

## Best Practices in Budget and Anti Corruption work



**Experiences of The Apac Anti-Corruption Coalition (TAACC), CCF Acenlwooro Children and Family Programme, and Uganda Adult Education Network (UGAADEN)**

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## Abbreviations and Acronyms

ABE	Adult Basic Education
ACCU	Anti Corruption Coalition of Uganda
ACW	Anti Corruption Week
ANPPCAN	African Network for Prevention and Protection Children against Abuse and Neglect
BBEP	Bushenyi Basic education Partnership
CEF	Commonwealth Education Fund
CSO	Civil Society Organisation
CAO	Chief Administrative Officer
CCF	Christian Children Fund
BCS	Basic Communication Skills
DDP	District Development Plan
DEO	District education Officer
DISO	District Internal Security Organisation
EFA	Education For All
ECD	Early Childhood Development
ESSP	Education Sector Strategic Plan
FAL	Functional Adult Literacy
FBO	Faith Based Organisation
GEC	Global Education Campaign
HCE	Household Consumption expenditure
IBM	Independent Budget Monitors
IGG	Inspector General of Government
KDG	Kigulu Development Group
LGDP	Local Government Development Programme
MDG	Millennium Development Goal
MLE	Mediated Learning Experience
MOES	Ministry of Education and Sports
MUDINGA	Mukono District NGO Association
MFPED	Ministry of Finance Planning and Economic Development
NALSIP	National Adult Literacy Strategic Investment Plan
NGO	Non Governmental Organisation
PAF	Poverty Action Fund
PEAP	Poverty Eradication Action Plan
PLE	Primary Living Examinations
PMAU	Poverty Monitoring and Analysis Unit
PTA	Parents and Teachers Association
NREF	Northern region education Forum
RBA	Rights Based Approach
SFG	School Facilities Grant
SMC	School management Committee
SMT	Simple Monitoring Tool
TAACC	The Apac Anti Corruption Coalition
UCRNN	Uganda Child Rights NGO Network

UGAADEN Uganda Adult Education Network  
UMT Universal Monitoring Tool  
UNCRC United Nations Convention on Rights of the Child  
UPE Universal Primary Education

## Contents

Abbreviations and Acronyms .....	i
Executive summary .....	1
1 Introduction and background .....	1
1.1 Introduction .....	1
1.2 The commonwealth education fund .....	1
1.3 Aim and objectives of CEF .....	2
1.4 Current focus of CEF .....	2
1.5 Basis for education budget work .....	3
1.5 Rationale for partnering and support to civil society .....	4
1.6 Documentation methodology .....	4
2 Best Practices in Education Budget and Anti Corruption Work .....	5
2.1 Best practice defined .....	5
2.2 Overview of approaches by CEF partners .....	6
2.3 Best practices by civil society network .....	7
2.3.1 The Apac Anti Corruption Coalition (TAAC) - .....	7
2.3.2 Achievements of TAACC .....	7
2.3.3 Tools being used by IBMs .....	16
2.3.4 Facilitating conditions .....	16
2.3.4 Challenges facing TAACC .....	17
2.4 Best practices by Child Monitors .....	19
2.4.1 CCF AcenIworo Child and Family Programme .....	19
2.4.2 Background to UPE child monitoring .....	19
2.4.3 Programme implementation process and best practices .....	20
2.4.4 Achievements and outcomes of the process .....	23
2.4.5 Factors responsible for the UPE Child monitoring achievements .....	27
2.4.6 Challenges for UPE Child monitoring .....	28
2.5 School Governance by the Adult Learners .....	29
2.5.1 Uganda Adult Education Network (UGAADEN) .....	29
2.5.2 Main goal of partnership .....	29
2.5.3 Project setup .....	30
2.5.4 Project process .....	31
2.5.5 Achievements of UGAADEN .....	33
2.5.6 Outcomes of the intervention .....	34
2.5.7 Factors responsible for achievements .....	34
2.5.8 Challenges faced by UGAADEN .....	35
2.5.9 Budget tracking tools .....	37
3 Cost benefit analysis .....	38
3.1 Comparative analysis of the approaches in anticorruption work .....	38
4 Conclusions and recommendations .....	40
4.1 Conclusions .....	40
4.2 General recommendation .....	41
4.3 Specific recommendations .....	41

## Executive summary

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The desire to realise the aspirations of Education For All (EFA) initiative has led to the development of a number of innovations, and at no time has this been more evident than now, with the timely intervention of the Commonwealth Education Fund (CEF). The realisation that the EFA goals may not be attained unless investments made towards it (by the national government and the international community) are properly utilised has motivated a number of organisations to come up with innovative strategies and approaches. At the frontline of this are a number of civil society organisations (CSO) located in different parts of the country, with anti-corruption work being part of their mandate and are using different strategies.

It is interesting to note that with these innovations, anti-corruption work has ceased to be a preserve for the often structured institutions of government (police, IGG, PAC, ISO etc). Increasingly, the frontline is being shifted from government offices in the cities and other urban centres to communities in the rural areas, but with the objective of influencing national and international outcomes.

With support from the CEF, a number of agencies are engaging their primary stakeholders in anticorruption work. This has seen children who are primary beneficiaries of the Universal Primary Education (UPE), Adult Learners who participate in Functional Adult Literacy programme, and CSO Networks engaged in anticorruption work and budget tracking activities. In so doing, it is emerging that they are contributing to the overall scheme to realise EFA goals and the MDG on education. However, this realisation has only been possible due to some of the good practices that have been exercised by the agencies.

In this respect, the Commonwealth Education Fund's (CEF) intervention to increase access to and improve quality of basic education in Uganda through budget and anti corruption work is considered to be *"a pathfinder and site of best practice"* that will most likely lead to the attainment of some of the EFA and Millennium Development Goals. Through the anticorruption activities of these agencies, the effort has contributed significantly to the reduction of corruption and impropriety. For instance the actions have realized the recovery of some misappropriated funds, improved management of public resources at community level, increased enrolment in basic education, increased retention in basic education, and as well influencing and enactment of policies at different levels of the community. In a nutshell, the intervention is increasingly leading to greater community empowerment by removing obstacles that lay on the way to improved literacy levels and the attainment of EFA and Millennium Development Goals.

However, the ultimate success of the CEF objectives and the efforts of its partners do not end with the recovery of misappropriated funds, community empowerment and policy influencing alone, rather it rests with the realisation of the overall purpose of CEF - the attainment of all the EFA goals, and most importantly the attainment of

quality basic education for all. Currently, the performance of pupils in national examinations (Primary Leaving Examinations) in the target districts still suggests the attainment of quality education is a distant objective, meaning CEF and its partners need to do more than what they have so far done.

The above trend suggests that there is more to the basic education than corruption that need to be addressed. Issues of amount of UPE grants to the schools, teaching manpower and its quality, remuneration of teachers, housing and motivation of the teaching staff, classroom accommodation and scholastic materials among others require more that tracking budget and fighting corruption. These are national issues that require a broader strategy to deal with.

CEF and its partners need to revise their strategies in order to position themselves to fit into the broader picture as the task at hand takes a national dimension. While acting local, their target should be national. They should be strategising on how to influence policies and lobbying to address the issues that have continued to restrict provision of quality basic education to the children at national level, and not being content with their achievement at local level. A robust strategy to that effect must be devised in order to effectively and comprehensively deal with the problem. This will need a lot of patience on the part of the organisation, their sponsors and the stakeholders and sustained funding of the on-going activities and a rollout to other parts of the country. The issues raised are issues of national concern that will need the involvement of all stakeholders, and not isolated moves in Apac, Bushenyi and Mukono alone.

## Introduction

Uganda declared the Universal Primary Education in 1997 which initially entitled up to four children per family to receive free basic education in all government and government aided schools. By 2003, government targeted 100% enrolment meaning every child of basic education school going age was meant to be receiving free basic education. The introduction of UPE therefore saw 100% increase in enrolment from 3.1 million 1997 to 7 million in 2003. Currently, it is estimated about 7.5 million children are attending UPE.

The introduction of UPE not only opened opportunities for children to realise their rights to basic education but also brought challenges in the realisation of the rights to basic education and learning for Ugandan children. Some of these challenges were noted to be insufficient schools, invisible barriers to education of the disadvantaged children and the girl child, structural weaknesses of classroom blocks and other school facilities, overcrowding, high dropouts, poor teaching and learning environment, poor school management, governance, and above all misappropriation of grants. This has led to serious questioning of the achievements as most schools posted poor performance in national examinations.

Given the above challenges, it became very unlikely that the 2005 gender parity goal and 2015 full access and provision of quality basic for all children targets by the MDG will not be achieved. Indeed, while this sounds a Ugandan problem, it became noticeably clear that many developing countries are grappling with the same problem and that it needed attention now for the problem to be addressed. Indeed, this needed some catalyst to be injected into the process hence the emergence of the Commonwealth Education Fund and therefore the subject of analysis in the next section of this report.

### 1.2 The commonwealth education fund

Commonwealth Education Fund (CEF) is an innovative partnership between three leading United Kingdom (UK) based development agencies with country programmes in a number of developing countries. The three agencies are Actionaid International, Oxfam GB, and Save the Children. Currently, CEF is being implemented in 16 Commonwealth countries most of whom are in Africa.

The fund was established on the premise that over 100 million children worldwide have never attended school, and over 200 million fail to complete primary education. It was therefore feared that if the current trend in education continued unabated, the world would not achieve gender parity by 2005 and full access and completion of quality basic education by 2015 set by the Millennium Development Goals (MDG) and Education for All (EFA) goals and targets. It was then estimated that the world would miss the targets by over 75 million children.

Therefore, the British Government, through its finance ministry, launched Commonwealth Education Fund (CEF) in March 2002 with a start-up global budget of £10,000,000, for a period of three years from which Uganda was allocated 600,000 British Pounds.

### 1.3 Aim and objectives of CEF

The overall goal of CEF is to have all children in the educationally poor British Commonwealth countries have access to, and complete good quality primary education by 2015, as well as enable the achievement of gender equity in school completion in all commonwealth countries by 2005. However, the central goals of CEF are making public schools work for all children and making education a top political priority/societal project by furthering the aspirations of the Education for All (EFA) framework of action and Millennium Development Goals (MDGs).

CEF therefore aims to strengthen the capacity of educational civil society, coalitions and networks in poor Commonwealth countries to help Governments ensure that the poorest and most marginalized children are able to enrol in and complete good quality basic education. The following are the CEF criteria that are meant to enable the attainment of the central goals:

- a. Strengthening civil society participation in the design and implementation of national and local education plans and frameworks;
- b. Enabling local communities monitor government spending on education both at national and local levels; and
- c. Supporting innovative ways for communities to ensure that all children, especially girls and the most vulnerable are able to access quality education within a framework of national education plans - in a way that links to advocacy work of national coalitions.

