

# Chapter 1

## Introduction

### 1.1 The Planning Process and Outcome

Arua District is one of the Local Governments in the Country.

The District fully embraces the Policy of Decentralization as mandated by the Constitution of the Republic of Uganda, 1995 under Article 196 and the Local Government Act (1997).

Therefore Arua District Local Government considers Decentralization as a powerful cornerstone in her efforts to implement her Development Plan in line with the framework of Government Poverty Eradication Action Plan (**PEAP**) and the Millennium Development Goals (**MDGs**).

Arua District reviews and rolls over its Development Plan every year. The main aim is at achieving the District Development Goals, both the Strategic and immediate Objectives through the implementation of the Medium Term Expenditure Framework (**MTEF**) which has been derived from the Local Government Budget Frame Work Paper. (**LGBFP**)

The purpose of the review is basically three fold.

**Firstly**, it provides an opportunity to take stock of the major achievements registered during the previous financial year, constraints that were encountered during the implementation of programmes and lessons learned.

**Secondly**, it is an opportunity when the district reflects further on its strategic development framework in terms of its adequacy in responding to the development challenges and aspirations of the people.

**Thirdly** it is a moment when new targets for the future (next three years) are set.

One of the guiding principles in reviewing of the current DDP was the district's commitment to advancing and strengthening the process of devolution right to the grassroots. It was also based on the recognition of the significant role played by the civil society organizations (**CSOs**) and the private sector in the development process. In that respect, deliberate effort was taken to enlist active participation of the local leaders at all levels of local government, representatives of the **CSOs** and private sector in the planning process.

In a bid to fully actualise an integrated and comprehensive District Development Plan, a number of interventions were carried out based on the process that was begun in 2004/5 Financial Year as a base line.

Firstly, there was a review of each sector and sub-sector vision, mission objectives and expected results to ensure they do not conflict with or duplicate others. All the sectors working towards a common district mission, a shared district vision, joint strategic objectives and collective intermediate objectives. In that regard, the district has adopted integrated planning with sectors indicating only where their contribution comes in.

Secondly, interventions proposed for the medium term (three years) and the Annual Work Plan and Budgets have been identified through an elaborate problem analysis process

undertaken by each sector with input from the relevant NGOs and also informed by a similar process carried out by the Sub-county Councils across the district during their Budget Conference at sub-county level.

With the input from the Sub-counties, derived from their own community consultation process, the proposed interventions are consistent and reflect the priorities and needs of the communities which is a key prerequisite in ensuring successful and sustainable development

Thirdly, not only did the NGOs and Sub-counties participate in the district planning process, but also their plans have been integrated in the District Development Plan. The integration has been done through recognising their contribution to the district strategic objectives, intermediate objectives and outputs. Additionally, their roles and responsibilities in implementation have been spelt out in the sections on implementation arrangements of the Three Year Action Plan and the Annual Work Plan and Budget. More than that, budgeting for and making provisions for operation and maintenance of the Sub-county investments is yet another milestone in integrating Sub-county plans. Along the same line, the budgets for NGO and Sub-county have been included as a below the budget line figure to indicate the volume of resource inflows into the district.

Finally, a truly integrated and harmonised Plan does not only take care of sectoral linkages and bottom up priorities and needs but must be consistent with the national priority programmes policies and standards. Arua District Development Plan is fully compliant in these areas. The problems that the district is tackling are all poverty related. Of the 5 pillars of the Poverty Eradication Action Plan (**PEAP 2004/5-2007/8**) the district plan is contributing directly to four.

- Economic Management
- Enhancing production, competitiveness and incomes
- Good governance and security.
- Human Development.

Besides from the outcome, the process has also been more rigorous. During this year Sector Working Group meetings held at Catholic Centre Conference Hall the proposed intervention were appraised and screened using a set of nine criteria namely;

1. Consistency with the district strategic and intermediate objectives;
2. Technical feasibility;
3. Availability of funds (especially for the first year)
4. Number of people benefiting;
5. Development of local potential;
6. Sustainability considerations including provisions for recurrent costs;
7. Environmental considerations
8. Gender responsiveness and

## 9. Political acceptability

The appraisal aimed at screening and prioritising investment proposals. Investments that failed to fulfil the first three criteria were dropped outright. While those that passed the minimum requirements (first three criteria) were then ranked based on the total score obtained from the remaining criteria where each criterion was given a score on a scale of 1-5.

### **1.2 Organisation of the Document**

The District Development plan has been prepared in four different Volumes.

Volume 1, which is this one, covers the Policy Framework. Volume 2, the interventions proposed for implementation in the medium term, Volume 3, the Annual Work Plans and budgets while Volume 4 contains the profiles of the interventions in the Annual Work plan.

In this document (Policy framework), Chapter one is the introduction describing among other things the Planning process, the physical and sector profiles of the District. This chapter also details the SWOT analysis of the District including the discussions of the human, economic, natural weakness and opportunities of the District.

Chapter Two discusses quite briefly the performance the district in the preceding years pointing out area of failures where improvements are required.

The third Chapter concentrates intensively on the development challenges facing the district as a whole by sector.

Chapter four presents the interventions for the next three years by Sector by priority. It indicates both the District Strategic Objectives and intermediate objectives to achieve the desired goals of development.

Chapter five and the last is about monitoring and evaluation. It gives analytical matrix for gender responsive monitoring and evaluation mechanism. This chapter logically concludes with a District Development monitoring and evaluation plan by Sector.

### 1.3.0 District Profile

#### 1.3.1 Location

Arua District lies between latitude 2° 30'N and 3° 50'N and longitude 30° 30'E and 31° 30'E in the North Western part of Uganda. It is bordered by Koboko District in the North West, Yumbe District in the North East, Democratic Republic of Congo in the West, Nebbi District in the South, and Gulu District in the East and Terego/Maracha District in the Northwest.

Arua town, the Administrative and commercial headquarters of the district is 520 kilometres away from Kampala, Uganda's capital city.

#### 1.3.2 Land area

The district covers a total area of 4,719.97 km<sup>2</sup>. The land area is about 3,719.01 square kilometres. About 87% of the land is arable.

Table 1: Area by Sub-County by size.

Sub-County	Square Kilometers	Terego/Maracha District	Square Kilometers
Pajulu	64.11	Bileafe	212.03
Manibe	40.14	Uriama	323.12
Aroi	42.42	Katrini	68.12
Dadamu	50.13	Udupi	315.35
Oluko	80.71	Aiivu	117.52
Adumi	113.68	Omugo	125.14
<b>Ayivu</b>	<b>391.19</b>	<b>Terego</b>	<b>1,161.28</b>
Ogoko	603.57	Nyadri	49.42
Ullepi	130.24	Tara	52.95
Okollo	419.34	Yivu	61.55
Rigbo	233.93	Kijomoro	66.12
Rhino Camp	247.21	Oleba	88.38
Offaka	306.52	Uluffe	54.29
<b>Madi-Okollo</b>	<b>1,940.81</b>	Oluvu	73.13
Logiri	207.24	<b>Maracha</b>	<b>445.84</b>
Vurra	118.6	<b>Total</b>	<b>607.12</b>
Ajia	274.38	<b>District Land area</b>	
Arivu	170.49		
<b>Vurra</b>	<b>770.71</b>		
Oli River	3.76		
Arua Hill	6.38		
<b>Arua Municipality</b>	<b>10.14</b>		
<b>ARUA DISTRICT</b>	<b>3112.85</b>		

Source: Population and Housing Census 2002

### 1.3.3 Topography

Arua district comprises mainly of rolling plains rising from the Nile floor in the rift valley (600m above sea level) to the Zaire - Nile water divide (1200 to 1400 meters above sea level). Arua's landscape can generally be grouped into three topographical zones.

