Contact: Mpigi Town Council, Gomba Road. +256 (0) 77 766 389/ (0)77-446165

3.5.3 Financing of CBWs

The project does not pay volunteers but during training events, meetings or reviews, meals are provided. Transport may also be provided when training for volunteers is organised away from their localities. Nevertheless, since volunteers are resident in their respective areas, this minimises transport costs and time. The project works from the premise that if a group of volunteers form on their own initiative, the spirit of voluntarism is undermined if fees are expected. However volunteers need to be assisted and motivated in other ways other than in monetary terms. Such incentives could include public recognition and giving them contracts to supply goods.

Currently the NGO Forum of Uganda has agreed not to pay salaries to CBWs although in many situations CBWs are given incentives such as t-shirts, bicycles and allowances when they attend trainings. The issue of fees is most common among groups formed and facilitated by international NGOs. If the system is to promote co-operation and community responsibility, paying volunteers can have a negative impact. For example, within the Ugandan traditional system, free help is seen as a duty and if foreign actors come in with monetary gains the traditional systems will be undermined. Fostering paid volunteers is not seen as an effective response to the increasing challenges posed by HIV/AIDS in Ugandan communities. Nevertheless, the debate on payment of CBWs is still continuing among service providers.

3.5.4 Relationship of community structures to CBWs

The effectiveness of CBWs is enhanced when good working relationships with all stakeholders are established. Good relationships with local leadership are very important as is the involvement of the community in awareness-raising. Once recognized by the influential people in the community, the CBWs are further motivated and their profile enhanced. Since most CBWs are involved in advocacy and presenting cases on behalf of their target group, the relationship with community members is crucial.

It is important to have effective links with other traditional structures such as the federal systems, the informal support systems like '*muno mukabi*' (a friend in need) and Faith Based networks. Sometimes local leaders have a negative regard for volunteers and are reluctant to support them. Volunteers also risk being exploited during political campaigns when politicians may try and utilise them for their own benefit.

3.5.5 Training, support, supervision and accountability

Although a lot of community members are willing to volunteer, the gaps in the required skills and knowledge can undermine the quality of the service provided. For example in Home-based care (HBC), most volunteers claim to be counsellors to clients. On completing the training they realise that actually they were comforting the clients and not counselling them.

Volunteers are trained on facts and updates on HIV/AIDS, how to work with the infected person and the whole family who are affected, nutrition and diet issues, basic counselling skills, home hygiene/sanitation, herbal remedies for opportunistic infections and use of referral systems to health units.

Training on skills and information is very important in maintaining the quality of services and also to build confidence amongst volunteers. However the training should be appropriate to the needs and literacy levels of the volunteers. If the training is too complicated or technical it discourages the illiterate from participating yet it is often this group who are very good at offering voluntary services to their own people. Our experience is that training is more effective if given by a community member rather than an outsider.

Where a volunteer group is in place, members are accountable to each other and to the client beneficiaries. Being accountable to the respective community limits exploitation. Volunteers also need to be accountable to local leaders who represent the civil society.

3.5.6 Roles and linkages

The expected roles of the Local Council leaders and of others may include providing technical input and support to CBWs; monitoring of activities; awarenes-raising within the community on the roles of the CBWs; working closely with the CBWs and promoting the services they offer; involvement in planning and implementation of project initiatives; and fostering networks at different levels

The community and its leaders need to be aware of the roles CBWs play in order to limit potential conflict and undermine the gains made by CBWs and to ensure quality services. In turn, CBWs themselves should create awareness among leaders, stakeholders and beneficiaries about their work. The major role that a CBW should play is the provision of services, information and giving hope especially to people living with HIV/AIDS (PLWHA), and also to empower people to make their voices heard. CBWs should be advocates for the people and empower them to make their leaders accountable.

3.5.7 Impacts and sustainability

The project is implemented through local CBOs that were in existence before the Concern project started. During the two years of implementing the project, the number of people benefiting from the CBOs has increased. In the two most active sub-countries there are 387 CBWs trained and by June 2002 a total of 4,003 people had been helped. This is in comparison to the Organisational Self Assessment (OSA) results that were collected before starting to work with the group. The project is affiliated to the Development Network of Indigenous Voluntary Associations (DENIVA) for continuity. Moreover, the LCs, health units and churches are supportive of the initiative.

This review revealed a poor record keeping culture, which would be a basis to assess the cost effectiveness of the CBWs. However since they earn no salary, use minimum operational costs and are within easy reach CBWs are considered cheaper to maintain. They work effectively if they operate in a defined location close to their homes. The communities are more responsive when the service is vital to their lives, free and there is no alternative government organ. The systems tend to wear out as support mechanisms for information and operation requirements reduce.