### 1.4 Current focus of CEF

Currently, CEF is currently working with a number of civil society agencies, networks and coalitions in different parts of the country to support a number of basic education service delivery related activities in line with the six goals of Education For All (EFA) initiative.

Some of the key policy areas being supported include Early Childhood Development (ECD) and Education, monitoring quality and expenditure in education (public expenditure monitoring in basic education service delivery<sup>1</sup>), innovative coalition formation (issue based)<sup>2</sup>, innovative coalition formation (grassroots based)<sup>3</sup>, and education budget tracking among others.

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<sup>1</sup> Universal Primary Education (UPE) grants

<sup>2</sup> Coalition building such as the Northern Region Education Forum which is dealing with education in conflict situation

<sup>3</sup> To address education in hard-to-reach areas

## 1.5 Basis for education budget work

Uganda is widely considered to be one of the few low-income countries that have achieved notable progress towards achieving EFA goals following its Universal Primary Education (UPE) policy. It has acknowledged the rights of its citizens to education and has a National Education Plan in the form of Education Sector Strategic Plan (ESSP), which links UPE to the country's macro-economic planning processes as articulated in the Poverty Eradication Action Plan (PEAP)<sup>4</sup>. However, Uganda is still a long way away from achieving the EFA goals.

The state of basic education is still characterised by exclusion of most disadvantaged children. In most of the schools there is lack of adequate learning resources, opportunities and conducive learning environment. Early Childhood Development and Education is largely in the hands of the private sector, with government only playing a very limited role. In fact the Ministry of Education and Sports (MOES) estimates that only 2.8% of the 3-5 years age has access to nursery education<sup>5</sup>. In adult literacy, only 120,000 people out of the illiterate population which is 37% of 24.6 million are enrolled which is just about 1.3% of those who need to enrol.

In basic education for disadvantaged children, about 1.5 million children countrywide were excluded in 2001. However, by 2003/4, many more were excluded as a result of the escalation in insurgency in the northern part of the country where it is estimated over 2 million people, most of whom children were displaced. It is even estimated that nearly 75% of all those who enrol in UPE drop out by the time they complete basic education. In elimination of gender disparities, there is still 27% more boys than girls enrolled in upper primary. And finally, in quality improvement, only 31% of pupils enrolled in primary three in 1999 and 48% in 1996 met national standards for learning competencies.

While Uganda is grappling to achieve the EFA goals, the implementation of the Universal Primary Education (UPE) policy which started in 1997 is dogged with a number of problems. Economic Policy Research Centre (EPRC) in its research on UPE grants established that only 40% of the funds released from the centre were reaching the grassroots signifying a very high level of misappropriation and impropriety. And it was further established that 76% of all the structures supported by the School Facilities Grants (SFG) were substandard. Besides, the Ministry of Education and Sports does not have accurate data on enrolment and as a result, this has led to the emergence of "ghost pupils and ghosts schools" across the country. And above all, those who are supposed to hold duty bearers accountable at all levels lack the necessary capacity.

Due to the enormity of the problems, the CEF support to education budget and anticorruption work was intended to establish the need for effectiveness and efficiency of the investments in education and also to provide a rationale for increased

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<sup>4</sup> CEF- Uganda's Education Contextual Analysis 2003

<sup>5</sup> CEF -Uganda's Education Contextual Analysis 2003 from MOES Interim Report: EFA Assessment" Kampala. GOU Sept 1999

investment in basic education by the government of Uganda and the international community.

### 1.5 Rationale for partnering and support to civil society

The CEF education budget work support to civil society is derived from **Criterion B and Priority Two** of the 2003-2005 proposed strategies to strengthen capacity of civil society networks to advocate for education for all in Uganda - **Enabling local communities monitor government spending on education both at national and local levels**<sup>6</sup>. Under criterion 2, CEF set to undertake the following:

1. Increase the capacity of CSOs to carry out critical budget work in order to stimulate discussions and strategic documentation.
2. Increase linkages between basic education of children and adult literacy through budget work, and.
3. Enhance partnership and networking between education CSOs and corporate institutions in education budget work and policy influencing.

In **criterion B and Priority Two** of the 2003-2005 proposal, the fund set itself to address the following specific objectives:

*Objective one:* Support to two district networks/NGO forum in tracking education expenditure. The implementing agencies included The Anti Corruption Coalition Apac (TAACC), and Bundibugyo NGO Forum.

*Objective two:* To explore and experiment with primary school children the different ways in which children can monitor quality of education as well as spending of UPE funds at school level. The implementing agencies include African Network for the Prevention and Protection of Children against Abuse and Neglect (ANPPCAN), Kigulu Development Group (KDG), and CCF AcenIworo Child and Family Programme.

*Objective three:* To liaise with other networks/coalitions/institutions on budget tracking and resource monitoring initiatives, not just in Uganda but the sub region and in Africa.

It is therefore in the context of the above criterion that CEF partnered with civil society agencies to engage in education budget and anticorruption work. This documentation of best practices in education budget and anticorruption work is based on a study of only three agencies being supported by CEF in three districts of Uganda (Apac, Bushenyi and Mukono).

### 1.6 Documentation methodology

The methodology consisted of review of CEF technical documents and reports, and partner agency reports. Field visits were also made during which key informants interviews were held with agency managers, selected district education officials, and

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<sup>6</sup> Strategies to strengthen the capacity of civil society networks to advocate for education for all in Uganda, Three Year Strategic Plan by the Commonwealth Education Fund Management Committee – Uganda, March 2003

school headmasters. Focus group discussions were also held with UPE Child Monitors, Independent Budget Monitors, and Adult Learners in the respective districts where they existed. The documentation team also visited construction works where education budget and anticorruption work have been undertaken by the different agencies.

## 2 Best Practices in Education Budget and Anti Corruption Work

### 2.1 Best practice defined

In the context of basic education and the attainment of EFA goals, a best practice is herein referred to anything that whether fully or in part proves to work well in making all children have access to and complete good quality primary education, and enabling the achievement of gender parity in school completion in Uganda, and which has implications for practice at any level. The practice therefore can range from broad policy level activities to the best practice at the grassroots level, it can be a specific activity that forms part of a process but which has made a significant difference in the achievements of project objectives

In this case, a good practice may be big or small; can be at any level (household, community, district or national levels; and may not necessarily be a whole programme. A good practice can be specific nitty-gritty process or activity; could be representative of something that only emerges after comparison across multiple settings; something that has been tried and actually works; and having potential usefulness elsewhere.

For purposes of this report, best practice can be classified at three levels:

**Level 1: Innovative practices** - Those practices that are considered to be those that are original, fresh idea or something that has been creatively modified to fit the local context such as involvement of children in budget tracking.

**Level 2: Successfully demonstrated practices** - These are the good practices that have been validated and been successful and whether such practices can be applied elsewhere with the same level of success

**Level 3: Replicated good practices** - This level looks at interventions that have proved to work in certain areas and have been disseminated in other areas and have proved to work with the desired results as well such as activities being carried out by TAAC and other public "expenditure watchdogs" such as the Anti Corruption Coalition of Uganda (ACCU), Uganda Debt Network (UDN) etc.

Therefore, for an activity to be determined as a best practice in this context, it must have the following characteristics:

1. **Inclusiveness:** The involvement of multiple stakeholders, government ministries and departments, local government at different levels, communities, parents, teachers and pupils, and ensures that different skills and expertise and utilized.
2. **Results:** What has changed in terms of knowledge, attitude and practice. Some immediate examples of change will include teachers spending longer hours in school, children attending classes regularly, parents placing hitherto dropout

pupils back to school; optimal use of UPE and SFG grants and practice leading to effective Direct Action Activities;

3. **Impact at the micro level:** The impact the intervention has had on the lives of the children, their parents, teachers, communities and district and national levels.
4. **Impact of the intervention has had at national level:** Changes in legislation and policies as a result of the learning at micro level where projects have been implemented, and application of tools such as Public Expenditure Tracking Surveys (PETS), Policy and Social impact Analysis (PSIA) of education and poverty related policies and programmes.
5. **Sustainability of practice:** Whether it is feasible to carry on the practice long after the funding such as pupils using tools such as Citizens Report Cards (CRC).

## 2.2 Overview of approaches by CEF partners

Owing to the different contexts, development focus and expectations, the three agencies - The Apac Anti Corruption Coalition (TAACC), CCF Acenlworu and Family Programme, and Uganda Adult education Network (UGADEN) whose best practices have been documented here are using different approaches in their education budget and anti corruption work. Indeed it is in their approaches that their uniqueness from each other becomes clear and the strengths and comparative advantages of each of them including the approaches they use in education budget and anticorruption work become evident. It is worth noting that the approaches that the agencies have used are mainly influenced by the nature of their respective target group.

### TAAC

TAACC is a coalition of civil society agencies (whose key mandates include anti corruption work). Its target group comprises of civil society agencies and individuals in Apac district with interests in anticorruption work. Under the TAACC as an umbrella organisation, the civil society agencies, and anti-corruption activities (individuals) drawn mainly from within the community engage in public expenditure monitoring not only in education but also other sectors such as health, agriculture, road construction, and other social equity projects such as Northern Uganda Social Action Fund (NUSAF) and Livestock Restocking Programme among others. In essence therefore, TAACC uses adults in public expenditure monitoring.

### CCF

CCF Acenlworu Children and Family Programme is a child development oriented agency whose entry point into budget and anticorruption work has been the child. It engages primary school pupils known as UPE Child Monitors in not only monitoring the utilisation of UPE grants but the UPE policy as a whole with reference to the policy guidelines. The engagement of children in policy monitoring makes the programme a unique one and an innovation - Level one best practice

### UGAADEN

The third approach is that of Uganda Adult education Network which involves engaging adult learners in budget and anti corruption work. UGAADEN, a network of agencies involved in the promotion of adult education services in Uganda. While its target group

are the adult learners in the monitoring of UPE at grassroots level, it also involves its network membership in budget and anti corruption engagement at district level.

## 2.3 Best practices by civil society network

### 2.3.1 The Apac Anti Corruption Coalition (TAAC) -

The Apac Anti Corruption Coalition - TAACC is a coalition of NGO's, CBO's, private sector and individuals activists in Apac district that are championing anti corruption work in the district. The Vision of TAACC is a *"nation, free of corruption with effective service delivery to the citizens in a transparent and accountable way, by all duty bearers, to the entire community"*.

TAACC's Mission is to fight "all forms<sup>7</sup>" of corruption in Apac district in particular and Uganda in general, through empowering the community and member organizations by establishing strong relations with individuals, local, national, regional and international organizations with similar goals and objectives to ensure good governance and effective service delivery to the poor. It therefore works to enhance transparency and accountability of public resources by public servants/officers entrusted with such resources, hold them accountable and enable them deliver services to the citizens of Uganda.