- a) **Madi Plateau** - Occurs at an altitude of about 900 meters above sea level. It occupies the eastern parts of the district in Terego and Madi - Okollo counties. Several broad valleys that cut across to enter River Nile dissect this plateau.
- b) **Western highland** - this upper plateau occurs at an altitudinal range of 1200 to 1800 metres above sea level. The parent rocks include basement complex metamorphose which is responsible for the formation of the hilly terrain. The zone generally covers the central western parts of Arua district especially in Ayivu and Vurra Counties. The slopes in Vurra consist of many facets.
- c) **Rift valley** - The rift valley escarpments are highest in the South and fade off to the North. They consist of several faults carps arranged, roughly parallel with the Albert Nile. These scarps separate the Rift valley plains from the Madi plateau. The rift valley low lands consist of wide seasonal swamps. All major valleys are aggraded and consist of alluvial and swamp deposits.

### 1.3.4 Geomorphology

Arua District consists of a monotonous Madi vast plain with occasional hills rising abruptly from it termed as zone of tors and inselburgs. At the Nile, rift valley, faults are seen at about 300 meters in height. Rift valley deposits occur and are backed by a series of scarps arranged in an echelon, which separate the rift valley plain from the Madi Plain. Large scarps in the West, above which the West Nile is Plateau in turn, stop the plain. This succession of plains is largely due to rift valley movement hence two erosion surfaces have been established, the Madi plain that is part of the African end of tertiary surface, and another principal erosion surface that is the older Gondwana surface.

The major valleys are aggraded with alluvial and swamp deposits. The degradation is partly geomorphic, but also associated with dense growth of papyrus and other plants that block streams and cause deposition of sediments.

### 1.3.5 Climate

Arua district has a bi-modal rainfall pattern with light rains between April and October. The wettest months are normally August and September, which receive 120mm/month. The average total rainfall is 1250mm. The mean monthly evaporation ranges from 130mm - 180mm. In the dry season (December -March) temperatures remain high throughout.

### 1.3.6 Administrative Setup

Arua District comprises 3 counties, 16 Sub-counties (including the divisions in the Urban Council s. The district has one Urban Council Arua Municipal Council.

### **1.3.7 Natural Resources**

#### **Soils.**

The soils covering most of the district are mainly ferralitic and sand loams. These soils have fine texture with rather loose structure, which are easily eroded and leached. Most soils are acidic. Soil types in the district include:

- Yellow - red sandy, clay loams latosols varying from dark grey to dark which are slightly acidic and mainly derived from granite, gneissic and sedimentary rocks. They occur on gently undulating - hilly topography.
- Brown - yellow clay loams with laterite horizon with a variety of dark brown to dark greyish brown, which are slightly acidic. These occur on flat ridge tops or as of undulating topography.
- Light - grey- white mottled loamy soils with laterite horizon ground, structure-less loamy sands. They are acidic - allocative and mainly found on the lower and bottom slopes.

#### **Water resources**

Arua district generally lacks adequate surface and ground water resources. Although the Nile is a very reliable water source and has attracted significant settlement pattern along it, it is not strategically located and covers less than 0.2% of the total area of the district. It benefits only Madi-Okollo County.

The Albert Nile is fed by streams and ground water during the heavy rains and loses its water during the dry season through evaporation and also to the surrounding unconsolidated sands, silt and gravel which recharge the water content of the surrounding countryside through natural means.

River Enyau is one of the important rivers in the district. It is fed by river Nara and drains to the East.

### **1.3.8 Wetlands**

Wetlands cover approximately 2.8% (152 km<sup>2</sup>) of the total land area of the district. This allows water to stay in one place long enough to maximize infiltration and thus access to water supplies for plants. There has however been a lot of encroachment on the wetlands for crop cultivation and unless the trend is reversed, the district's wetlands will be completely destroyed in future.

### **1.3.9 Human Resources**

#### **Introduction**

A country's most critical asset is its human resources. Human resources serve as means to and an end in development process. As a means, it provides labor force for production. To a large extent, educational level and health situation of a given population determines its labor productivity. As an end, the human development indicators show the level of development of a given society/country. Any development effort should therefore be based

on and should aim at improving the welfare of its population.

### **Population of Arua**

Arua and Terego/Maracha District had a total population of 833,928 persons as of the Night of 12<sup>th</sup>/13<sup>th</sup> September 2002.

Table 2: Total Population by Sub County and Sex

<b>Country</b>	<b>Sub County</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
<b>Arua Municipality</b>	<b>Arua Hill</b>	<b>21,588</b>	<b>22,341</b>	<b>43,929</b>
	Arua Hill	7,283	7,696	14,979
	Oli River	14,305	14,645	28,950
<b>Ayivu</b>	<b>Ayivu</b>	<b>81,730</b>	<b>90,825</b>	<b>172,555</b>
	Adumi	19,240	21,878	41,118
	Aroi	8,881	10,017	18,898
	Dadamu	12,656	13,797	26,453
	Manibe	10,936	12,143	23,079
	Oluko	13,533	14,746	28,279
	Pajulu	16,484	18,244	34,728
<b>Vurra</b>	<b>Vurra</b>	<b>43,594</b>	<b>48,267</b>	<b>91,861</b>
	Ajia	9,034	9,872	18,906
	Arivu	8,106	9,060	17,166
	Logiri	11,520	12,397	23,917
	Vurra	14,934	16,938	31,872
<b>Madi-okollo</b>	<b>Madi-okollo</b>	<b>45,535</b>	<b>48,791</b>	<b>94,326</b>
	Offaka	8,509	9,444	17,953
	Ogoko	6,542	7,202	13,744
	Okollo	5,761	6,253	12,014
	Rhino Camp	7,540	8,103	15,643
	Rigbo	14,165	14,567	28,732
	Uleppi	3,018	3,222	6,240
<b>Maracha</b>	<b>Maracha</b>	<b>69,079</b>	<b>76,626</b>	<b>145,705</b>
	Yivu	9,465	10,135	19,600
	Nyadri	10,445	11,719	22,164
	Oleba	11,040	12,246	23,286
	Oluvu	11,128	12,534	23,662
	Tara	6,729	7,333	14,062
	Oluffe	8,029	9,067	17,096
Kijomoro	12,243	13,592	25,835	
<b>Terego</b>	<b>Terego</b>	<b>76,299</b>	<b>80,105</b>	<b>156,404</b>

Aii – Vu	14,379	15,224	29,603
Beleafe	6,674	7,146	13,820
Katrini	12,613	13,861	26,474
Odupi	19,224	19,182	38,406
Omugo	15,102	16,089	31,191
Uriama	8,307	8,603	16,910
TOTAL	337,825	366,955	704,780