Since CBWs, NGOs and the government are focusing on similar issues – that of poverty eradication and better services to the poor - they should all be recognized and supported to deliver better services. Government is recognising the role of these CBWs and needs to involve them in planning if the rhetoric of progress through participation is to be realised. CBWs should be brought in the mainstream service provision, especially given the impact on human personnel due to HIV/AIDS epidemic.

We have observed that when CBWs are promoted and empowered with knowledge, skills and capacity, they play an important role to voice the concerns of the poor and hence influence the policy environment. FAs utilising the work of CBWs in their advocacy activities can also influence the policy environment. On an individual level CBWs can have a role in influencing policy if they are suitably supported and motivated, given their legitimate power politically as both voters and citizens.

3.6 Uganda Fish and Fisheries Conservation Association[4]

3.6.1 Context

The Uganda Fisheries and Fish Conservation Association (UFFCA) is a national NGO that works to reduce poverty and improve the livelihoods of the poor lake dependent communities as well as promoting a favourable environment for their genuine participation in sustainable development. Founded in December 1993, it is a national collective of community-based fisheries organisations who are rooted in and accountable to the lake dependent communities in which UFFCA works. UFFCA caters for the concerns, needs, strategic interests and aspirations of more than 2.5 million poor men, women and children in the lake dependent communities of Uganda.

The Lake Victoria Community Development and Management Support Project (LAVICODMAS), which is being implemented and managed by UFFCA, operate within the 11 districts that border Lake Victoria. It is funded by NOVIB (Netherlands Organization for International Development Cooperation) and aims to reduce poverty and improve the livelihoods of the lake's riparian communities through improving the management of the Lake Victoria resources. The project is empowering communities to influence policies at all levels through capacity building of CBOs and ensuring the sustainable use of natural resources.

In addition, the project is promoting new co-management concepts and methods in community-based institutions such as Beach Management Units (BMUs). The funding has so far supported the establishment of seven functional Beach Management Units (BMUs) in Rakai and Masaka districts.

3.6.2 The Conservation of Endemic Fisheries Resources of Lake Albert Project

The project employs new approaches of collaborative management and conservation of the fisheries biodiversity of Lake Albert through enhancing capacities of local institutions. The project was funded initially by Siemenpuu Foundation of Finland in 2003 and later supplemented funding from UNDP/GEF Small Grants Programme for a period of two years (2003/2005).

The main focus is to involve the local resource users (fisher-folk) in managing the resource for sustainable livelihoods through community-led initiatives. The project operates on three major fish landing sites; Butiaba, Bugoigo and Wanseko in Masindi district. The project funding has supported the establishment of three functional BMUs and the protection of fish breeding and nursery grounds at the three fish landing sites. Other activities include training of BMU committee members in developing their own action plans for community development projects.

3.6.3 Impacts and sustainability

The project has demonstrated a more cost-effective way of managing the lake's resources compared to the Government approach of law enforcement, collection of revenue and patrols. It has been significant in building functional fisheries' organisations (BMUs Establishments) that are capable of:

- Recording fisheries related data and using the information to monitor fisheries activities;
- Maintaining and keeping records/ register of all boats / gear owners and their equipment, in addition to maintaining data on BMU Assembly membership;
- Eliminating voluntarily illegal and damaging fishing gears;

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- Monitoring activities of resouce users;
- Increasing participatory decision-making;
- Enabling resource users to become increasingly involved in management and making decisions concerning their lives.

Meanwhile fishing rules have become increasingly simple to understand, enforceable, acceptable and credible within the wider community. A democratically elected leadership within the BMUs has increased their legitimacy.

3.6.4 Financing of CBWs

According to section 20 of the Guidelines for BMUs Management, the BMU activities shall be funded through the following sources:

- 25% of the monies generated from issuing of the Fish Movement Permits at the fish landing sites as prescribed in the Statutory Instrument No. 61 of 2002. This is retained out of the total collection by BMUs and shared among BMU members depending on their returns from the work. The figure varies and was not given at the time of this review exercise;
- Profits generated from tender holding for those BMUs who may win district fish landing site tenders;
- Collection of a number of fish or a set value per boat landing as established through bye-laws vetted by the lower councils as per section 40 (1) of the Local Government Act, 1997.