TAACC started as a committee elected by the different CSOs for at least two years in Apac district to steer the implementation of Anti Corruption Week (ACW). In 1997 the first anti-corruption week was organised by CSOs. The CSOs repeated the same in the next ACW and found that the programme was impacting on the communities in Apac. It was then decided that it be turned into a fully-fledged programme that runs throughout the year, working on governance and fighting corruption. TAACC therefore is a purely anticorruption agency.

TAACC is currently registered with Apac NGO Link Forum - a network of civil society agencies working in Apac district; Apac District local Government, and the National NGO Board of Uganda. It is also registered with the Registrar of Companies as a company limited by guarantee since 2003, holding a Certificate of Incorporation. TAACC has fully operational secretariat and its own staff.

### 2.3.2 Achievements of TAACC

Key achievements TAACC has made in budget and anti corruption work include: capacity building of its members in anti corruption work; awareness creation; community mobilisation against corruption; policy influencing at local, national and international level; and monitoring, reporting and documenting on public projects.

#### [A] Capacity building

To empower coalition members to engage in anti corruption work, TAACC took its members through a capacity building process. The process included mobilisation of coalition members and communities and identification of people from the membership

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<sup>7</sup> Corruption manifests itself in different forms

and those democratically elected by the communities to be trained in anti corruption work. Key areas covered in the training included skills in monitoring, forms of local government grants and key areas of monitoring, supervision of construction works, targeting allies, penetration of communities, approaches to budget tracking, the budgeting processes, packaging of information, and how to write petitions among others. They were also given capacity training in the area of project planning and management, gender mainstreaming, people centred advocacy, and gender budgeting.

Training for every skill takes between one to three days. However, there are also continuous mentoring visits to provide technical backstopping to the IBMs which also involves provision of new information including information on new grants releases to the respective sub-counties.

The process has realised over 100 budget trackers known as Independent Budget Monitors (IBMs) resident in 10 sub counties but active in eight sub-counties in Apac district. With nearly 12 budget trackers per sub-county working together, a lot of corruption cases have been unearthed and reported (**Annex 2**)

### **Best practice in capacity building**

#### ***(a) Building capacity of network members:***

TAACC has 28 member organisations all of which had their capacity built in anti corruption work.

- Building capacity of member organisations is a best practice because it has the potential for sustainability when the agencies integrate budget and anticorruption work in their programme activities. This is also a major strength of CSO network in budget and anti corruption work. Indeed, budget and anticorruption work has become the main rallying point and greater civil society action and networking issue in Apac district at the moment.
- Building capacity of member organisations gives budget and anti corruption work a wide geographical coverage as membership is drawn from all corners of the programme areas. Because of the wider coverage, TAACC has unearthed a number of corruption cases not only in education sector but other public programmes such as health, agriculture, Northern Uganda Social Action Funds etc.
- Thirdly, building capacity of member agencies has facilitated the creation greater awareness on corruption within the community within a short time, as member agencies work towards sensitising the community within their programme areas about corruption which would not have otherwise been the case if TAACC had gone it alone.

#### ***(b) Building capacity of communities***

Part of the IBMs is drawn from the communities in the sub-counties where TAACC is active. These IBMs also went through the same capacity building process as those from the member agencies.

They are organised in such a way that there is a chairperson and a secretary in each sub-county whose remit is to coordinate their activities and make monthly reports on behalf the group. Every parish in a sub-county has at least two IBMs although the IBMs operate as a group while carrying out their activities.

The IBMs do not only monitor public expenditure but they also continuously sensitize communities from which they come on issues of corruption, the state of public project amidst them, the role they are supposed to play in the implementation of the projects, specially in monitoring the implementation, their responsibility in the maintenance of these public projects etc.

- Capacity building of community representatives is a best practice because like the civil society, it has the potential for sustainability especially with continuous sensitisation of the communities that the IBMs undertake. According to the IBMs, communities report on shoddy public project works

*(c) Democratic practices in community IBM identification*

IBMs drawn from the communities are democratically elected people. The elections follow a sensitisation exercise that is undertaken by TAACC at sub-county level. The use of democratically elected IBMs is a best practice because:

- It legitimises the work of the IBMs as they seen as true representatives and the voice of the people in their different communities. Because the IBMs hail from their respective communities, they share a common cause with the people they represent. According to the IBMs, they are so popular among their people that and as a matter of fact they look more at satisfying their people than the material benefits. For instance, IBMs are being paid a monthly incentive of about US \$ 3 only and they are not relenting. The most valuable material benefit they are keen about is being facilitated with bicycles so as to make their monitoring and tracking visits carried out effectively and efficiently

*(d) Working as a group*

There are two IBMs drawn from every parish from the target sub-counties. These IBMs working as teams in their respective sub-counties carry out spot checks on public projects, physical verification of community projects, giving advice and make reports on critical issues affecting the communities and community projects and services. In education, they continuously monitor and report on issues of education in each sub-county. In other words, the IBMs are the watchdogs of the public resources, with specific interest in education projects - hence their involvement in the overseeing the implementation of the UPE policy in their respective communities.

Their activities are well planned and executed around public projects. They monitor public infrastructure construction works and use of public resources in health and education among others. They also monitor the implementation of public policies in terms of quality and quantity. In education, they monitor utilisation of UPE grants, school enrolment and attendance, teachers' school attendance, use of scholastic resources and many others as set in the UPE guidelines.

While carrying out their activities, the IBMs work as a group, moving from one project to another. Working as a group is a best practice in the process because:

- It renders credence to budget and anticorruption work because it minimises the chances of being compromised. Naturally, it would be difficult to bribe a group of 12 people because it would be expensive to do it and secondly, it is less likely that all the members will succumb to the temptation of bribery. Corruption tends to thrive within a "limited environment" because of its secretive nature.
- Secondly, working as a group reduces on time spent on a project since 12 people look at different things at the same time. For instance, the IBMs reported that they normally divide into groups of two people each to look at different monitoring items when they visit a school. Some would be looking at books of accounts while others are looking at facilities and establishing their status, class registers to establish attendance and enrolment, and others are verifying the existence of textbooks etc. In addition to reducing on time spent per project, it minimises the chances for criminals to temper with the evidence.

*(e) Involvement of women in capacity building*

Although at its nascent stage, gender considerations were not factored in TAACC programme set up, TAACC has made a deliberate move to factor and integrate gender issues in its programming. As a matter of policy for ensuring gender balance, one-third of IBMs are women, and every parish must have a woman as an IBM.

This is a best practice because it contributes to the overall women empowerment and emancipation.

**[B] Awareness creation and community mobilisation**

According to TAACC, corruption thrives best in a state of mass ignorance and massive awareness is the antithesis of corruption. Through the awareness, it was easy for TAACC to mobilise the community against corruption. Awareness creation entailed sensitizing people about the different grants that are remitted from the centre to the district, the constitutional responsibility of the citizens in the implementation of public programmes, the rights of citizens to service delivery, and the negative impacts of corruption among others. In creating mass awareness, TAACC used a number of approaches and these included holding radio panel discussions; peaceful public demonstrations and protests against corruption; holding dialogue meetings with stakeholders; and organising sporting events.

According to TAACC, the awareness creation and community mobilisation has contributed to a significant change in the attitude of the people to corruption. Whereas

there was a lot of complacency and apathy with the state of service delivery in the district, and that corruption was glorified and corrupt civil servants were seen as “sharp people”, the RBA has opened up the thinking that something better could be done. On their own, communities have started reporting to the IBMs cases of works that have been shoddily done, parents that are denying their children access to Universal Primary Education, teachers that are defiling and harassing children in school, head teachers that are misappropriating UPE grant money etc. When communities report these cases to the IBMs, it is investigated and followed up with the relevant authorities. So far, the IBMs have compiled a lot of cases of corruption which they intend to present to the district council.

***(a) Radio panel discussions***

TAACC conducted a number of radio panel discussions on the rights to access to services and rights of the girl child to access and retention in education system - Rights Based Approach (RBA), holding radio panel discussions on topical issues aimed at improving education policies and resource utilisation. The radio panel discussions is a two way process that allows feedback from the communities to the panellists. TAACC sponsored anti corruption programme on Apac FM and Radio Unity based in Lira. Radio panel discussion is a best practice because:

- It foster active involvement of the communities in the discussion around their rights and improves on their understanding of what constitutes corruption and the impact of corruption on social service delivery because. To ensure that community concerns are addressed, TAACC involved the duty bearers in the discussions to give explanations and also to enable them identify areas of concern to the citizens.
- Secondly radio by its very nature reaches multitudes of people. Anti corruption awareness was able to reach all corners of the district and beyond because TAACC sponsored programmes on both Apac FM and Radio Unity based in Lira. Radio unity in particular is very popular in the region and also has a wide coverage.

***(b) Organising peaceful public demonstrations and protests against corruption***

TAACC mobilised communities to peacefully protest against cases of corruption in the district to show their dissatisfaction, particularly with the inflated costs of projects and poor workmanship in construction of public projects. Public demonstration and protest is best practice because:

- It creates more awareness within the community and it strengthens their confidence and resolve to fight for their rights. It also serves to warn the duty bearers that the community is aware and therefore reduces on the level of impunity with which duty bearers misappropriate public resources.

***(c) Holding dialogue and working with stakeholders institutions***

Dialoguing with stakeholders including duty bearers was one of the best practices that were used by TAACC in its approach to anti-corruption work. Dialogue entailed meeting the political leaders such as the local councils, the police, and Resident District

Commissioner (RDC), District Internal Security Officer (DISO) and community leaders. This also included reporting cases unearthed by the IBMs while they carried out tracking activities. Dialogue is a best practice because:

- It led to duty bearers' involvement in the recovery of misappropriated resources and it also led to the reprimanding of the offenders. It also caused the intervention and subsequent investigation by the office of the Inspector General of Government (IGG). Through this, Apac district has of recent seen a number of investigations by the IGG and other anticorruption institutions in the country. By dialoguing with the stakeholders, the profile of corruption in the district was raised, hence making Apac district being earmarked for regular government audit which was noted to have led to a significant reduction in corruption in the district

*(d) Organising sporting events*

Rallying the community against corruption using sports is one of the most innovative best practices (level one) carried out by TAACC that directly targets the beneficiary community. The strategy involves organizing sporting events to mobilize communities, collect and pass anticorruption messages to leaders and community, and do advocacy on corruption among others. A cycling competition is routed through project sites where communities give written messages to the contestants to deliver to the district political and administrative leaders regarding the state of social service in their respective communities. This follows an intensive media advert to alert the community of the event and is usually carried out around the anti corruption week. Messages collected are read on radio for the wider community in the district, and this has been a very effective sensitisation tool against corruption. This is a best practice because:

- It is one of the few chances that the communities give their feedback to the duty bearers without fear of being isolated. The messages also tell the duty bearers about so many things about the projects including the state of the project, who is messing up the project, which contractor(s) is good or bad, whether a project exists or not and which project to follow up etc.