SUMMARY

Arua 145,378

Terego/Maracha 559,402

**Table 3 Population by type by Sub-County  
Arua District**

<b>County</b>				<b>Homeless &amp; Hotel</b>	
<b>Sub County</b>	<b>Household Population</b>	<b>Institutional Population</b>	<b>Population</b>	<b>Population</b>	<b>Total</b>
<b>Arua Municipality</b>	<b>42,436</b>	<b>1,371</b>		<b>122</b>	<b>43,929</b>
Arua Hill	14,230	704		45	14,979
Oli River	28,206	667		77	28,950
<b>Ayivu</b>	<b>171,405</b>	<b>1,137</b>		<b>13</b>	<b>172,555</b>
Adumi	41,076	32		10	41,118
Aroi	18,898	0	0		18,898
Dadamu	26,328	125	0		26,453
Manibe	23,050	29	0		23,079
Oluko	27,618	660	1		28,279
Pajulu	34,435	291	2		34,728
<b>Madi-okollo</b>	<b>93,768</b>	<b>539</b>		<b>19</b>	<b>94,326</b>
Offaka	17,952	1	0		17,953
Ogoko	13,712	31		1	13,744
Okollo	12,004	9		1	12,014
Rhino Camp	15,601	27		15	15,643
Rigbo	28,263	467	2		28,732
Uleppi	6,236	4	0		6,240
<b>Vurra</b>	<b>91,553</b>	<b>267</b>		<b>41</b>	<b>91,861</b>
Ajia	18,906	0	0		18,906
Arivu	17,131	0		35	17,166
Logiri	23,891	23		3	23,917
Vurra	31,625	244		3	31,872
<b>Arua</b>	<b>399,162</b>	<b>3,314</b>		<b>195</b>	<b>402,671</b>



**Table 4: Population by type by Sub-County  
Terego/Maracha District**

Sub County	Household Population	Institutional Population	& Hotel Population	Total	
<b>Maracha</b>	<b>145,559</b>		<b>137</b>	<b>9</b>	<b>145,705</b>
Yivu	19,596		4	0	19,600
Nyadri	22,061		101	2	22,164
Oleba	23,285		0	1	23,286
Oluvu	23,651		11	0	23,662
Tara	14,062		0	0	14,062
Oluffe	17,092		4	0	17,096
Kijomoro	25,812		17	6	25,835
<b>Terego</b>	<b>156,063</b>		<b>335</b>	<b>6</b>	<b>156,404</b>
Aii – Vu	29,586		17	0	29,603
Beleafe	13,780		40	0	13,820
Katrini	26,452		22	0	26,474
Odupi	38,358		47	1	38,406
Omugo	31,173		13	5	31,191
Uriama	16,714		196	0	16,910
			<b>472</b>		
<b>Total</b>	<b>301,622</b>			<b>15</b>	<b>311,109</b>

Source: Population and Housing Census 2002

From the above table, the highest population in the District is of Ayivu County and the least in Arua Municipality with 172,555 and 43,929 persons respectively. This therefore confirms that, the majority of the population in Arua District is rural.

### ***Sex Composition of the Population***

The sex composition of a population is useful in understanding the past trends of population change. The sex ratio defined as the number of males per 100 females is an index for comparing the numerical balance between the two sexes in different population groups irrespective of the size, location and time reference. Overall, there are 409,203 males compared to 455,852 females giving sex ratio 91.8 males per 100 females.

### ***Population Growth***

Arua District population grew at an average annual rate of 3.97% between 1991 and 2002. This was much higher than the growth rate observed between 1980 to 1991, which stood at 2.83%. The high growth rate is largely due to high fertility levels averaging about 7 children per woman, observed over the last four decades.

Given the high growth rate, the district needs to expand substantially its entire infrastructure especially in education, health, and water supply in order to enhance the welfare of its population.

## **Household Population**

In demographic terms, a household is defined as a group of persons that normally live and eat together. According to 2002 Census, out of the total population of the district (855,055), 98.6% (843,378) were living in the households while the remaining were institutional population. Total number of household in the district was 153,701. The mean household size (summary measure that gives the number of persons per household, obtained as the ration of the total household population to the number of households in the area) was 5.5. This is quite close to the previous censuses and shows that the mean household size in Arua has been stable over the past four decades.

## **Functional Age Groups**

A very high proportion of the district population is in the young age group. 23% of the total population is children aged between 0-5 years; 22% are aged between 6-13 years (primary school going age); 54% are aged between 0-17 years. Secondary school population (14-17 years) constitutes 9% of the total population. The productive age group (15-64 years) is 51% of the total population. Only 2.5% are aged 65% and above.

A young population like that of Arua District requires considerable investment in the services for children. For instance, immunization services, pre-primary and primary education, among other things.

**Table 5: Population by function by Age.**

<b>Population of Selected Age Groups</b>	<b>Number</b>	<b>Percent/ Proportion</b>
• Primary School Age Population (6-12 Years)	174,986	21.0
• Secondary School Age (13-19 Years)	138,285	16.6
• Adolescents (10-24 Years)	279,225	33.5
• University Age (20-24 Years)	70,678	8.5
• Children (Below 18 Years)	460,589	55.2
• Adults (18 Years and Above)	373,339	44.8
• Youths (18-30 Years)	185,264	22.2
• Working Age Group (14-64 Years)	432,851	51.9
• Elderly (60 Years and above)	32,539	3.9
• Girls Below 16 (Below Official Marriage Age)	210,568	25.3
• Women of Child Bearing Age (15-49 Years)	197,650	23.7
• Women 50+ Years (Above Child Bearing Age)	34,477	4.1

*Source: 2002 Population and housing Census*

The age structure also implies that a significant proportion of the population is dependent. This exerts a heavy burden on the few productive members of the population because they have to look after a number of other people, a fact that hampers the rate of investment in the productive sectors.

## **Population Density**

The population distribution in the district is far from even. There is a relatively heavy concentration of people in the counties of Arua Municipality, and Ayivu.

Terego/Maracha District Counties are moderately populated while Madi Okollo County is sparsely populated in the region. Overall, the population density of the two districts is based on the 2002 census is 153 persons per square kilometres.

### **1.3.10 The Economy**

Like many Ugandan districts, the economy of Arua is dependent on agriculture and employs over 80% of the total population. Fertile soils and suitable climate combine to support the cultivation of a number of crops in most parts of the district. Agriculture is mainly subsistence (79.9%) and takes place on smallholdings of approximately two acres using mainly simple farming tools (hoes, pangas and harrowing sticks). Only 0.5% of the population are engaged in commercial agriculture. Family members constitute the single most important source of labour.

Both food and cash crops are grown. The major food crops include cassava, beans, groundnuts, simsim, millet and maize. Tobacco is the major cash crop and is the main source of livelihood for the majority of the population in the district. It is grown mainly in the fertile highlands. Cotton used to be grown in the lower and drier plains but due to marketing problems, it has been abandoned. Efforts are however underway to revamp cotton production. There is also an insignificant growing of coffee, which is done mainly in the temperate areas along the borders of Arua and Nebbi district. There is renewed interest in the promotion of coffee production in many areas of the district now.

Other important economic activities in the district include formal employment, which employs about 9% of the population, petty and formal trade, which employs 3.8% and 0.7% respectively and cottage industry that employs 2.3%. The remaining proportion of the population depends on family support and other miscellaneous activities.

## **1.4 .0 Sector Profiles**

### **1.4.1 Management and Administration**

Arua district is managed and administered in accordance with the Constitution of the Republic of Uganda, 1995 and the Local Governments Act 1997 amended in 2001. It is administered through politically established and civil service structures. The Resident District Commissioner (**RDC**), appointed by the president advises the District Chairperson on the central government policies and is responsible for other activities in the district of national nature.