3.6.5 Relationship of Community Structures to CBWs

Under section 10 of the BMU Guidelines, it is provided that the operations of the BMU will be monitored and supervised by Local Councils (Parish or Village Executive Committee) as set out in the BMU Statutory Instrument. The Local Councils and BMUs are expected to perform complementary roles and not conflicting ones. However, there is need for deepened sensitisation and education for all parties to clearly understand the roles of each other and the linkages.

For effective participation of various stakeholders in fisheries co-management, each party must understand its own role, that of others and the relationship and links between them. The roles by various stakeholders within BMUs are set out in the BMU Statutory Instrument - Annex 3.

The different roles of other stakeholders may include:

- Policy formulation and issuing of policy guidelines, formulation of fisheries legislation and enforcement at national level;
- Designing fisheries information collection systems for implementation by local authorities and BMUs;
- Guiding the establishment of BMUs;
- Co-ordinating a national capacity building programme;
- Ensuring that monitoring of the performance of BMUs and their lake wide institutions is undertaken by local governments;
- Issuing registration certificates to the BMUs as recommended by the districts.

3.6.6 Training, support, supervision and accountability

The task for government and civil society organisations such as UFFCA is to focus on enabling BMUs, to co-ordinate the activities of the whole community or village not just small groups. In order to achieve this, BMUs need to be built from below by strengthening and building sectoral

groups that can energise BMUs and demand that they give regular community report backs and remains accountable to their constituencies.

The strategy for the next five years will include a comprehensive evaluation of all BMUs. This will enable interventions at this level to be documented and assist NGOs such as UFFCA to collect and reflect on experiences systematically and gain new insight from the lessons learnt. Raising the level of awareness of the BMUs is another priority so that they are able to defend the rights of communities and assist and support communities effectively. The popular education and lobbying and advocacy programmes will be implemented to emphasise the importance of raising consciousness about rights and government policies and legislation. In addition learning groups will be established or extended so that a culture of independent learning is developed amongst BMUs, sectoral groups, school governing bodies and the broader community. BMUs will be supported to get mandates from communities and give regular feedback. BMU plans should be posted up in prominent places and widely published so that the whole community shares the information and knows their activities.

One way BMUs can become legitimate bodies within their communities, is for UFFCA to assist them to become membership–based organisations to which community members formally affiliate and perhaps contribute a small fee. If the community members consciously affiliate to BMUs, then they will be more inclined to actively participate in the community activities and exert pressure on the BMUs to satisfy their needs and be accountable. In order for them to become independent people's organisations, the BMUs need to consider how they will generate resources to sustain themselves. A membership fee, for example, can give them some measure of independence but they need to undertake fundraising activities.

3.6.7 Roles, linkages and impact

If BMUs are to fulfil their role as vehicles of change, then they need to develop alliances with other sectors and organisations. They need to develop linkages and partnerships with trade unions and social movements and also interact and join forces with national campaigns to further the interests of the poor. This will enable the BMUs to link local concerns with macro issues.

The relationship between BMUs and Local Government, including the Local Councils, is another area of focus for the BMUs. At times, it is important for the BMUs to join forces with Local Government while in other instances they are called upon to confront Local Government in the interests of the communities they serve. This requires a sound knowledge of Local Government legislation and mature and insightful leadership to provide guidance on the process of negotiation and confronting government authorities.

Furthermore, the BMUs need to clarify whether they participate in local Government formations with an agenda to fight for the interests of the community they serve or whether they are there to report back to their communities on what Local Government is doing. The building of BMUs capacity to enable them to lead the community to participate actively in the affairs of Local Government and to make developmental Local Government a reality will be critical to UFFCA in the coming years. The importance of developing a committed and informed leadership cannot be over-emphasised.

Traditionally fishery issues and problems have been the responsibility of generalists; non-fisheries law enforcement agencies including the police, army, prosecution, judiciary and Local Government authorities. The result is indiscriminate harassment of the members of the fishing communities and uncalled for destruction of their property; fishing gears, boats and fish. There is also high level of corruption in the fishing industry; increased cases of human rights violation, abuse by Government law enforcement agencies and lack of access to Departmental Officials .The community on the other hand has few opportunities to participate in decisions about natural resource access rights.

From the above, it is clear that there is need for further strengthening of BMUs capacities in terms of organisational management, leadership and conducting information and education campaigns on Government policies and legislation pertaining to resource access and service delivery. This will enable BMUs to support fishing communities to protect and defend their rights towards sustainable livelihoods. BMUs comprise of CBWs who help in enforcing and promoting educational programmes at the fish landing sites. Finally, if the BMUs are to make a lasting impact on the lives of the fishing communities they serve, they need to integrate their activities into broader social movements. In so doing they will enable communities to be an integral part of national and international struggles to change the living conditions of the poor.