**[C] Policy influencing**

Another key achievement by TAACC has been in influencing policies at community, local and national levels. Some of the examples of TAACC's policy engagement through lobbying and advocacy are contained in the dialogues held with leaders and members of Apac district Tender Board on education budget utilisation and public procurements. TAACC is engaged in monitoring the use of UPE and Poverty Action Fund (PAF) as well as the School Facilities Grants (SFG) and Capitation Grants. TAACC uses the framework for the implementation of such programmes to guide and put their case to the power centres. Other policy advocacy work of TAACC has been noticed in implementing Global Week of Action / Global Campaign on Education (GCE), Anti Corruption Week (ACW), and participating in the development of the Universal Monitoring Tool (UMT), to be used nationally in budget tracking and resource monitoring in Uganda.

Some of the activities carried out by TAACC to influence policy include research and documentation on public projects in Apac district, organising integrity awards to public servants and contractors, dialoguing with duty bearers (constructive engagement) etc.

*(a) Research and documentation*

Through the IBMs and member organisations, TAACC collect information on public projects in the district. During their routine monitoring activities, IBMs collect details on projects including contractor's details and the quality of construction work. Photographs of construction project are taken as exhibits for good or bad pieces of work. Information gathered is passed onto TAACC which takes and causes more investigation where necessary. Once enough information is collected, TAACC takes it up with the relevant authorities and where necessary litigation process is caused. Research and documentation is a good practice for policy influencing because:

- Well documented cases backed up with photographs are used to influence decisions. In the case of TAACC, IBMs have succeeded to influence the district contract committee to award tenders to contractors who deliver quality work using their documentation on construction works. As a result of this best practice, a good number of contractors have been blacklisted removed from those pre-qualified to contract services in the district by the contract committee. Following this best practice, the quality of contract works has reportedly risen.

*(b) Integrity awards*

Integrity awards are an innovation and a level one best practice. It is organised by TAACC and are given to best performing contractors and the least corrupt public servants and certificates of shame are awarded to public servants that are perceived to be the most corrupt and contractors that deliver poor quality contract work in the district. It is designed to promote integrity and quality in delivering on public projects.

The award is organised to climax the week of activism. The advertisement for the award is run for two weeks informing the community to nominate public servants they thinks have performed well and those that have not performed well. Likewise, the community also nominates contractors who have done well and those that have performed poorly on public projects. Nominations can be written or made on radio although most people prefer writing. Those nominating are required to give reasons to support their nominees.

When nominations are done, a committee sits down to evaluate the nominations and to check their authenticity. A list of all those nominated is drawn detailing the scores each of them has received. Usually, the first five nominees who have scored highly are rewarded. Prizes are given in a declining manner depending on the position on the list.

The nominations and awards for the different categories are made publicly on radio and those who have received the awards and certificates are given opportunity to comment on radio. The rational of this is to encourage vigilance, best practice, and self

assessment with the objective of improving on service delivery. The award is a good practice because:

- These awards act as incentives or deterrents depending on which category one falls and is an attempt to influence decisions of the district on who deserves to be awarded contracts and vice versa. At the same time it is also meant to inform the authority about the performance of their staff in service delivery. While it may be difficult to isolate the impact of this best practice, in concert with other best practices it has contributed to the overall decision making in the district for contract work.

### *(C) Networking*

In order to influence policy, TAACC has built a good relationship with some of the key institutions and has involved these offices in its activities. The network with the police, Inspector General of Government (IGG), Resident District Commissioner (RDC), District Internal security Officer (DISO), Anti Corruption Coalition of Uganda, and Transparency Uganda, Public Accounts Committee of the district etc.

The networking is carried out through issuing and sharing of reports on corruption, participating in anticorruption activities and events at national, regional and local levels, organising anti corruption dialogues and calling duty bearers to participate. Currently there is a Civil Society Actors Forum which is used to bring the key stakeholders together to discuss different corruption and human rights related issues. Networking is a best practice because:

- Apac district has become well known for corruption and most anti corruption agencies have focused their attention on the district. As noted earlier, IGG's office has always responded to the calls for it to investigate cases of impropriety in the district. The police notwithstanding difficulties in investigating corruption cases have always tried their best and a few cases have ended up in litigation. The institutions of the RDC and DISO have always rendered their machinery to back up the investigation. Because of networking with such institutions and the cooperation from the community, a few corrupt officials have been made to refund the funds they misappropriate.
- According to TAACC, corrupt public officials are no longer acting with impunity as they used to because of the feeling that "many eyes" set onto them as a result of a wide network that TAAC has developed.

The biggest challenge to networking is in the legal technicalities involved in prosecution of corruption cases such as the need for handwriting experts yet courts have deadlines which may be outside the period within which the experts can give their opinions. Secondly, very often, the fate of the investigations has ended up by failure of police to complete investigations due to lack of investigation facilitation. In some cases investigations do not go far due to interference by politicians and influential government officials, leave alone the tiring litigation process and the limited prospects of it being sustained amidst all these interferences.

*(d) Participation in community meetings*

At grassroots level, the IBMs are not only sensitising the community but are also contributing to the development of local byelaws. It was reported that they have influenced the enactment of “unwritten” bye-laws and ordinances and/or resolutions that are geared towards enhancing basic education in the district. This they have done by attending Parents and Teachers Association meetings, local council meeting and other community meetings which they address. Grassroots reach is a best practice because

- IBMs have influenced compulsory provision of lunch to all school going children by their parents in schools that they have reaches. They have also influenced the schools to open their boundaries and as a result this has resulted into reduced conflict between the schools and host communities. They have also influenced the development of byelaws that compel teachers to stay around the schools and as a result parents have to put up houses for the teachers.
- While the resolutions are already in force in a few schools in the pilot sub-counties, they are further being developed into petitions to the district council to pass as district local government bye-laws/ordinances to be enforced throughout the district structures in the future. There is a strong potential in this in bringing about quality in education.

**[D] Persistent monitoring, documentation and reporting**

Continuous public expenditure monitoring has been the hallmark of TAACC’s work in Apac district using the CSO and IBM structures at community level. As noted earlier, this has resulted into very good documentation and reporting. Continuous monitoring, documentation and reporting is a best practice because:

- The catalogue of failed projects has been developed and has been submitted to the district local council for debate and action. While no concrete results have been realised from this, it is hoped that the catalogue will help bring about change in the manner and quality of monitoring of public projects by the duty bearers.
- Through monitoring, documentation and reporting, the district has acted and some of the misappropriated money has been recovered

Nevertheless, there are numerous cases that have not yet been documented by TAACC and this calls for intensified monitoring. The challenge however is that a lot of cases were noted to be pending, with no action taken either the police or the district administration. Indeed, IBMs reported their frustrations because the offenders usually get away with their corruption through transfers and interference in the investigation by the powerful people.

The other challenge for TAACC is the ultimate end of their anticorruption intervention and efforts. The ultimate goal should be in the improvement of quality of education in the district and this goes beyond mere recovering misappropriated funds and successful prosecution of offenders.

### **2.3.3 Tools being used by IBMs**

Budget tracking by IBMs uses simple Monitoring Tool (SMT) that were participatorily developed by the IBMs but based on the UPE minimum standards guidelines. It was a product of brainstorming by the IBMs because of the need for a standardised way of monitoring. This tool comprises of checklist of items and indicators that the IBMs are supposed to look at as they do budget tracking. However, the SMT does not capture the planning component of a project. The simple monitoring tool (SMT) that is currently in use is applied mainly at community level by the IBMs although it can also work at district level.

Being a checklist of items, it only requires skills in reading; after all it has a translated version in local lingua franca. The tool requires direct observation, interviews, physical verification and document examination. Depending on the check item, any of the actions may be taken. For instance, enrolment would require document observation of the register and physical verification of the presence of pupils in the class. UPE grants releases would require following policy requirements and its the usage of UPE has guidelines that must be followed which percentages allocated to the different budget lines, decision made according to need which require participation etc.

Based on the findings of the monitoring, they usually communicate to the sub-county chief through TAACC secretariat and copy is made to the different local government offices such as the Chief Administrative Officer, RDC, DISO, police and related political offices. Some of the findings are turned into petitions depending n the gravity. This is a best practice because it helps to alert the duty bearers of their responsibilities. In one way or the other, it moves them to act.

TAACC also participated in the development of the Universal Monitoring Tool (UMT), which was sponsored by DANIDA through the Anti Corruption coalition of Uganda (ACCU). The UMT is a tool that can be applied in all sectors and it monitors the entire project cycle. That means that it can be used to monitor any stage of interest within the pro cycle. For instance it can be applied in planning and budgeting processes at all levels of government. It monitors the involvement of all categories of people in the planning process, adherence to planning procedure, allocation of resources, implementation in terms of quality and quantity, pace, and time. The advantage with the UMT is that it can be applied at all levels. This tool is yet to be applied as it requires some level of training of the intended users.

### **2.3.4 Facilitating conditions**

For TAACC to realise all the above achievements, there were a number of enabling factors. This includes the existence of an institutional framework that sets conducive environment for anti corruption activism and this is well articulated in a number of policy documents including the Poverty Eradication Action Plan (PEAP) that sees a lot of opportunity in involving civil society in monitoring of PEAP implementation. This framework therefore provides legal backing to TAACC activism. It is without doubt that

in the absence of this framework, TAACC would not have realised much and this is a prerequisite for any anticorruption crusade to succeed.

Still operating within the same framework, the existence of state and non state actors institutions for fighting corruption in the country including the office of the Inspector General of Government (IGG), PAC, Police, DISO and RDC offices that are mandated by act of parliament to monitor the implementation and performance of public projects and they are empowered to cause arrest and prosecution of acts of impropriety in public programmes in the country.

Thirdly, alongside statutory bodies a number of civil society agencies such as Anti Corruption Coalition of Uganda (ACCU), Transparency Uganda, Uganda Debt Network (UDN), etc that lent their weight to the actions rendered TAACC the necessary potency in anti corruption work through the provision of legal, political, materials and technical support. Besides, TAACC was so blessed to receive the necessary fund for anti corruption campaign from the Commonwealth Education and ACCU. The funding helped in the training of network members and individuals and their facilitation while carrying out the campaign.

Locally, Apac district had been persistently notorious nationally as one of the top most corrupt districts in the country, with one of the worst performing local governments according to the annual Local Government Development Programme Performance (LGDP) Assessments. This gave the impetus to a number of CSOs and individuals in the district to rally behind the anticorruption initiative.

Secondly, Apac district is one of the poorest districts in Uganda and this has been highly documented. By 2002, the Household Consumption Expenditure (HCE) ranked Apac 15<sup>th</sup> from the bottom according to the reports of the Ministry of Finance, Planning and economic Development (MFPED), Poverty Monitoring and Analysis Unit (PMAU). With high levels of poverty in the district, it was fertile enough to rally the population against corruption and this is the reason that saw many people from within the community willing to volunteer information of corruption.