### **1.4.2 Political Leadership**

The District Council is the highest political authority and has the legislative and executive powers. It consists of a total 53 for 2006/2011 Government. Councillors meet once in two months. The council is composed of:

The Chairperson who is the political head of the district is elected through universal adult suffrage.

One councillor elected directly to represent an electoral area of the district;

Two councillors one of whom is a female representing the youths in the district;

Two councillors, one of who is a female representing persons with disability

Women councillors form one-third of the council mentioned under a-d.

The District Speaker presides over the meeting of the council.

The District Council exercises all political, executive and legislative functions; provides services as it deems fit except the powers and services reserved for the central government; protects the Constitution and other laws of Uganda, promotes democratic governance and ensures the implementation and compliance with central government policy.

Below the Council is the District Executive Committee which comprises of the Chairperson as the Chief Executive, Vice Chairperson and Secretaries responsible for Education, Health and Social Services and Environment, Works and Technical Services, Security, Production and Marketing and; Finance and Planning. The Executive Committee at the District level is the replica of the Cabinet at the national level and is responsible for policy formulation and monitoring the implementation of lawful decisions of the Council<sup>1</sup>.

The Council conducts business through standing committees. There are committees responsible for Education, Health and Social Services and Environment, Works and Technical Services, Production and marketing and Finance and Planning.

Since the start of the decentralization process, the quality of the district political leadership has improved tremendously. The district council is composed of persons with impressive educational levels. They are therefore able to work with their appointed counterparts at more or less equal footing. They are also better able to understand and interpret the laws and policies of government and hence able to make informed decisions and policies for the

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<sup>1</sup> Refer to the Local Governments Act,

district. The working relationship between the district council and the civil servants is also quite good because the councillors understand their roles and that of the civil servants reasonably well.

There is however gaps that needs to be addressed in order to make the political leadership more effective and efficient. Critical areas include:

- a) Understanding of the laws governing Local Government operations. The LGA 1997 and the Local Governments Financial and Accounting Regulations 1998 are the basis of local governments operation, it is therefore imperative that all LG staff (political and appointed) is conversant with the relevant provisions. It is important that the councillors' knowledge about the LGA 1997 and other laws governing local governments are enhanced.
- b) Policy Formulation: the major domain of the political leaders is policy formulation. Many politicians are insufficiently versed with issues related to policy formulation. It is important that Executives and Committee Chairpersons are empowered with basic skills on policy formulation.
- c) Lack of basic managerial skills for the Executives. The Executives play an important role of supervising civil servants in their respective line departments. Unfortunately, most of the Executives lack basic management skills and this makes it difficult for them to be effective.
- d) Lack of basic monitoring skills. The Executives are responsible for monitoring and supervision of programmes. They require some basic knowledge in order to be able to do so. Many of the District Executives lack these skills.

### **1.4. 3 Statutory Bodies**

Boards and Commissions are statutory bodies established to carry out functions that fall outside of the normal council business. They are provided for to foster transparency and accountability in the delivery of services to the people. Boards and commissions perform very important functions in the service of the district, many of which have legal implications and if not properly discharged can cause financial loss to the District Council. It is important that the members serving in those organs are well versed with their roles. Given that members of these organs change from time to time, it is important that they are provided with opportunities to improve their performances through training and exchange of ideas with their counterparts in other local governments and central government.

#### ***a) The District Public Accounts Committee (PAC)***

The District Public Accounts Committee comprises of four members appointed by the Chairperson of the district with the approval of the Executives and one representative from the urban authorities. Members of the Committee are non-members of a local government council and administration. The role of this Committee is to examine the reports of the Auditor General, Chief internal Auditor and any reports of commissions of inquiry. In exercising its role, the committee may require attendance of any Councillor or technical staff to explain matters arising from the reports. The Committee submits its reports to the Council and to the Minister for Local Government who in turn submits it to Parliament.

The District Chairperson and the Chief Administrative Officer are responsible for implementing recommendations of the Committee. Like other Committees of the council and the council itself, the LGPAC meets once in two months.

**b) The District Procurement Committee (DPC).**

The Contracts Committee has replaced the DTB. It consists of seven members appointed by the district management on the recommendation of the District Executive Committee; and hold office for a period of three years and eligible for re-appointment for one more term only. The DCC is responsible for awarding of all contracts for the procurement and disposal of services and works. In the discharge of its functions, the DCC in conformity with the standards established by the Central Tender Board for procurement of goods services and works and is guided by the Local Financial Regulations. They meet as and when required by the Chief Administrative Officer.

**c) District Land Board (DLB)**

The DLB is established to handle all issues related to land administration including lease of land to developers.

**d) District Service Commission (DSC)**

The DSC is established with the district wide mandate to recruit, confirm, promote, discipline and fire employees of the district. Members of the DSC are appointed by the District Council on the recommendation of the District Executive committee and with the approval of the Public Service Commission. Members of the DSC hold offices for a period of four years and are eligible for re-appointment for one more term of office. In the discharge of its duties, the DSC works according to the standards set up by the Public Service commission; and is not subject to the direction and control of any person or authority.

#### **1.4.4 Civil Service Administration**

The Civil service arm of the district consists of the appointed staff headed by the Chief Administrative Officer. The CAO assisted by his deputy and Assistants head the civil service wing of the district. The Sub-county Chiefs and Parish Chiefs are responsible for Sub-county and parish administration respectively.

Within the CAOs office are departments responsible for personnel, office administration, record management, law and order and information and public relations.

The CAO is responsible for *inter alia* the: implementation of all lawful decisions of the district council; guiding the district council and its departments on the implementation of the relevant laws; supervision, monitoring and co-ordination of the activities of the district and lower council's employees and departments and ensuring accountability and transparency in service delivery and management; supervision and co-ordination of the activities of delegated services and the officers working in those services; act as liaison between the district and central government; advise the Chairperson on the administration of the council; and assist in the maintenance of law, order and security in the district. The CAO is also responsible for staff appraisal and fully entitled to carry out spot checks and management audits in any department.

The Directors who report and are directly answerable to the CAO head sectors. The Directors are secretaries to their respective Sectoral Committees.

The CAO is answerable and subject to the general direction of the District Chairperson, who is in turn answerable to the council.

With support from the Royal Netherlands Embassy and other donors including central government, a lot of support has gone towards building an effective and efficient management system. Notable achievements include the following:

- a) Renovation and equipping of the office of the CAO and line departments with basic office equipment like computers, solar and furniture.
  - b) Sub-counties have been provided with motor cycles to ease their supervisory roles of projects;
  - c) Sub-counties have been assisted to complete construction of their office premises and provided with furniture and basic office equipment;
  - d) Heads of department and Sub-county chiefs have received training on basic management skills;
  - e) District and sub-county staff have received training on records management;
  - f) A study of the strengths and weakness of the district structure was carried out and a restructuring proposal has been made for council's consideration;
  - g) Studies on financial and planning systems have been done and recommendations for improving the systems made.
- i) Lack of refresher courses/in-service training that is essential for refreshing employees. In the absence of this, opportunity for up-grading are limited and this leads to loss of moral and decadence of skills amongst staff.