PART D Learning and Gaps

4.1 Context

The CBW as a model for service delivery has grown out of the need to overcome the shortcomings of the formal extension service. Civil society organisations are evolving the CBW system almost simultaneously in different places and for different services in Uganda as they recognise the need for this important service delivery link. A quick look at the various CBW initiatives clearly indicates that they are going through a learning curve. This review has shown that there are still many gaps to be filled before the CBW model can be fully integrated in mainstream service delivery level. This section outlines the lessons learned so far in the use of CBWs in selected areas in Uganda by various service providers and highlights the gaps in service delivery through the use of CBWs.

4.2 Focus of CBW Systems

The JIDDECO project case study highlighted the need for some degree of specialisation although farmers need a range of advice. In Mbarara District, for instance, the community facilitators have fields of specialisation but at the same time they are able to handle the crosscutting issues like soil and water conservation, gender, facilitation skills and business skills. Table 4.1 below outlines some challenges for CSOs in using CBWs as either generalists and / or specialists.

Table 4.2 challenges for CBWs as generalists and / or specialists

CBW	Observations	Critical Issues
Generalists	• Can competently handle information about every subject area • Farmers are generalists in practice • Diversified activities to combat shocks and stresses (disasters)	• How to manage shocks and stresses in times of crisis e.g drought, HIV/AIDS and conflict) • Availability of back stopping support (FA) • Quality of service versus demand
Specialists	• Knows a lot about the specific a subject • Very vital in cases where there is market for products. • Farmers tend to specialise in the income generating enterprise.	• How to address natural disasters in view of a livelihood. • Tendency to be the 'expert' • Too few hence lack of allegiance to government institutions. • Demand for pay on service rendered • In case the community has few taking on this specialisation • How many specialised fields can a community contain? • How do they inter-relate?

Table 4.2 clearly shows the challenges faced by CSOs in determining whether to have a generalist or specialist CBW. In most cases it depends on the nature of the community and service to be delivered. If a community is demanding a particular service it may be useful to train a specialist to offer training to the community. The review showed that most service providers have realised quicker results with specialised CBWs.

Depending on the needs of the community and the type of services being provided, CBWs will engage in different activities within communities. These include;

- Being a conduit for information and technologies;
- Being a bridge/link person between the community and service providers/FA;
- Mobilising the community for learning activities;
- Engaging in training activities with the FA, and training community members;
- Working on their own activities and providing demonstrations from their own farm;
- Animating the community and maintaining the momentum of development activities.

Whether a generalist or a specialist, CBWs should be seen as animators in society whose task is to bring about change from within. If CBWs focus on a particular discipline it is important they link with other CBWs in the community. A community forum for CBWs can increase the advantages of co-ordination and efficient use of CBWs in a particular community.

4.3 Selection criteria and procedures for CBWs

Experiences of CBW selection within the case studies was diverse ranging from an external body like the FA choosing the most outspoken, elite, presentable members of the community to a mixture of community and FA influences. Community involvement in the selection process is most effective when community members have been sufficiently sensitised about the programme objectives and activity. However in most of the case studies, the community does not have a central role in selecting CBWs. This lack of community involvement at the selection stage can considerably reduce sustainability of CBWs and that of the project. In some cases the FA is beginning to develop guidelines on the recruitment process in consultation with the wider community.

The FA should be involved in the selection of the CBWs ; selection of the wrong person may result in adverse consequences. It is sometimes difficult to reverse the selection of the CBW as this may create cliques in the community and destroy the initiative. There is a tendency for opinion leaders and rich people to 'grab' the process hoping to reap quick benefits only to be disappointed later when the expected returns are not forthcoming.

The wider community, where possible, should do the selection of CBWs without being influenced by the local leaders. However, the leaders should be given due respect and recognition in the process. Failure to recognise the existing community leaders will result in their non-participation and hence not support the programme, sometimes with disastrous consequences. The community should clearly understand the objectives of the programme and set the criteria for selection. It is important to include the different interest groups in the community in the negotiations to define roles, responsibilities and benefits

Beneficiaries, CBWs and FAs suggest a range of characteristics that can contribute to an effective CBW system. These include: an understanding of the social dynamics of the target community and ability to mobilise them; an ability to innovate; basic literacy (though not always an enforceable condition); good communication skills as well as interpersonal relationships; leadership qualities (influential, facilitative); honest and trustworthy; respectability; willingness to work/serve others; flexibility to adjust to changes demanded by the community; and receptive to learning and sharing.