From a political perspective, a number of political leaders identified themselves with anticorruption activism as a way of raising their political profile. Indeed a section of the then and incumbent political leaders identified them selves with the cause. This rendered the necessary impetus, zeal and credence to the anticorruption initiative in the district. Indeed a number of the current leaders in the district sailed through in politics because they were seen as anticorruption champions. In other words, there was minimum political will in the district to take corruption head-on.

#### **2.3.4 Challenges facing TAACC**

Despite these achievements, there are still a number of challenges that stand on the way of TAACC's decisive victory over corruption in the district. Firstly, Corruption has changed form, from open to hidden making it extremely difficult to detect let alone successful prosecution. This follows the vigilance that has been exhibited by the communities and challenge that they have put forward through innovations such as

radio panel discussion, sporting etc. With corruption taking a hidden form, TAACC needs to be more tactful and modify its strategies in order to be able to detect hidden corruption. For instance, TAACC could mobilise the population to get more involved in the planning and budgetary processes and increasing the monitoring rigor. Secondly TAACC should through institutions like ACCU start following public funds right from the Ministry of Finance to the project sites. This is not just complex but also needs a lot of resources for it to be sustained.

The second bottleneck and challenge to TAACC's anticorruption war is at the entrance to the justice system and prosecution (courts of law and the police, and the notorious interference by political leaders). There are so many cases that have been unearthed by the IBMs. However, there appears to be a problem with investigation and prosecution system. Without a well resourced investigative arm of government to effect proper investigations into reported cases of corruption TAACC's efforts are likely not to register the intended objectives. Without cooperation from the police, court and the district leadership, TAACC's efforts will amount to a waste of time and resources. Cases of culprits that are transferred and sometimes promoted instead of being interdicted and dismissed are quite rampant and this pose a big challenge to anticorruption work not only in Apac but the country at large. The bigger challenge is how TAACC can closely work with the relevant agencies and institutions to bear upon corruption and perpetrators of corruption in the district.

Although a lot of awareness has been created, not all stakeholders have been brought to understand that corruption is bad and they often stand on the way of fighting corruption at all levels. This is quite true at all levels including government and community levels. This is not helped by the limited capacity for fighting corruption in terms of human resource and skills availability in the district. TAACC needs to expand its operations to cover the entire district and this comes with a cost, in terms of resources that will facilitate the expansion.

The ultimate success of TAACC and the CEF does not end with the recovery of misappropriated funds but the improvement in education quality. Apparently, TAACC appears to be succeeding in its anticorruption effort; however, this is not resulting into a proportional rise in the quality of education. Performance in national examinations - Primary Leaving Examination (PLE) has not improved, dropout rates have not decreased, and enrolment has not increased. This means that there is more to the basic education than corruption that need to be addressed. This may require involvement of all education minded institutions and individuals, the leadership, and the community as a whole in order to register concrete results in the achievements of the EFA and MDG aspirations. TAACC therefore needs to devise more comprehensive strategies for realising the involvement and participation of all the stakeholders, without necessarily digressing from its intended vision and through the anticorruption vehicle in order to realise the ultimate objective of the CEF support.

## 2.4 Best practices by Child Monitors

### 2.4.1 CCF Acenlworu Child and Family Programme

CCF Acenlworu is a child sponsorship organization that was started in 1994. It was born out of the need to protect the basic needs of the children such as food, clothing, medical care, shelter and basic education following the civil strife and cattle rustling between 1987 and 1990 that engulf the north and eastern parts of the country leading to widespread loss of life, livelihoods (cattle rearing), and property which resulted into so many children being orphaned and without basic needs support.

By the time CCF intervened in 1994, Apwori primary school, the only school then in Acenlworu Parish had only 35 pupils from Primary 1-7. With sponsorship from CCF, enrolment increased to 580 by 1997. When government introduced UPE in 1997, enrolment steadily increased and by the time of this documentation, over 1700 pupils were reportedly enrolled in primary education in the Parish. Today, Apwori boasts of an annex which is holding up to 400 pupils as part of the total enrolment in the parish.

CCF Acenlworu project was established with the **MISSION** to “build the lives of children in a holistic manner so that they can become self supporting adults who are useful to their families and the community in which they live”. Its **VISION** envisages a “society where children are considered number one priority, their rights respected, their voice not only heard but listened to and respected; where children are free, empowered and involved at all levels of decision making in society; where what is best for a child forms the foundation for all decisions made regarding the child and family welfare; where child survival, Development, Protection and Participation is a true practice”

CCF Acenlworu therefore aims at promoting child well being and family economic sustainability through provision of practical tools for social and economic transformation. It has four major programmes i.e. education, health and HIV/AIDS, family economic sustainability/Poverty reduction, and child advocacy.

### 2.4.2 Background to UPE child monitoring

CCF Acenlworu UPE Child Monitoring programme started in 2003. It was initially implemented in 15 primary schools in Ayer and Chawente sub-counties. Because of the success it registered in its trailblazing stage, the project was scaled up in 2004 to cover a total of 30 schools in five sub-counties including Aduku, Nambieso and Inomo and now 50 schools with up to 600 pupils are involved in the programme. The overall objective of the programme is to enable children monitor the quality, management and challenges of UPE in Apac district.

The project was initiated to improve child participation in UPE implementation by facilitating and involving children in monitoring government spending and service delivery process in Apac district. Under this project, children have been involved in assessing the quality and appropriateness of UPE inputs, the management process, challenges whether UPE provides children with better opportunity for quality education from children’s own perspective.

UPE child monitoring project fits within the framework of Article 12 of the United Nations Convention on the Rights of the Child (UNCRC) on child participation which is one of the four pillars of the UNCRC. It also brings with it the compensatory opportunity on consultation with the children who are the primary beneficiaries and stakeholders, which was not done when UPE was being designed.

UPE child monitoring is an empowering innovation that brings child participation at the centre of policy implementation and public expenditure monitoring. It is therefore a good strategy for mobilisation and retention of children within the school system.

### **2.4.3 Programme implementation process and best practices**

#### **Stakeholder consultations**

Preparation to implement the UPE child monitoring programme commenced with CCF Acenlworo holding several consultations with children, parents, school management committees, parents and teachers associations, school management committees, teaching staff, head teachers, political leaders and District Education Officer Apac to share the project objectives, modus operandi, and what to be monitored among others. The initial consultation is a good practice because:

- It served as a consensus building process given the sensitivity of what children were going to deal with. This is further underscored by the successes it registered in overturning a long established social norms that have for years kept children away from questioning processes that are managed by adults.
- Secondly the initial consultations served as a baseline because it teased the social acceptability of the new concept. Indeed, it helped to identify the possible centres of opposition to be targeted for winning over.

#### **Consensus building**

After building the necessary consensus and agreeing on the way forward, in spite of some pockets of latent opposition, the programme was officially launched by the DEO, and was attended by 15 headmasters and 15 chairpersons of SMC of all the pilot schools drawn from Ayer and Chawente sub-counties. The involvement of the DEO and other administrative and political stakeholders such as the District Local Council, the DISO, and RDC was strategic and a good practice because:

- It served to send administrative signals to the head teachers that they had to cooperate with the initiative. Upon launching, the DEO designated one Inspector of Schools as focal point person to give the children back-up follow up to counter resistance from head teachers
- Secondly, it helped to bring about political endorsement and support of the programme in the district. Some of the issues that emerged during the monitoring were that the DLC was of the view that child monitoring should also look at other sectors, and that the programme be rolled out to all the schools in then district.

- Indirectly, the process helped to influence Apac district local government policy public expenditure monitoring and school inspection.

### Democracy

Following the successful launch, programme implementation commenced with election of child monitors through a democratic process. Twelve pupils per school from primary 3-6 from each of the pilot schools were elected meaning every class put forward three pupils. It was a programme policy that out of the three, one must be a girl. The democratic election of monitors by their fellow pupil was a good practice because:

- The pupils chose those they felt most competent and accountable to them. This goes against the common practice of school administrators and teachers appointing pupil representatives which in turn makes them more accountable to the appointing authority and not the pupils. To prove the effectiveness of this democratic process, UPE child monitors from Chawente Primary school reported two teachers to the school administration for being drunk when coming to teach. A teacher from Apwori primary school one Ayo Kennedy was imprisoned when UPE monitors reported him for impregnating a pupil in primary five. Monitors also reported the head teacher of Alido primary school in Chawente sub-county who tried to bribe with 30,000/= to management of CCF Acenlworo. This would not be the case if these children were appointed.

### Mentoring

To mentor the children, a patron was chosen from among the teachers from every school. While the patron worked as a link between the monitors and teachers; monitors and headmaster; monitors and parents; and monitors and fellow pupils, a key remit area of the patrons was to mentor these monitors. The introduction of the concept of patrons in the UPE child monitoring structure was a good practice because:

- Served to cushion the children from direct confrontation with offending teachers and school administrators. It also served not only to assure the children that the process was legal and acceptable but also helped them to put their case forward in a more systematic manner.
- The patrons also helped to legitimise the programme in the eyes of the school administrators, teachers and the rest of the pupils.

### Training

The monitors were taken through an empowerment process which entailed undergoing several trainings. Key areas of training included Basic Communication Skills (BCS), Mediated Learning Experience (MLE), interviewing skills, documentation and reporting to improve teacher-pupil interactions, and communication among pupils and parents. Training was a good practice because:

- One of the key outputs of this training was the development of the UPE monitoring tool by the child monitors themselves. This means that the tool was developed in such a way that it was user friendly for the child monitors.

- Secondly, the tool was developed within the framework of UPE guidelines which means that this tool has a universal application and can therefore be applied across the country by other children and it is something that can be taken up.

As noted, the tools developed UPE monitoring by the Child monitors uses simple monitoring tools like questionnaires, interview guides, and observation guides. As a best practice, these simple tools are based on UPE minimum standards book/guidelines. This makes children's involvement in UPE monitoring legal and within the framework of UPE.

### **Monitoring**

The monitoring tools are user friendly and very simple for the children to apply. Because of the simplicity of these tools, they are used on a daily basis. The fact that it is applied on a daily basis is advantageous in that it makes children follow and report promptly on monitoring indicators and this provides authorities with the opportunity to intervene before things get out of hand. For instance, children reported on defilement and drunkenness and the authorities took action by suspending the perpetrators.

After building the necessary capacity, children embarked on UPE monitoring using the tools. The tools looked at different aspects of UPE including enrolment, pupil class attendance, teacher classroom attendance, school hygiene, relationships between teachers and pupils, relationships between parents and their children, relationship between parents and teachers, school facilities, purchases, utilisation of school budget, and monitoring their fellow pupils.