## 1.5 0 SWOT ANALYSIS OF THE DISTRICT

### 1.5.1 Poverty and livelihood Analysis.

Poverty, like Economics, is multidimensional. Poverty is not merely absence of income or low income or the failure to have one's basic requirements.

Poverty includes lack of real potential, for individual to benefit from the opportunities most basic to human development. A long healthy life, creative, a decent standard of living and working conditions, self-respect of others and access to considered **“Worthy”**

Therefore, the definition of Poverty embraces various aspects of the failure to defray the costs of a genuine human life; hunger, sub-standard housing, diseases, inability to participate freely in the life of the community because of the accumulate burden of handicaps, exploitation/ humiliations, abandonment of any ideas of a future inability to build a future and in ability to build the future generally.

Arua District is committed to support the government's primary objective of poverty eradication. The overall objective of this three-year development plan is therefore the quest for poverty eradication in the district.

In order to address poverty effectively, it is important to understand the nature and extent of the problem that affects the livelihood of the population.

This section presents and characterises the key development challenges and poverty issues; their causes and effects from the Arua district view point. They are derived from the numerous studies conducted by the district in collaboration with UBOS and other agencies. It also derives from the numerous other reports available in the district.

Although different authors have variously defined poverty, the following represents some of the key poverty dimensions specific to Arua

**Table 6 Main Source of Livelihood of Households by Sex of Head and Urban-Rural Distribution**

Source Livelihood	Male Headed		Female Headed			Total			
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
Subsistence farming	91,790	843	92,633	26,425	198	26,623	118,215	1,041	119,256
Employment income	7,175	3,602	10,777	1,310	755	2,065	8,485	4,357	12,842
Business enterprise	2,222	2,028	4,250	807	795	1,602	3,029	2,823	5,852
Cottage industry	167	225	392	72	55	127	239	280	519
Property income	435	268	703	127	76	203	562	344	906
Family support	2,926	1,394	4,320	2,217	1,025	3,242	5,143	2,419	7,562
Organizational support	1,768	79	1,847	1,060	33	1,093	2,828	112	2,940
Other	758	634	1,392	351	231	582	1,109	865	1,974
<b>Total</b>	<b>107,241</b>	<b>9,073</b>	<b>116,314</b>	<b>32,369</b>	<b>3,168</b>	<b>35,537</b>	<b>139,610</b>	<b>12,241</b>	<b>151,851</b>

Source: 2002 Population and Housing Census.



From the above table, the main source of livelihoods for the two districts still remains subsistence farming constituting 61% of the population engaging in it with 99% in the rural areas.

Most of the households in the District are male headed and more so in the rural areas than those in the urban areas.

## **1. Food Insecurity**

All people define food security as the availability and access to food at all times. Food security can be established either through own production, purchase from the market or public and private transfers.

Food security ensures that household members have access to enough for their members to lead a healthy and productive life.

Available statistics indicate that a number of households in Arua District are still food insecure. According to the SES 2001, a number of households in Arua district reported having a chronic foods shortage. 37% of the households in the rural area and 47% in the urban areas respectively reported having food insecurity always. Only 6% of rural households and 41% of urban households reported that they never suffer from food insecurity.

Food insecurity means that a number of households in the district are not able to meet the food needs of their families. The resultant effect of this is reduced number of meals a day for the family members with adverse effects on women and children.

## **2. Low Household Incomes**

The World Bank defines poverty in terms of levels of incomes of household members. According to the Bank, any body living on less than a dollar a day is characterised as absolutely poor.

In Arua District, income levels of majority of households are quite low. Subsequently, most people live below the poverty threshold of less than one dollar a day as per World Bank definition.

A report on the socio-economic survey carried out by the Arua District Planning Unit in collaboration with Uganda Bureau of Statistics (UBOS) in 2000 and 2001 respectively indicates that household incomes are on a downward trend. In 2000, fifty three percent (53%) reported that their income levels and general economic situation were on a decline compared to twelve months earlier. In 2001, the percentage had risen to fifty six percent (56%) meaning that household incomes of people are on the decline (*UBOS, 2001, pg. 49*).

The rural people are the most affected with 58% of household members reporting that their economic situations were worse off compared to a year before. In the urban areas, a significant 22% of household members reported that their economic situation were worse off compared to a year ago (*ibid*).

Overall only 14% of the total households reported an improvement in their economic situation. Out of this, 13% were in the rural areas and 35% in urban areas respectively.

The major cause of deteriorating economic situation of household according to the survey was the reduction in household incomes, reported by 43% of the households who reported worsening economic situation. Sickness and low agricultural/animal products followed.

Low household incomes constraints the ability of households to buy or produce the products they need, including the goods such as food, housing, social services such as health, education.

### 3. Social Services accessibility

Availability and access to quality social services (health, education, clean and safe drinking water) translates directly into the quality of life of the people. In Arua district, access to quality social services is still undoubtedly limited with the following implications for the quality of life of the people.

**Table 7: Key health Care indicators**

Indicator	Arua District	National Indicator
Life Expectancy at birth	44.1	
IMR/1000 LB	100	97
CMR/1000 LB	240	203
MMR/100,000 LB	736	506
Annual growth rate %	2.7	2.5
Stunting %	47	38
Fertility rate	6.7	7.1
Male literacy rates %	77	65
Female literacy rates %	46	45.7

**Source: 2002 Population and housing Census**

### **Education**

Arua District has a total of 480 permanent classrooms taking 40 pupils per classroom. We can only accommodate 193,000. If 362,000 pupils remain a constant, we are in shortage of 400 classrooms. Arua District has a total of 32,000 desks that means we can only sit 96,000 pupils. A total of 266,000 pupils sit on the floor. Most of the schools say 98% have no staff houses. The 2% of the staff houses are of a temporary nature. To-date we have 30 permanent houses. This means 5,337 teachers are not staying in permanent houses. The latrine stance pupils' ratio stands at 1: 170 and the pupil book ratio is 1:5.

Additionally, the high enrolment in primary schools has put a serious strain on water and sanitation facilities. The majority of primary schools presently have insufficient water and sanitation facilities for the children. In general heavy investment in the whole range of school infrastructure is required in light of the UPE policy. Priority needs to be accorded to providing an enabling environment for learning for children in schools. That means classrooms; desks, school sanitation and water are needed as a matter of urgency.

### ***Health***

Availability and access to adequate health services in the district is below the desired level. Infrastructure, personnel, equipment, drugs all fall short of the required level.

In terms of the distribution of the facilities, although the number of units looks reasonable, the distribution is not even. Areas of Madi Okollo have fewer facilities and therefore less accessed. Overall, it is estimated that about 60% of the population live within 5 km of the health unit. 40% of the population therefore live beyond a radius of 5 km to a health facility and find it very difficult to access medical facilities.

In terms of equipment, most of the units lack the requisite equipment to deliver quality services. Laboratory equipment is in short supply in most units.

Drug supply is in short supply in many units. The allocation for drugs and sundries is quite insufficient to last for a whole month. Subsequently, most units usually have the essential drugs for only a few days in a month. No wonder that, most people prefer to seek treatment from private practitioners, which are usually quite expensive and out of affordability by the poor.

In the area of personnel, considerable progress has been made in the recent past to recruit more staff and also train them

Lack of access to adequate health services therefore to a large extent explains the high rate of morbidity and mortality alluded to earlier on in this document.