In addition the CBW should be acceptable in the society irrespective of his/her social status. Gender and disability concerns should be considered and the community should consider how to make the CBW - and hence work - attractive to young people.

4.4 Financing of CBWs

The CBW concept is premised on the understanding that Government extension services do not reach all the communities, particularly at the household level. The CBW system has cost implications that must be borne and considered. The donor community is a very important catalyst in the initial stages of CBW systems because of the need for funding in most programmes. However, the community should be made to see any donor input as initial seed support that will eventually phase out. Government too needs to recognise that CBWs are contributing towards poverty eradication and therefore lobbying should be done to get resources for the CBW system. The government should also ensure that the CBW system is integrated into service delivery and fund it in partnership with NGOs and the community.

Furthermore, in order for the CBW system to be successful, an incentive system should be built in. Although monetary incentives may not be sustainable, it is important for some kind of incentive to be in place. Incentives can take several forms including in-kind donations such as bicycles, t-shirts, training and transport allowances. In many situations CBWs spend many hours on community work and it is appropriate for the community to develop an incentive system for rewarding and motivating them.

The results of the review indicate that there is no single formula for remunerating community workers. However, where the work has direct financial benefits to the community it has been shown that they are willing to pay for the services. Service providers need to study each situation and find out what works best in each particular community. The following questions, influenced by experiences from the case studies, can be considered when assessing the method of support to CBW in a particular community:

- As FAs develop criteria for remuneration of CBWs and provision of incentives, will incentives lead to donor dependency?
- How can the community support the CBWs? For example, by contributing transport to collect inputs;
- Most service providers are project oriented and give incentives to achieve outputs without considering sustainability issues for the initiatives. What replicable mechanisms for providing incentives can be established?
- How can the community be involved in deciding on the type of incentives to offer to CBWs?
- What non-monetary incentives may motivate CBWs? For example, training, t-shirts, transport and/or gardening implements?
- CBWs should not be made to feel that they are part of the "formal" extension service system. How is this best achieved?

4.5 Training, support, supervision & accountability

CBWs should receive training, mentoring, demonstration implements and materials, transport, skills development, and technical support. In fact training often serves as an incentive for CBWs who require training in practical skills. In the Uganda Land Management Project the CBWs opted for the fields of their choice while all of them received training in generic areas. These included soil and water conservation, community mobilisation skills, group dynamics, and teaching skills. Most organisations organise training events away from the community but there is also a need to deliver some skills-based training actually in the field and on a household level. Women are less inclined to attend training events if organised away from the community because of cost and social factors. For CBW systems to be effective ongoing training and capacity building is critical for local committees. Management committees, for example, will often require governance training.

The CBW system should promote accountability through functioning community structures. There are various committees such as those operated by Local Councils to which the CBWs should derive some level of accountability, taking great care to ensure that the community structures do not exert official influence on the system or visa-versa. The local leadership can be groomed by the FA to devolve responsibility and empower the community. In some communities traditional leaders are still very important in society and should be involved in CBW systems. In the NAADS programme CBAs are accountable to Parish Co-ordination Committees (PCCs), comprised of representatives of chairpersons of farmer groups. PCCs are responsible for ensuring physical accountability of CBAs and extension staff. The PCCs carries out monitoring and evaluation through conducting field visits where they assess the progress of farmer groups and CBAs activities and their performance. PCCs are in turn accountable to the sub-county coordination committees, which are responsible for both physical and financial accountability, deployment and facilitation of CBAs, linkage with the district and facilitating the registration of farmer groups and CBAs.

The tendency has been for CBWs to pay allegiance to the source of financial support – often an external FA - but the community is the recipient of the services and they are the ones to appreciate and show the need and effectiveness of the CBW delivery systems. Support to CBWs should therefore be through the committee and mechanisms can be developed for building and sustaining such support. When the CBW system is divorced from the community structures the programme is compromised. However it is appropriate that the FA checks on the subject matter and methods used by the CBW and contributes to ensuring that CBW is professionally and ethically accountable. For sustainability purposes the FA should ensure continuous and effective unhampered flow of activities. This should assist CBWs to be fully accountable to the community.

The services ought to be seen as vital, contributing to the welfare of the people. It is an incentive when the services assist with either increased income generation within the community; enhanced quality of food production or visible water health improvement. Such outputs can in turn contribute to increased revenue collection locally – for example, through the BMUs.