They also capture information on display of UPE records, schools mission statements, innovations such as boarding facilities, enrolment, monitoring, and parents' involvement in education of their children, UPE awareness by the different stakeholders, and UPE grant remittances among others. Using the tool, children were able to establish things that were being done well and things not being done well, which they brought out in their numerous reports.

Children also monitor the utilisation of UPE grants through their representation on the financial committees and participating in the budget allocation process. They endorse consensus budgets and expenditures, present the views of the children on what should be included in the allocations e.g. allocation of budget to co-curricular activities, scholastic materials, and other necessities that are agreed upon by the group. They also receive budget accountabilities and verify physical purchases.

- The involvement of children in monitoring therefore brings them to the centre of UPE policy implementation and monitoring, the UPE child monitors interface with the key education stakeholders including head teachers, patrons, class teachers, other pupils, parents, school management committees (SMC), local, district and national leaders and the civil society organisations (CSO). The interface carries with it some level of influence on the different stakeholders. For instance, child monitors influence the allocation of UPE grants when they

participate in finance committee meeting and actions taken by different stakeholders when they development monitoring reports.

### **Review of programme implementation**

As a best practice, several meetings were held to review the progress and determine achievements and challenges that had been registered in the process. The review was best practice because:

- It provided a platform for providing feedback of children's findings to pupils, teachers, parents, local councillors and the district education committee. Thereafter, a presentation and discussion of children's findings by with the head teachers, SMCs, sub county leaders and the district education committee. It is on the basis of these review meetings that follow-up activities by the duty bearers were carried out.

Through the monitoring process, the child monitors have made significant achievements towards the realisation of the objectives of the CEF and the EFA and MDG on education. These achievements range from policy influencing and recovery of misappropriated funds. The following are the key achievements of the UPE monitoring by child monitors:

#### **2.4.4 Achievements and outcomes of the process**

It out to be borne in mind that UPE child monitoring is a new concept in Uganda. Being a new concept, there was great resentment among head teachers about children's ability to monitor UPE. The fight against the culture and the attitude that children cannot talk to and question adults was difficult to fight and break through. This was not helped by the question of child protection vis-à-vis children's involvement in the budget tracking and anti corruption. Indeed, some of the children reported that they being harassed by some sections of the teachers and pupils.

Notwithstanding the challenges that the programme faced, through the monitoring process, the child monitors have made significant achievements towards the realisation of the objectives of the CEF and the EFA and MDG on education. These achievements range from policy influencing and recovery of misappropriated funds. The following are the key achievements of the UPE monitoring by child monitors:

#### **Increased enrolment, attendance and retention**

The first outcome and achievement is the increased enrolment and retention. This is illustrated by a case study on Apwori Primary school. Apwori primary school is located in Acenlworu Pairsh Chawente sub-county, Apac district. By the time of CCF intervention, it had 35 pupils from primary 1-7. By 1997, through CCF child sponsorship, enrolment increased to 580. Currently, the school has over 1700 pupils.

Before the intervention of CEF through CCF Acenlworu, the school was characterised by the following

- a. Poor school attendance because children were travelling long distances to the school. Indeed children indicated that some of them use to travel over six

kilometres everyday to school. This situation was further reportedly aggravated by very hot sand on which they travel bare footed while going to and from schools and the overgrown village tracks that make them wet in the morning. Besides, being near a fishing area, the hard conditions that the children faced motivated them to go fishing.

- b. Pregnancies were common place with as many as between two to six girls being impregnated every year by teachers, fellow pupils and some members of the community

With the introduction of UPE child monitoring programme, the interface between the absentees and the monitors resulted into the identification of the causes of absenteeism in school attendance vide (a) above. Through the patron, the children petitioned their parents who consequently resolved to open an annex to cater for children who travelled long distances. Parents then donated 10 acres of their farm land on which an annex was constructed and started becoming operational in January 2004.

The first block of four classrooms was built and furnished with 100 desks with support from CCF Acenlworu. CCF Acenlworu then supported the parents to write a proposal for funding from Northern Uganda Social Action Fund (NUSAF) and NUSAF funded the construction of another classroom block of four classrooms.

The current enrolment in the annex is 430 pupils comprising of 202 boys and 228 girls in Primary one to five, while the main campus has 1,300 pupils. This represents not only an increase in school attendance but also an increment in enrolment in the catchment area. Secondly, with more girls enrolled in the annex, it would appear a lot more girls were being locked out of the education systems by the factors that caused absenteeism in the main campus before the intervention of the programme. This would therefore suggest that the intervention is contributing to the realisation of the gender parity hence its contribution to the EFA and MDG goals at global level.

Not only has enrolment increased<sup>8</sup> in the catchment area but retention also has increased as well. Apwori primary school was notorious for girl child pregnancy with not less than 2 girl pupils getting pregnant every year. According to the patron and child monitors met, no pregnancy had been reported in the last two years because of continuous monitoring and increased vigilance of the children as a result of the intervention. At the start of the programme, UPE Child Monitors reported a teacher, one Ayo Thomas Kennedy who impregnated a primary five girl. Ayo was reportedly imprisoned and his certificate will be withdrawn according to the District Education Officer, Apac District. It would appear therefore that the project sent a very strong signal to the rest of the community against defilement.

### Increased inspection

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<sup>8</sup> The documentation could not verify this as the head teacher in whose office the enrolment statistics are kept was out of office and the office was closed. However, increased enrolment was reported by the patron and corroborated by the pupils

The intervention has also realised an increase in inspection of schools by the District inspectorate. According to teachers met and the DEO, it was reported that inspection had increased from once in three years to once a year. What is most important to note here is that it appears inspection becoming more targeted based on issues raised in UPE child monitors reports.

Accordingly, some of the improvements that have been registered include better use of funds by the school administration; displaying receipts of funds, allocation and use; and display of daily school attendance. The DIS reported that teachers had improved on their lesson preparation, improvement in completion of curriculum, increased punctuality and presence of teachers in schools, and that teachers are becoming more responsible. There is also improvement in bookkeeping and accountability of UPE grants.

Increased inspection also led to application of sanctions on offenders. In Chawente Primary School, two teachers were suspended and transferred after being reported of drunkenness during school time by the UPE child monitors.

#### **Improved stakeholder cooperation in management**

Increasingly, UPE monitoring has increased parents' involvement in supporting and following up the education of their children as parents are getting keen to know more about what is happening in their schools. This has enabled the children to constructively engage with parents and teachers to participate in improving their welfare both at school and at home.

It has also reduced the gaps and mistrust between the head teachers and the teachers on the one hand, and the head teachers and the parents who previously held the suspicion against head teachers in the use of UPE grants. The physical participation of the UPE child monitors in the budgeting for UPE funds has worked as a confidence building activity for the primary stakeholders. For instance, where UPE Child Monitors found anomalies, they exposed it. A case in point is that of the headmaster of Alido Primary School in Chawente sub county, Apac district, one Mr. Adonyo Lawrence who offered UPE Child Monitors a bribe of Uganda shillings 30,000/= to stop them from reporting him for forging minutes of Finance Committee meetings which never took place in 2003. Mr Adonyo had intended to use to convince the District Education Officer (DEO) to authorise withdrawal of more UPE funds which he was suspected to have intended to use for personal spending. The bribe money was brought to the management of CCF Acenlworok which has kept the money as exhibit in case there is a follow-up by audit, and subsequent prosecution, if at all.

#### **Influencing the budget allocations**

The participation of children in UPE monitoring and UPE grant management in particular has impacted on the UPE budget management at school level. This can be seen in budgets being directed to address children's unique needs. This is contrary to the situation that obtained prior to the intervention when budgetary allocations were made according to the wish of the school administrators.

As noted earlier, each of the UPE child monitoring team is represented on their respective budget committee by two people. The representatives sit together with the head teacher and the teachers to plan and budget. It is important to note that once the grant is received, the head teacher declares the amount of the grant to the committee which includes child monitor representatives. While there are different percentages allocations to scholastic materials, co-curricular activities, management and contingency, the child monitors influence what to be expended on under the different allocations during the budget committee meeting. Their decision as to what to be expended on is based on their consensus with the entire monitoring team in consultation with their constituents.

This has seen new innovations that respond to the children's felt needs being addressed. For instance, in Aduku primary school, child monitor influenced the budget committee to buy sanitary pads for female pupils who have reached puberty. This is a unique request that most schools in the country have probably not thought about or if they have, they are not usually prepared to cater for it from the limited UPE budget. Reportedly, this has helped to increase the presence of the girls in school and classroom attendance. This again is an innovation that needs to be replicated throughout the primary schools in the country for education to be more inclusive and accessible especially for the girl child.

While this is the only case among all the schools visited, it tells volumes about the power of child participation in the management of UPE grants and its possible impact on the attainment of the MDG and EFA goals it seen increased retention and classroom attendance by girl pupils in upper primary classes. Indeed, this innovation contributes significantly to the achievement of the attainment of both the EFA goal and MDG on gender parity.

Thirdly, the child monitors' influence has seen the improvement in the performance of the participating schools in co-curricular activities, as well as availability of scholastic materials and their usage. In all the schools visited by the documentation team, child monitors reported that the schools had purchased foot balls and net balls using the UPE grant allocations, and there are more textbooks in the schools as a result of their influence on the budgeting process. They noted that they had more balls and textbooks than they had before because child monitors are strict on verification of purchases and monitoring their utilisation.

Increasingly, the influence of the children is also being seen in their effort to ensure that boarding facilities are introduced as a way on improving their attendance and performance in examinations. In Ikwera primary school, the child monitors influenced the school to start a boarding section. A classroom block that had been redundant was converted into a dormitory and using UPE funds. Child monitors had indicated that they wanted UPE funds to be used for fixing windows to protect them from mosquitoes. Currently, most of the pupils in upper primary are living in the boarding section of the school.

### **Other areas of influence**

In Aduku Boarding Primary School, child monitors influenced the administration to introduce counselling service as an alternative to corporal punishment for pupils who have anti-social behaviour. The school administration responded by turning one of the disused rooms within the school for counselling purposes and charged the Senior Woman Teacher and Senior Male Teacher with the responsibility of providing counselling to the female and male pupils respectively.

This innovation has seen a tremendous improvement in the relationships between teachers and pupils, improvement in school and class attendance, and according to the headmaster, a slight improvement in performance in PLE has been registered. For the first time a practical alternative to corporal punishment is being institutionalised in the school system, practical counselling is being institutionalised in the primary education. This is a best practice that needs to be adopted by the Ministry of Education and Sports (MOES), given the rampant reports of children being crippled or maimed as a result of corporal punishment being inflicted on them by the school teachers.