### ***Water and Environmental Sanitation***

Though significant strides have been recorded building new water points over the years, the water coverage is till at 61% as of 2005. This means that **39%** of the population still lack access to safe water. The situation is probably worse in the rural areas compared to the urban areas. In respect to sanitation, only **52%** of the households in the district have safe toilet facilities. Apart from households there is also inadequate sanitation for institutions particularly primary schools where the massive increase in enrolment under UPE has overwhelm the capacity of the schools to provide adequate toilet facilities. Thus the most prevalent diseases afflicting the population have direct link with poor water supply and environmental sanitation. For instance the recurring cholera epidemic in the district is but much to do with drinking water from unsafe sources and poor sanitation.

The lack of access to clean and safe drinking water places a heavy burden on women and children who bare the primary responsibility for collecting water in majority of the households. They have to walk long distances and often have to wait too long in queues. The situation is worse during dry season, where a number of seasonal springs dry up.

### **1.5.2 HIV/AIDs Analysis.**

High prevalence of HIV/AIDs threatens to wipe out the significant gains that have been registered over the years. Although there is no reliable statistics on the rate of infection and prevalence rate, because of lack of adequate reporting mechanism, it is common knowledge that the infection rate is unacceptably high.

While national statistics indicate that the infection rate is going down in urban areas, there is no doubt that in Arua district this is not yet happening because of the refugee factor, the effects of war and displacement, and being on the high way to the DRC and Sudan. Qualitative information available seems to indicate that the rate of HIV/AIDs infection is quite high in Urban areas, which is a home to many unemployed persons..

Certainly, the rate of infection must be much higher given the fact that most of the HIV cases are not reported due to lack of comprehensive reporting mechanisms. HIV/AIDs testing are voluntary and not many people have the incentive to undergo the test, in part due to the stigma associated with being HIV positive. More over, there are very limited facilities for HIV/AIDS testing. The only testing centres remain the hospitals. Subsequently, majority of the people particularly in the rural areas have limited access to the testing and counselling facilities.

The effects of HIV/AIDS are that many families have lost their productive members, since infection rate is highest amongst the working groups, thereby exacerbating the levels of poverty. Similarly, the burden of looking after the orphans left behind as a result of HIV/AIDs has shifted to the old people and children who in most cases have no gainful activities.

Mention must be made of the fact that women are more vulnerable to HIV/AIDs infection due to their rather low economic status.

Therefore the progress in the fight against AID sans HIV needs a multi-sectoral approach. In Arua District HIV/AIDs has been streamlined in all Sectors. The District Development Plan wishes to address the issue by committing significant resources to halting the spread of the scourge. In Arua District the issue of combating the infection continues to receive great attention.

### **1.5.3 Environment Degradation and Natural Resources Analysis.**

Given that the majority of poor people depend on the environment for their livelihood, the state of the environment has a huge implication for poverty reduction: Over 95 population of the district lives in the rural areas and depends on natural resources for their livelihood. 80 percent of the population is employed in agricultural sector. Ninety nine percent (99%) of the population rely on wood fuel for their domestic energy needs. Degradation of the environment leads to low productivity of the natural resources and consequently poverty.

The sectors efforts to improve environmental conditions contribute to productivity and poverty eradication.

*Present situation:*

Arua District has high natural resource potentials such as fairly fertile soils forests, wildlife, water resources, wetlands, and a favourable climate with rainfall ranging from 900mm to 1500mm per year. However, several factors have led to the degradation of the

Environment. These factors include high population increase and unsustainable utilization of natural resources, poverty, desire to increase per capita, low levels of technology, low levels of environmental awareness, introduction of tobacco growing in the district and influx of refugees.

The above strain has resulted into a number of environmental issues

**(a) Soil degradation:**

Soil degradation is one of the most disturbing environmental problems affecting the district. This is particularly so in Maracha, Ayivu, some parts of Terego, Vurra and Madi counties

**( b) Deforestation:**

The District has 39 gazetted forest reserves totalling 60 425 Ha. Between 40 to 60 percent of the forests has been removed. However, deforestation is mainly taking place in communal and private lands.

**(c) Poor waste disposal/sanitation:**

Solid waste management is one of the major problems in the district both in the urban and rural areas.

Arua municipal council is currently not in position to manage the waste properly as stipulated in the Public Health Act of 1964 and Local Government statute of 1997.

Equally, most households do not have disposal pits. Latrine coverage in the district is still low (48 percent). Waste is disposed of in unhygienic manner.

Water supply in Arua District is equally not very good. Only 57 percent of the people in the District have access to safe water.

**(d) Wetlands & riverbank degradation:**

Wetlands cover approximately 2.8 percent (215km<sup>2</sup>) of the total land area of the district. This allows water to stay in one place long enough to maximize infiltration. The water holding capacity and buffering effect of wetlands ensure that rivers and streams continue to flow during the dry season and ground water is sustained.

There has however been a lot of wetlands and river banks degradation through drainage for cultivation, brick making, sand mining and burning of vegetation. Unless the above trend is reversed, the district's wetlands will be completely destroyed in future.

**(e) Loss of biodiversity**

In 1960,s the district had a variety of wildlife including white-rhinos, elephants, buffalos, kobs, bushbucks, baboons, varies species of birds and other animals. This is because of the varies habitats ranging from swamp vegetation along the Nile to wood savannah towards the west. Due to poaching, encroachment for agricultural land, lawlessness of 1970,s white rhinos and elephants were extinct. Below is a summary of the environmental issues by Sub County

### 1.5.4 Gender, Poverty and Development Analysis

The relationship between gender, poverty and development is very crucial as not only does poverty impact differently on women and men but they also experience poverty differently. Understanding these differences is crucial in fighting poverty, and requires analysis of how gender discrimination contributes to poverty and acts as an obstacle to poverty reduction. It is important to understand the synergies between gender and poverty and the following section presented in tabular form seeks to underscore the link between poverty and the core development challenges facing the district.

**Table 8: Analytical Context of the Gender- Poverty Relations in Arua District**

<b>Core Problem</b>	<b>Gender Gap</b>	<b>Discrimination</b>	<b>Oppression (impact)</b>
1. Food Insecurity	<ul style="list-style-type: none"> <li>• Women more food insecure compared to men;</li> <li>• Elderly and disabled women and orphans more vulnerable to food insecurity;</li> <li>• Men more involved in decision making on house hold enterprises and use of household resources than women.</li> </ul>	<ul style="list-style-type: none"> <li>• Men healthier than women and children;</li> <li>• Health status of disabled, elderly women and orphans worse off</li> </ul>	<ul style="list-style-type: none"> <li>• High morbidity and mortality amongst elderly, disabled women and orphans;</li> <li>• Low productivity of women particularly the elderly and disabled;</li> <li>• Low quality of life amongst women;</li> <li>• Perpetual food insecurity;</li> <li>• Loss of self esteem amongst women;</li> <li>• Limited participation in decision making.</li> </ul>
Low Household income	<ul style="list-style-type: none"> <li>• Women, particularly the elderly and disabled have lower income level compared to men;</li> <li>• Limited involvement of women in deciding household enterprises and subsequently sharing household incomes;</li> </ul>	<ul style="list-style-type: none"> <li>• women have limited access to household incomes and assets;</li> <li>• limited involvement of women in the formal and high paying sector of the economy;</li> <li>• women more insecure within the household.</li> </ul>	<ul style="list-style-type: none"> <li>• Women, particularly the elderly, disabled and rural more dependent on the already meagre resources of men;</li> <li>• Collapse of male incomes lead to automatic collapse of the household;</li> <li>• Men live on a higher proportion of household income compare to what the rest of household consume;</li> <li>• Reduced Welfare.</li> </ul>
Poor Governance	<ul style="list-style-type: none"> <li>• At least 30% of the local councils at all</li> </ul>	<ul style="list-style-type: none"> <li>• women less influential in</li> </ul>	<ul style="list-style-type: none"> <li>• interventions targeting women</li> </ul>