4.6 Relationship of community structures, roles and linkages

The multiplicity of community institutions delivering CBW services has resulted in several shortcomings. Resources are not optimally used, as there is duplication of efforts and conflicts can arise over roles and responsibilities between established leadership and CBWs in service delivery. CBWs have to guard against political or nepotistic manipulation by internal and external agents which affects their productivity and effectiveness.

The Local Council system is the lowest Government structure at the various governance levels that is expected to provide overall monitoring of service delivery. The LC chairperson is a popularly elected official through adult suffrage and therefore has the community mandate to govern. All people living in a village are members of that local council. If they and opinion leaders are not involved or consulted during the initial stages of introducing the CBW system, they can undermine any efforts and the work of CBWs. The monitoring, evaluation and sustainability of CBW systems becomes difficult as service providers come and go. So linkages in service delivery are important because the communities usually see their problems as one whole not in segments as official service providers tend to believe. A multi-agency forum at the community level to monitor the CBW system and begin to institutionalise CBWs could help address some of these issues.

The envisaged roles for the community in terms of management could be strengthened with appropriate support mechanisms. For example, a community can use participatory methods to understand the development trends for their area and use this as a basis to decide on desired actions for the community. If involved in the planning process at an early stage they can assist with monitoring project outputs and resource use. It is also very important that after being mobilised the

community participate in the group activities and adapt or adopt changed practices. Sharing approaches and learnings with other communities can further support and promote the CBW system.

The relationship of CBWs with community structures tends to differ among the different sectors. In the agricultural sector, for example NAADS has provided technical guidelines for the delivery of advisory services to rural farmers through contracting service providers (referred above as CBAs, and CBFs, etc). In addition, NAADS is finalising guidelines for deployment of community based extension workers. This is largely based on lessons and best practices learnt from the ULAMP programme in which CBAs are outstanding farmers who are members of farmer groups (common interest groups) trained to train fellow farmers at community level.

In the health sector, the Ministry of Health is putting in place Village Health Committees (VHCs) to monitor health programmes at the community level. In other situations, NGOs have put in place community structures to implement their programmes leading to a proliferation of CBWs in the communities. For instance, Environmental Alert's Community Forest Pilots have management committees with representation at parish level.

Roles for Government departments, NGOs and the private sector could involve the co-ordination between the various partners and ensuring clarity over their roles. This may differ with different programmes in different areas and with different stakeholders. However there are some basic issues that will be common such as the need to provide initial resources and/or seed money to kick start the CBWs work in the community. It is likely too that they will assist with linking relevant community committees with other institutions and agencies who are also involved in the wider programme.

CBWs need support in terms of specialised skills from the government extension staff, NGOs and the private sector. CBWs also benefit if a person from an external agency plays a mentoring role. The programme will benefit if external agencies assist with putting in place community systems or strengthening existing ones to provide community accountability and sustainability. Multi-sectoral committees including representation from government departments can form good teams to resolve conflicts. However the programme is likely to be compromised if the Government role becomes more of a controlling one rather than an advisory and enabling one.

FAs are a vital link between the Government or donor or private sector and CBWs. They are the main sources of information and training for CBWs and play a significant advocacy and lobbying role for the CBW system. The mentors build capacity and help plan and implement the system within the target community.

Effective linking between stakeholders can be enhanced when a thorough stakeholder analysis happens at the outset, when there is clarity on roles and responsibilities, when co-ordination of the linkages between different stakeholder groups has been integrated into the planning process and when reviews are planned and actually implemented. It is advisable to have a clear exit strategy which is clarified with the relevant committees right from the start.

Government, NGOs, the private sector and donors have a role to play in institutionalising CBW systems in the communities. CBW work can be further advanced if they can communicate with each other, formally or informally, within and across sectors.

4.7 Impacts and sustainability of CBW systems

The CBW system is gaining popularity in Uganda as a good means of service delivery among the rural poor. Where the local community has been involved in selecting the community workers, the system has had better impact. The community needs to be clear about the objectives of the programme, which should in turn address the perceived problems of the people. Community workers

who are seen to be addressing the development priorities of the community receive better support than those that are considered to be champions of outside interests. It is therefore vital to develop linkages between the different FAs and individuals. All key stakeholders must be engaged from the very beginning with clearly defined roles, responsibilities and benefits that may accrue.

Evidence from the farmers visited is that there have been significant impacts on those who participate in projects with CBWs. In JIDDECO practising households have been able to increase production of vegetables and are now selling their surplus. The farmers were using funds raised from vegetables, bananas and vanilla to pay school fees for their children. This demonstrates the importance beneficiaries attach to seeing returns within a CBW programme, for example like income generating activities or improved health.