What the UPE Child Monitoring project needs to take up quickly is providing some basic training in counselling and guidance for the teachers in the district to facilitate rapid adoption in all the schools in the district and the country as a whole. Counselling and guidance is part of the overall education that has not been seriously taken in the country. This innovation serves to show that there is a big potential and therefore a rapid adoption of counselling and guidance for teachers and children is critical now that corporal punishment has been outlawed as a matter of law.

At international level, Children's work on UPE is being used for international advocacy on increasing real aid to Africa and the G8 by the Department of Aid and Accountability from Action Aid international in the United Kingdom since June 2005.

#### **2.4.5 Factors responsible for the UPE Child monitoring achievements**

The success registered by UPE child monitoring was facilitated by a number of factors. First of all, the project is in line with government policy of increasing access and quality education for all and is backed by a number of policy frameworks that such as the child statute, Education Sector Strategic Plan (ESSP), the PEAP and the 1995 constitution among others. It also enjoys provisions of the international declarations and conventions such as the MDG (2 and 3), EFA, and UNCRC article 28 and 29. Besides there are processes such the GCE.

Secondly, the project came at the time when corruption was increasingly being shunned by people who originally glorified it. The efforts of TAACC, government institutions and other anticorruption movements and initiatives leveraged over the school administrators to accept the programme. Many of them feared being identified with the corrupt. This also followed political pressure from the local council leaders on the head teachers to cooperate with pupils.

There was good political will from the education administrators and politicians at the helm of leadership in the district and sub-counties who acted in concert with the poor and prevailed on the school administrators to accept the involvement of children in the implementation of UPE policy.

#### 2.4.6 Challenges for UPE Child monitoring

Despite the marked achievements, UPE Child Monitoring is facing a lot of challenges and constraints.

- a. Currently there is a declining trend in the UPE funding, with less and less remittances being made to primary schools in the district. Even then, the declining remittances are intermittent. This trend threatens the sustainability of UPE programmes not only in Apac but in the country as a whole.
- b. The second challenge that is threatening to derail the programme is the rampant land conflict between some schools and host communities. Increasingly acts of outright school land grabbing and witchcraft are tearing schools apart. For instance, Akot Primary School in Aduku sub-county which one of the most successful boarding primary schools in Apac district and is implementing UPE Child monitoring programme was faced with conflict involving witchcraft which led to the closure of the school for nearly two weeks. By the time of this documentation, out of 1908 pupils, only 63 had reported back. It is reported that a number of parents were considering finding alternative schools for their children elsewhere. This is a trend in a number of schools in the district.
- c. The success of UPE Child Monitoring also depends on the effectiveness of the department of education in the district to follow-up on some of the reports that are made by the children. Although the inspectorate has increased its activities of recent, with at least a visit once a year as opposed to once in three years in the past, this is still too inadequate considering the level of degeneration of education in the district and the region as a whole. Closely related to the challenge is the audit of UPE funds by the Ministry of Education and Sports (MOES), Inspector General of Government (IGG) and the District Local Government (DLG). Delays in audit make recovery of the funds difficult. Most times, audit comes many years after and this affects recovery.
- d. While UPE child monitoring is encouraging, it may fail to address the EFA quality education goal because of a number of reasons. There is still very high teacher pupil ratio making it difficult for the teachers to attend to each and every child. The pupil book ratio is very discouraging although the situation has improved slightly. There are inadequate school facilities in terms of classrooms and scholastic materials. Above all, poverty is crippling all the efforts of the parents to provide necessities such as books, uniforms, lunch and other scholastic requirements
- e. Like with most government programmes, the question of remuneration still lingers over the success of the programme. Unless the question of commensurate

remuneration of the school teachers is addressed, the efforts of the UPE child monitors will be rendered redundant, as the teachers have to make ends meet in order to sustain their own families and educate their own children. The campaign therefore needs to look beyond empowering children, a level which CCF Acenlworo may find a little hard to reach.

- f. Finally, the consideration of special needs groups has to be addressed in tandem with all the other aspects. For instance Ikwera Primary School in Aduku sub-county hosts a disability section for children with visual impairment. Apparently, one of the UPE child monitors is a person with visual impairment. There appears to be no special arrangements for this category of UPE children. The current teacher-pupil ratio is 1:6 as opposed to the recommended 1:3. Besides the unit lacks essential equipment like brails that are essential for the training of children with visual impairment.

## Conclusion

CCF Acenlworo is a community based with expertise in child participation, dialoguing with children, policy monitoring and documentation, lobbying and advocacy, and above all community mobilisation. Its major strength lies in strengthening transparency, accountability and good governance. It is also skilled in institutional capacity building, child empowerment and development facilitation. This makes it a formidable partner in the promotion of provision of basic education.

## 2.5 School Governance by the Adult Learners

### 2.5.1 Uganda Adult Education Network (UGAADEN)

The Uganda Adult Education Network (UGAADEN) is a national network of individuals and organisations involved in adult learning. UGAADEN was founded in 2001 and began operations in selected programme areas in May 2002. UGAADEN's vision is "a mutual and dynamic learning network promoting a prosperous and learning society".

In 2004, UGAADEN with support from the Commonwealth Education Fund (CEF) began implementing a project on empowering civil society to ensure quality basic education. The project was as a result of the realisation that limited parent and civil society involvement in the management of basic education for children, youth and adults is a contributory factor to the deteriorating quality of service provision. Parent/community - school partnerships are weak and out of the seven million non literate adults in Uganda very few are able to access basic education opportunities. The Dakar Framework for action as well as the 8<sup>th</sup> Conference of Education in Africa (MINEDAF) held in Dar-es-Salaam in 2002 envisaged the evolution of strategies that encourage and motivate parents and local communities to monitor progress towards EFA goals.

### 2.5.2 Main goal of partnership

The project on empowering civil society to ensure quality basic education is aimed at strengthening the capacity of parents, communities and Civil Society Organisations (CSO) to play their role in improving access to quality basic education. It is a strategy to

contribute to the achievement of Education for All (EFA) goal of ensuring that all the world's children receive quality basic education by 2015 in Uganda's context. It started on a pilot basis covering two districts of Mukono and Bushenyi.

UGAADEN's specific objectives in working with CEF on this project were three-fold:

- Strengthening UGAADEN and other CSOs capacity to improve basic education governance and budget tracking.
- Increasing and strengthening partnerships for basic education at local, national and regional levels
- collecting, documenting, making accessible, share and exchange information on basic education at local, regional and national levels

### 2.5.3 Project setup

The project was intended to increase parents' involvement in their children's primary education through tracking resources that go into it and ensuring that they are put to right usage. It was also realized that one of the reasons why parents were not so active in their children's learning was the high levels of illiteracy amongst them as adult parents.

UGAADEN being an NGO for adult learning proposed to intervene from the point of adult learner as a parent and a member of the civil society hence linking basic education to adult learning. Equipping adult learners with skills and knowledge to enable them engage in budget tracking initiatives at community levels was seen to improve civil society and parents' involvement in the basic education issues in their communities and as such help contribute to Uganda's attainment of EFA goals.

The project started on a pilot basis in the districts of Mukono and Bushenyi and was initially implemented through UGAADEN partners/members in the districts. The partners spread out the project activities to involve primary schools in the districts, School Management Committees, Parent Teacher Associations, Adult Literacy Learners and Centres, Primary Teachers, Faith Based Organisations, Education Thematic Groups, Civil Society Organisations, District Education Officers, Community Based Services Departments, Adult Basic Education (ABE) facilitators, media houses and Community based organizations.

As a best practice, the project activities fitted into activities of other programmes in that they too either had an education component or simply needed one to help them realize their objectives.

- The adult literacy programmes for instance were already facing financing problems nationally and so understanding the background to financing national programmes was timely in assisting the participants in these programmes to do something towards improving the situation. The majority of ABE participants are women and so the project has to a large extent involved women in all processes.

- Secondly, by fitting its activities in the programme of others, the project had laid a foundation for sustainability of project activities without necessary support from CEF

#### **2.5.4 Project process**

##### **Survey on schools and community relations**

UGAADEN carried out study in both districts in 2004 involving 12 primary schools and their surrounding communities on the existing relationships between schools and communities in relation to basic education, school management and adult education, which gives useful insight into the need for working in strong partnerships to achieve education for all goals. The study established that support from the community is one of the key factors in school performance especially at the basic education level. It, however, noted that community support to basic education in Uganda is not only inadequate but also dwindling, therefore the need for enhancement of community support to basic education. To a great extent, this study formed the basis for UGAADEN's engagement with CEF to support community participation in school governance. The study was in itself a best practice for raising this crucial information

##### **Consultation with stakeholders**

The project started with sensitisation of leaders of civil society agencies with interest in education, local governments in the districts in two meetings. The meetings also included departments of education and community services. This was a best practice because:

- The sensitisation exercise helped education stakeholders to internalise the intentions of the project and also helped to prepare a soft landing for the project. It a move that ensured acceptability of the project within the education related civil society agencies, the local government administrators, and the parents.

##### **Training needs assessment**

A training needs assessment survey for basic education budget tracking was carried out in April 2004 in the tow. The survey was a best practice because

- It came out with three things: [1] establishing CSOs involved in education service delivery, [2] Identification of trainers from the CSO institutions, and [3] Identification of the training needs. The three survey results were able to give direction in terms of who to partner with and the training needs.

##### **Training of trainers (TOT)**

Ten agencies, five from each district were identified out of which a total of 10 national budget tracking facilitators were drawn. The facilitators were equipped with skills on basic education budgeting processes, budget tracking, organising training, training methods, and information management. A follow up training was held in 2005, and this was meant to enable the facilitators share experiences from the field on budget tracking and training.

Facilitators were also trained on the local government budgeting cycle by local government officials who articulated what space civil society had for involvement. They were also trained on how to make adult learners basic education trackers

What is most important and a best practice in this is that the capacity building took the form of a training of trainers (TOT).

- It was a best practice because training of trainers has an inbuilt multiplier effect especially when it is planned to cascade downwards to the lower levels of the community.
- Secondly, TOT has a big potential for sustainability and this is further reinforced by the fact that the facilitators are drawn from the civil society which already have a big potential for sustainability and wider coverage.

### **Development of facilitators guide**

As a key output of this training, a facilitator's guide was developed and called "Basic Education Budget Tracking Facilitators' Guide". The guide was launched in 2005. The Guide has been widely disseminated and is being used by the facilitators to carry out training of local communities in both districts.

- The manner in which the guide was developed is a best practice because it was participatory. It benefited from the input from different civil society agencies.
- Secondly, the guide is based on the trainees practical experience in budget tracking and therefore it benefited from grassroots input which makes it usable at grassroots level.