Core Problem	Gender Gap	Discrimination	Oppression (impact)
	<p>level are women;</p> <ul style="list-style-type: none"> <li>• Women comprise of only about 10% of civil service in the district;</li> <li>• limited participation of women in planning and decision making at all levels;</li> <li>• women councillors are disadvantaged compared to men in terms of skills for articulating issues;</li> <li>• Gender concerns not adequately integrated into development plans.</li> </ul>	<p>council decision making;</p> <ul style="list-style-type: none"> <li>• Development priorities skewed in favour of men;</li> <li>•</li> </ul>	<p>limited;</p> <ul style="list-style-type: none"> <li>•</li> </ul>
Limited Access to social services	<ul style="list-style-type: none"> <li>• Low enrolment of girls to education, particularly at higher level;</li> <li>• High drop out rate of girls from school;</li> <li>• 60% of women access health services compared to 40% men;</li> <li>• Only 9% of women in Arua District civil service are in managerial positions;</li> <li>• Women more affected by low coverage of clean and safe drinking water as they spend more time looking for safe water sources;</li> </ul>	<ul style="list-style-type: none"> <li>• Preference for boys education to that of girls;</li> <li>• More uneducated girls than boys;</li> <li>• Women have less access to higher education compared to men;</li> <li>• Women have less access to income opportunities;</li> <li>• Women disadvantaged in decision-making and leadership positions.</li> </ul>	<p>Low income status of women;</p> <p>Early marriages of girls;</p> <p>High illiteracy levels amongst women compared to men;</p> <p>Low social status of women in society;</p> <p>Vulnerability of women;</p> <p>Reduced welfare of households members particularly children.</p>
Accelerating	Over 70% of	Women spend	Limited participation of

<b>Core Problem</b>	<b>Gender Gap</b>	<b>Discrimination</b>	<b>Oppression (impact)</b>
environmental degradation	deforestation done by men;  Women bare the burden of deforestation more than men as providers of firewood for cooking;	more time looking for firewood (domestic core- non paying jobs);	women in income earning jobs;  Low incomes and low social status;  Vulnerability of women.
HIV/AIDS	65% of new HIV infections amongst women;  Burden of looking after HIV/AIDS patient and orphans shouldered largely by women;  Women access existing HIV/AIDS services more than men.	Because of their low income and social status, women have little control over their sexual rights hence exposing them to the risk of HIV infection;  Women have better health seeking behaviours than men	Widows and children denied access and control of deceased properties;  Less productivity, less food, poor health;  Sex gender based violence;  Less control over reproductive life by women.

### **1.5.5 Governance Analysis.**

Good governance is a means to achieving meaningful and sustainable development. It is also an end in itself in that the level of development of a society can be adjudged by kind of governance at play.

Good governance encompasses things like justice, law and order, observance of human rights, equity, transparency and accountability in the delivery of public goods and services, participation of the citizenry in public decision making, public awareness among others. Considerable progress has been made in enhancing good governance in the district over the years. Notable areas of improvement include the process of decentralisation, community empowerment through functional adult literacy, information and publicity. However, a lot of challenges remain to be addressed. The following areas represent some of the issues that require further attention:

- Deepening the process of decentralisation right up to the grassroots;
- Enhancing the process of participatory planning;
- Enhancing transparency and accountability in service delivery and fighting corruption in the public sector;
- Empowerment of the vulnerable groups to effectively participate in the development process.



These and many more are some of the key areas that the district will be able to focus on in the DDP.

**Table 9: ANALYSIS OF PRIORITY PROBLEM 1 POVERTY AND LIVELIHOOD.**

Immediate Causes: 1. Low production and productivity 2. Low incomes

CAUSES OF PROBLEM				
Level 1	Level 2	Level 3	Level 4	Level 5
LOW PRODUCTION AND PRODUCTIVITY	1. Poor farming methods	Low level of knowledge and skills	Ineffective extension delivery system	- Capacity constraints Ill motivated staff Inadequate resources
		High Illiteracy	Inadequate availability and access to education	
		Rigidity to change		
	2. High incidence of pests, diseases & vectors	Inadequate control	Inadequate capacity of institutions mandated	
		Poor management practices	Low level of skills and knowledge	Ineffective extension delivery system
			Illiteracy	
		Weather		
		High costs of control measures	Lack of working capital	
	3. Adverse/degraded environment & over exploitation of the Natural Resource Base	Soil degradation	Over grazing	Overstocking
			Continuous cropping	Inadequate land (land fragmentation))
	Over fishing	Poor fishing methods		

CAUSES OF PROBLEM				
Level 1	Level 2	Level 3	Level 4	Level 5
			Ineffective enforcement	
		Rampant deforestation	Over exploitation	
			Poor enforcement	
	4. Limited access to markets	Poor infrastructure	Inaccessible roads	Poor f maintenance Impassable rivers/swamps
			Lack of markets	
		Lack of market information	Inadequate capacity to collect, analyse and disseminate	Lack of resources Inadequate skills
	5. Limited adoption of improved technologies	Inadequate availability Of technologies	Poor extension – research linkage	
		Inadequate access to technologies	High costs of technologies (inputs)	
		Limited Utilisation of technologies		
	6. Poor health	Poor education	War/life in exile	Bad governance
		Inadequate access to social services	Limited facilities	Inadequate resource3s
			Poor quality of social services	Unsatisfactory staff performance
				Inadequate resources
			Decampaigning of health services	Low awareness/negative attitudes

**Table 10: ANALYSIS OF PRIORITY PROBLEM 2: LOW INCOMES**

<b>Level 1</b>	<b>Level 2</b>	<b>Level 3</b>	<b>Level 4</b>
1. Limited and fragmented markets	Inadequate markets		
	Limited market information	Ineffective extension delivery system	
	Inadequate mobilisation		
2. Low value production	Poor storage and processing	Lack of appropriate storage and processing facilities	Inadequate knowledge and resources
	Primitive technology		
3. Lack of entrepreneurship	Inadequate knowledge and skills in business management	Inadequate extension/education	
	Laziness, negative attitude, drunkenness and idleness		
	Lack of capital		
4. Low production and productivity	(Analysed under priority problem number 1)		
5. Limited income/investment opportunities	Inadequate knowledge and skills	Inadequate extension delivery system	
		Lack of appropriate incentives	
		Lack of capital	
		Lack of appropriate infrastructure e.g. power	
6. Limited employment opportunities	Poor economic performance	Lack of infrastructure	Scarce govt. resources
			Disparity in allocation of resources
	High population of unskilled labour	Inadequate relevant education	