The JIDDECO farmers have a good grasp of the CBW system, which has helped to build the capacity of members to innovate. The farmers interviewed were willing to pay for the services of the CBWs. In BUCODO CBWs pay for their own travel costs to the training and organise exhibitions thus promoting self-reliance and commitment to service provision.

Despite all the good experiences, CBW systems have many challenges as regards impact and sustainability. For example, services reviewed did not have sustainability plans at the onset of establishing CBW systems and had not conducted baseline surveys to facilitate the measuring of impacts. Many of the projects did not have adequate systems for cost-related record keeping to justify time and cost effectiveness of the system. The lack of a forum for CBWs in the community leads to duplication of efforts and no recognition.

Despite evidence that CBWs do contribute to the impact of projects like BUCODO and JIDDECO many potential CBWs are put off by the labour required and the fact that implementing organisations do not always provide incentives.

CBW systems are likely to be most effective where:

- Participation by target beneficiaries in previous development initiatives has been limited;
- Community leadership is regarded as important;
- Donors, government and opinion leaders are willing to support the system;
- There is a demand for the service within the community;
- There are financial resources to launch the programme;
- There is adequate participation and involvement of the targeted community;
- Attention to gender and equity are important components of service delivery.

Sustainability of CBWs will be achieved if they are recognised by government and rooted in and supported by the community. Sustainability of CBW activity will be further enhanced if they are integrated in the mainstream service delivery system. However the CBW system should not be based on permanent structures but develop as a dynamic system that responds to the needs of the community. The CBW system should be able to evolve as communities and their needs change.

There is need for a detailed study to exactly determine the actual costs of service delivery in both the formal extension and CBW approaches. Discussions with various service providers, including government, have indicated that CBWs are cheaper per farmer but may not be sustainable under the current drive for liberalisation. CBWs will increasingly demand payment for their services and thus increase the cost of service delivery.

However case studies considered in this review demonstrate that the community worker concepts appear to be cheap per extension worker and also per active farmer. Also, the CBW model is very cheap to operate per community member particularly for services that do not need specialised extension skills whereas the traditional extension process is expensive to operate considering its

limited impact. Nevertheless, if CBW approaches were replicated more extensively costs would inevitably rise and there would be challenges of accountability and sustainability. A mixture of service delivery models comprising formal extension and CBWs will be required to offer effective and sustainable service delivery systems.

4.8 Summary of learnings and areas for immediate follow-up

In seeking to gain recognition and support for CBW systems in Uganda it is beneficial to look at the following areas of concern:

- The issue of impact needs a deeper study to be able to convince other players about the important role that dispersed community workers would have. This will include a closer analysis of costs;
- The planning schedule of curriculum reviews to consider how to incorporate CBWs in service delivery;
- Methods of lobbying and advocacy for CBWs amongst the donor community;
- Assessing the feasibility of establishing a network or forum for CBWs at all levels including parish, sub-county, district and national levels.

The challenge still remains on how to ensure that CBWs are institutionalised at the highest monetary policy level particularly in the PEAP. Scaling up of the CBW system will be easier when government integrates and aligns its monetary policy frameworks with the institutionalisation of the CBW system. Unfortunately data on the performance and effectiveness of CBWs in service is still scanty and therefore difficult to fully justify the cost effectiveness and sustainability of CBWs.

4.9 How this relates to the legislative and policy environment the implications for changes to legislation

Many African governments are characterised by high levels of corruption, the challenge of poverty and the impact of HIV/AIDS. The challenge of development is hampered by lack of accountability, political instability, low rates of economic growth and a high peasant population with a non-industrialised agro-based economy. The legislation is often very autocratic and not always responsive to community needs. Current legislation does not fit with the CBW approach which is about empowering the rural poor to influence their social, political and economic development and challenging attitudes, legislation and service delivery and resource allocation arrangements. The Ugandan government has taken a bold initiative to let farmers demand services within the NAADS programme but more progress needs to be made in other sectors.

Given the gender inequalities in Uganda, implementing the CBW models will require special considerations to gender issues. All interventions must be gender-responsive and gender-focused and include both men and women. Therefore, intervention planning and implementation should carefully consider men's and women's participation, roles and responsibilities and workloads, as well as control of, and access to, resources and existing power relations that may prohibit participation. Gender analyses will identify enabling factors that can ensure that information is provided to, and utilised by, both men and women, and that will motivate women as well as men to participate and benefit. In addition, an important role for community development practitioners is to foster the household to act as a unit in which the strengths and contributions of all members are recognised.

There is need to include explicitly the use of CBWs as a means of achieving development goals within Africa This can be achieved through mainstreaming CBWs in the existing government systems – for example, at the sub-county level – with regard to planning and budgeting. The professionals should also be sensitised to make use of them while delivering their services. This will reduce duplication of services and roles. CBW training should be an intended benefit to acquire skills

and knowledge. Capacity building of CBWs is vital for ensuring the delivery of quality services. Networking of service providers will enhance the sharing of experiences and information to promote the importance and sustainability of CBWs. However it is vital that higher levels of government recognise the benefits of implementing CBW systems and include them in the PEAP.

It is important that there is a supporting policy for CBWs as Government moves in the direction of sector-wide funding of programmes. Government is still the major source of funding for rural development programmes and therefore there is advantage in ensuring that CBW systems are rooted within ministries for purposes of accountability and funding. NGOs should try to avoid setting up parallel structures although they can offer more training to CBWs to deliver specific services.

PART E Conclusion

5.1 The CBW system is becoming popular in Uganda for service delivery to the rural communities. The use of CBWs cuts across most service delivery disciplines as seen from the different names used by the various service providers that include; agricultural facilitators, community animators, literacy and development workers. Others are referred to as health workers, members of village health or water committees, traditional birth attendants, community animal health workers, community forest advisors, community resource persons and income generating activity promoters. The description of the CBW depends on the service being provided.

Generally community members appreciate the service provided by CBWs. In the agriculture sector, community members contribute to the working of CBAs in several ways, including cost-sharing, in-kind e.g. provision of land, tools, meals and travel costs.

5.2 CBWs have been integrated and accepted in all the communities where this review exercise was undertaken. The Government and the various service providers are showing a growing interest and support for the use of CBWs in service delivery. However, there are still policy gaps that need to be filled before CBWs are recognised at the macro-monetary policy level. Fortunately, at sector level there is support for CBWs in service delivery. The sectors that are using CBWs include health, veterinary, agriculture, micro-finance and income generating activities, and water programmes.

5.3 This review and the stakeholder workshop, which brought together practitioners and policy makers to share current experiences of CBWs in Uganda, have shown that there is a general consensus among service providers that CBWs have enhanced the performance of the formal government and NGO extension system in service delivery. The CBWs are in constant touch with the target communities thus reducing the cost of service delivery.

5.4 The sustainability of CBW system is depended on a number factors; these include recognition and acceptance by the government, donors and community based service providers, and active engagement by communities in their development at the micro-level.

ANNEXES

Annexe I List of persons contacted for the review

Names	Organisation	Designation
Dr. Francis Byekwaso	National Agriculture Advisory Services (NAADS)	Director Planning, M & E
Anthony Nyakuni	NAADS /ULAAMP/ CIDA	National Facilitator
Grace	CARE	Social Economic sector
Mary Babigumira	CARE	Administrator
William Luboobi	CONCERN, Kampala	Programme Coordinator
Margaret Semukasa	CONCERN	Project Manager Mpigi
Godfrey Bazira Wabwire	JIDDECO	Asst Development Coordinator
Dorcus Atieno Musabaho	JIDDECO	Programme Officer
Joyce Kadowe	Uganda Aids Commission (UAC)	Social Worker
Stephen Kiirya	Community led HIV/AIDS project (UAC)	Implementation Specialists
Dr. Luyombo Kosiya	Mukono District Health Department	HIV/AIDS focal person
Kigozi Eliphaz	Mukono Health Department	Coordinator
Justine Ojiambo	Organisation for Rural Development Enterprise.	Assistant Executive Director/ Field Officer
Madira Davidson	BUCODO	Executive Director
Asiku Micah	BUCODO	Programmes Co-ordinator
Mike Seruyange	Butuntumula Sub-county-	Sub-county Chief
Semuyaba Katongole Sam	Butuntumula Sub-county	Chairman LC III
Haawa Serugendo	Butuntumula Sub-county	Community Dev. Officer
John Rusoke	Intergrated Lake Managemnt Project	Project Training Coordinator
Osinde Owor Noor	Min. of Gender Labour and Social Development	Principal Community Development Officer
Hon. Sam Bitangaro	Min. of Gender Labour and Social Development	State Minister
Sam Bitangaro	IRDI	Executive Director
Dr. E. Namaganda	Uganda Aids Control Prog.	

Annexe II References

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