**Table 11: ANALYSIS OF PRIORITY PROBLEM 3: INADEQUATE ACCESS TO SOCIAL SERVICES**

<b>CAUSES OF PROBLEM</b>			
<b>Level 1</b>	<b>Level 2</b>	<b>Level 3</b>	<b>Level 4</b>
1. Limited facilities (infrastructure/services)	Inadequate resources to put up facilities	Low revenue base	
2. Low incomes (Already analysed in Table 14.)			
3. Low quality of services	Inadequate skilled manpower	Inadequate resources to recruit staff	Poor revenue base
	Poor working conditions of service providers	Non/delayed payment of salaries	Lack/inadequate resources in the district
		Lack of accommodation at remote duty stations	
	Poor performance of staff	Laziness	
		Low morale	Poor working conditions
	Inadequate equipment and supplies	Inadequate funds to procure items	

**Table 12: ANALYSIS OF PRIORITY PROBLEM 4: ACCELERATING ENVIRONMENTAL DEGRADATION**

<b>Level 1</b>	<b>Level 2</b>	<b>Level 3</b>	<b>Level 4</b>
1. Deforestation	Over exploitation of natural resource base	Limited affordable alternatives to NRB livelihoods	Low incomes
	Inadequate enforcement of laws	Lack of political will Corruption Ill-motivated staff	Poor working conditions
2. Poor disposal of wastes/garbage	Lack of responsibility		
	Lack of knowledge	Inadequate awareness	Poor leadership

3. Soil erosion	Poor soil/water management	Lack of knowledge and skills	Ineffective extension service
	Overgrazing	Overstocking	Lack of knowledge and skills
4. Declining soil fertility	Continuous cropping	Shortage of land	High population (family size)
	Non replenishment of soil nutrients	Lack of knowledge and skills	
		High cost of fertilizers	Lack of capital
5. Encroachment of wetlands	Shortage of land	High population	
	Adverse weather		

**Table 13. ANALYSIS OF PRIORITY PROBLEM 5: POOR GOVERNANCE**

Level 1	Level 2	Level 3	Level 4
1. Poor service delivery	Conflicting policies		
	Political interference		
	Inadequately skilled personnel	Inadequate training	Inadequate funding
	Inadequate logistics	Inadequate funding	
	Inadequate funding		
	Lack of staff commitment & effort	Inadequate supervision	Inadequate funding
	Inefficient and ineffective systems and procedures		
2. Corruption	Lack of ethics and integrity		
	Poor remuneration	Lack of resources	
	Inadequate controls		
3. Inequality and vulnerability	Limited involvement of vulnerable groups	Indifference to the plight of the vulnerable	
		Poor targeting of development beneficiaries	
	Abuse of rights	Ignorance of rights	
	Lack of knowledge		
	Inadequate law enforcement of		

<b>Level 1</b>	<b>Level 2</b>	<b>Level 3</b>	<b>Level 4</b>
4. Lack of accountability			
5. Lack of transparency	Lack of Information Education and communication	Authoritarian leadership style	Inadequate training
		Inadequate resources	
6. Inadequate planning	Insufficient time		
	Limited participation of beneficiaries		
	Lack of skills and knowledge		
	Lack of commitment to the bottom-up planning process		
7. Lack of strong leadership	Lack of leadership skills and knowledge	Lack of training	Inadequate resources
	Corruption	Lack of ethics and integrity	
		Poor remuneration	Lack of resources
8. Inadequate participation			

## 1.5.6 Key management challenges.

### ***Career development for staff.***

Many civil servants no longer feel disillusioned because they do see possibility for career development compared to their counterparts who work with central government and other districts. Despite limited opportunity which came by way of the i@mak pilot program that provided scholarships for some undergraduate and postgraduate courses, the few study opportunities have been privately sponsored by the beneficiary officers.

Some officers have been in one post and on the same salary scale for as many as 20 years<sup>2</sup>. Others are given responsibilities to head departments without corresponding increase in remuneration. Study opportunities especially long courses are equally limited. Consequently, many staff has lost morale in work. The district should work out ways and means of enhancing career development for its staff.

- a) Records management: a commendable effort has gone towards improvement of record management including establishment of the central registry in CAOs office and training of staff. This was achieved using funding from the Institutional Capacity Building Project of the Ministry of Local Government. However, there is need for continued support to strengthen the system. There is need for continued support in strengthening records management at the departmental and Sub-county levels through training, provision of equipment<sup>3</sup>.
- b) Systems and procedures: systems and procedures are in most cases not written down for follow up of staff.
- c) Poor co-ordination: there is still the problem of co-ordinating departmental activities as well as programmes from the central government. These affect the performances of departments.
- d) In adequate skilled and trained staff of lower grades in some sectors;
- e) Poor Management Information System i.e. records management, computerized accounting system;
- g) Lack of well documented procedures and systems;
- h) Lack of Personnel Management skills among Heads of Department;
- g)Lack of accurate data from the field

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1997 section 36 (3) and section 78 (1-5)

<sup>2</sup> Refer to section 18 of the LGA 199

<sup>3</sup> The Capacity Needs Assessment Study conducted under /EDF Microproject has identified capacity gaps in key departments that need bridging.

### 1.5.7 The planning functions.

#### *Background*

A lot of powers, functions and responsibilities have been devolved to local governments within the framework of Uganda's decentralization policy and programme. Schedule two of the Local Governments Act, 1997 provides for a range of functions and responsibilities that are mandated to the local governments.

In fulfilling those mandates, local governments are required by law to formulate, approve and execute their own development plans and budgets. District local governments are obligated to prepare comprehensive and integrated District Development Plans integrating the plans of lower local governments for submission to the National Planning Authority. Like wise, Sub-counties are required to prepare comprehensive and integrated Sub-county Development Plans integrating plans of lower local councils for submission to the districts for incorporation into the District Development Plans.

For purposes of carrying out development planning functions at the district and sub-county levels, the following institutions are provided for by the LGA 1997:

- a) The District Council:** The District Council is the supreme planning authority in the district. In executing its planning functions, the Council is guided by its established procedures and also in accordance with the guidelines stipulated by the National Planning Authority. The National Planning Authority is not yet fully operational. The Ministry of Local Government has prepared and made available to the district, guidelines for Development Planning for Local Governments to guide the planning processes.
- b) District Technical Planning Committee:** District Technical Planning Committee (DTPC) chaired by the Chief Administrative Officer (CAO), consisting of Heads of Department and any other technical person who may be co-opted by the CAO co-ordinates and integrates all sectoral plans and the plans submitted by the lower level local governments.
- (c) District Planning Unit:** To facilitate the Councils in carrying out their planning functions, District Planning Units (DPU) have been established. The DPUs serve as a secretariat for the DTPC. In addition, the DPUs support the Executives in the carrying their monitoring and evaluation function.
- (d) Sub-county/division Technical Planning Committees:** The sub-county/division TPCs consist of the Sub-county Chiefs/Town Clerks as the chairpersons and all heads of department or sector within their areas of jurisdiction as members. They are responsible for the co-ordination and integration of all sectoral plans of the lower councils within their areas of jurisdiction.
- (e) Sub-county Investment Committees:** Within the context of the Local Government Development Programme, there are established Sub-county Investment Committees. The Sub-county Investment Committees are intended to allow for the participation of other stakeholders such as opinion leaders, retired civil servants, representatives of religious institutions, CBOs, NGOs etc. that may be available within the sub-counties in deciding priorities for investments.
- (f) Standing Committees of the Councils:** Before sectoral plans are tabled before the TPCs, they are thoroughly discussed and prioritised within the sectoral committee
- (g)**