### **Capacity building of stakeholders**

After the training, the CSO facilitators carried out training events at community and school levels on budget monitoring for CSO institutions, Parents and Teachers Associations (PTA), School Management Committees (SMC), Community Based Organisations (CBO), Faith Based Organisations (FBO), Chairpersons of the Local Council III, Functional Adult Literacy (FAL) instructors, and adult learners communities where they existed. This training covered six sub-counties in Mukono and five sub-counties in Bushenyi. The selection of the stakeholders for capacity building was a best practice because:

1. It targeted people with key responsibilities and the advantage is that the type of people targeted interface with many people, have spirit of voluntarism which is the bedrock for anti corruption work, and above all have varieties of platforms for meeting people. This makes anticorruption awareness spread fast and also has a multiplier effect.

### **Mobilisation and sensitisation**

Civil society's participation in the design and implementation of national and local education plans and frameworks is being strengthened. Members of UGAADEN and stakeholders in the two districts are being sensitised on the importance of civil society in influencing district education plans and frameworks to ensure quality basic

education. Civil society organisations are being mobilised to work together for the benefit of the communities they serve. Mobilisation and sensitisation of civil society is done through interactive radio programmes. Radio programmes are also intended to strengthen partnerships between district policy makers, implementers, civil society, school committees, parents and community members so as to improve education policy processes and practices aimed at achieving EFA goals.

#### **Regular review meetings**

Participatory review meetings are held regularly and are intended to generate learning for improvement of the project, document and share with other stakeholders and laying strategies for influencing policy processes and practices at different levels. They are attended by all involved in the project activities.

### **2.5.5 Achievements of UGAADEN**

#### **Networking**

The project has helped in mobilising CSOs to work together. Not until December 2005, Bushenyi district did not have an organised network on education. The Bushenyi Basic Education CSOs have come together in a partnership they have named Bushenyi Basic Education Partnership (BBEP). In BBEP the CSOs have been able to meet and discuss pertinent basic education issues like funding and management of projects in their district. Through these meetings they have realised that one of the strongest strategies for improving basic education service delivery in the district was to forge a partnership within themselves which partnership will engage relevantly with authorities at the District for the good of all. Their move has been warmly welcomed by the Bushenyi District officials including the Chief Administrative Officer's (CAO) office and a meeting between BBEP and the District officials was held in December 2005 as an inaugural event of their initiative in the district.

#### **Documentation and dissemination**

Project activities have been supported by systematic documentation and dissemination of information. Information about the project and Education for All (EFA) campaign messages have been packaged into brochures, posters, news paper supplements, leaflets, bulletins, labels, stickers, photographs, video tapes and audio cassettes. This is a good practice because

- Through these demand for the programme is raised, awareness enhanced and aims, objectives and activities of the project explained. Through this, a number of isolated anticorruption actions have started emerging. For instance, in Kimenyede sub-county, the tender for construction was revoked from a contractor when a facilitator in concert with members of the PTA queried the quality of the work.

#### **Creating capacity for policy work**

A number of workshops on basic education policies and practices have been organised for stakeholders in both districts. At the workshops, stakeholders have been able to analyse basic education policies and practices, share experiences, identify gaps and develop strategies to address these gaps. This has resulted into the development of two

position papers. The first on delay of teachers' salaries, and the second position paper is a response to the 2006/2007 district budgets with specific reference to the allocation for basic education and adult literacy, as well as querying the small allocation for inspection.

### **Provision of technical support**

Technical support has been given to CSOs in the two districts with an indication towards basic education to form and strengthen thematic groups in their respective districts. In Mukono District, the District NGO Network also referred to as Mukono District NGO Association (MUDINGA) has been supported materially, financially and with technical resource to strengthen its education thematic group towards tracking basic education budgets in the District. The trained Budget Tracking Facilitators from the district and under MUDINGA have carried out a CSO mapping exercise in a bid to encourage those that do not address the adult illiteracy issue to do so and more especially demand for better basic education resources in their locality.

### **2.5.6 Outcomes of the intervention**

#### **Increasing demand for adult literacy**

More adult literacy centres are opening in the participating districts. For instance, in Bushenyi District, some communities that previously did not have adult literacy centres have opened up adult literacy centres so as to acquire skills in reading, writing and numeracy. They want to engage effectively in tracking resources.

#### **Communities taking up budget tracking**

Although isolated, it has been reported that some individual community members who are participating in adult literacy classes have taken on budget tracking on their own. The documentation met few adult learners in Bushenyi who have done so. The challenge however is that they as yet do not have the tools necessary and are not carrying it out in a systematic and organised manner.

#### **Contribution to sector policies**

The activities also contributed to the MDG, EFA and ESSP, DDP, PEAP, local, national and international education and the development of strategic documents. All that happens in terms of outputs and outcomes of interventions at the community level feeds into the district level outputs and outcomes. UGAADEN being a national level organization feeds these outputs and outcomes into policy formulation processes at that level and provides a linkage to feeding into the international level in form of feedback on national data and statistics. The development of strategic documents is implied in the processes there accruing.

### **2.5.7 Factors responsible for achievements**

The project was introduced through partners/members who were already socially acceptable to the communities. Therefore the presence of these agencies on the ground made it easier for the project to take off. The involvement of Faith Based Organizations to which a large part of the community relates was instrumental. In

Bushenyi in particular, there exists elaborate and well organised structure of the Faith Based Organisation (FBOs) which has been a great pillar in this regard.

Secondly, there already existed a civil society network in Mukono which provided an entry point for the intervention in the district. Most importantly, the network had an education thematic group which worked well as an entry point into civil society in Mukono District.

The authorities in the districts especially Bushenyi are development minded and have been very cooperative to the project. Bushenyi is a model district in Uganda for best performance in the Local Government Development Programme (LGDP). According to the District Education Officer (DEO), there is a good relationship between UGAADEN and the district leadership. Consequently, there is a good political will and the political leaders are highly receptive to development. Consequently, the district designated a desk officer to work with UGAADEN. However, what is crucial and a best practice here is that, according to the DEO, UGAADEN started with a non-confrontational approach, and therefore built on a relationship which had already developed.

The passing of the information access bill by parliament was timely in that it opened opportunity for the agencies to access relevant information in Government possession. There are some policies that are favorable to civil society interventions e.g. Local Government Act, and other national frameworks such as the PEAP, decentralization, ESSP etc which open ways all stakeholders to participate.

Availability of funding from CEF towards project activities made it possible to integrate school governance into UGAADEN main activities. Besides, availability of salaried staff in member organisations reduced amount of funds going to staff as salaries, as the component was taken up just like any activities of the agency. Further more, the project also enjoyed the spirit of voluntarism and many people are doing work voluntarily with facilitation for transport only.

Secondly, a variety of expertise and knowledge exist at the secretariat and board levels of UGAADEN. This was optimally deployed in the planning, implementation and monitoring and evaluation of the project on free will and voluntary basis.

#### **2.5.8 Challenges faced by UGAADEN**

The project appears to have been designed for district level implementation, and yet it is intended to be implemented by adult learners at the grassroots. As had been noted earlier, there is very little to show of the impact of this project at lower levels. Currently, the project has stopped at training facilitators and is still at a preparatory stage to train FAL instructors, who will in turn train adult learners. The impact of the project at lower levels will therefore take long to come. Mechanisms to evaluate success at the lower levels e.g. schools and adult learning centres are rather hard to develop without direct involvement at the said levels.

The other challenge emanates from the fact that some civil society agencies are service providers to the local governments. For instance in Mukono it was reported that most of the CSOs involved in the project are suppliers to the local government. By being dependent on the district for survival, it is very difficult for the CSOs to hold the local governments accountable lest they bite the hand that feeds them.

Some activities that had been originally designed elaborately have been downsized because the available budget falls short of original estimates. Such activities include sensitisation and mobilisation which was very crucial in the initial stages of the programme, support to trained district facilitators to train CSOs at community levels and radio programmes.

Mobilisation and sensitisation requires constant follow up activities so that those sensitised do not lose morale to keep participating in project activities. There was an oversight in planning for these activities which created a gap between the time of sensitisation and that of other activities for the project like training of trainers for budget tracking in 2004. 2005 however, saw improvements and the trend generally gave better results.

Government's and CSOs' suspiciousness of each other's intention is hampering their efforts to work together to promote good basic education governance and management, particularly in Mukono. Suspicion between Civil Society Organizations and Government Departments on intentions of each other in monitoring spending on basic education also does not auger well with the project.

There is difficulty in accessing records from public offices. As is with IBMs in Apac, the biggest challenge is the ignorance of where CSOs derive their mandate to scrutinise public expenditure and projects, and where and what type of information they need for proper budget tracking and anticorruption work

Reliable numbers of manpower is still lacking. CSOs are often lacking manpower for new programmes and yet the manpower available especially among those dealing with adult literacy is already loaded with many other activities.

UGAADEN's penetration points into the community (CSO's) were already loaded with a lot of work in their mother organizations and budget tracking seemed to require of them a lot of responsibility and commitment to be able to get the desired outcomes. They were also understaffed and without big resource bases and looked at the intervention as an opportunity to improve these levels.

Community attitude that the project would provide material benefits towards getting them out of poverty necessitating regular sensitization and follow up  
School management Committees and PTA not very keen on tracking resources which in most cases they had authorised Head teachers to use

### 2.5.9 Budget tracking tools

The most important tool currently being used by UGAADEN partners is the tracking guide. The tracking guide as noted earlier was developed during the training of trainers by the trainees and their trainers. Other materials that have been developed for budget tracking include: Facilitators kits including UPE guidelines and the National Adult Literacy Strategic Investment Plan (NASIP); Trackers' badges for identification; Note books for recording budget tracking information so as to trace progress and follow up on issues handled; Lesson plans for ABE participants and facilitators, and Education Eye and newsletter publications

The guide was developed as trainings went on and was reviewed by trained facilitators before printing. The trained facilitators are using the materials and assessing their effectiveness at different levels to inform further reviews of the materials. Some of the trained facilitators were adult literacy learners holding positions of responsibility on management committees of primary schools. Participants in the trainings conducted by the facilitators were from a cross-section of communities including PTAs and SMCs, Adult Basic Education facilitators and Local leaders. Children's views to a certain extent were also catered for from researches done prior to developing the tools.

The tools were developed in a participatory manner and pre-tested on different user groups. A typical example of such a tool was the tracking guide. The lesson plan is being developed from the tracking guide and other training materials for adult learners. The posters, badges and notebooks were developed at the secretariat by knowledgeable writers with knowledge from on going education campaigns in the world. The tools were developed initially in English and simplified further in translation to local languages. The guide in particular is being used by National Budget Tracking Facilitators. Other tools are being used by CSO budget trackers, adult learners and parents engaging in budget tracking and other training agencies who modify them to suit their training needs.

Currently, adult learners under UGAADEN are not yet involved in systematic budget tracking. Budget tracking incidences that are taking place are more or less personal initiatives and investigation targeting suspicious or reported cases of corruption. However, at facilitators' level, the Basic Education Budget Tracking Facilitator's Guide is being used. This tool is used at district level and is being used by trained facilitators.

The materials are developed with high replicability characteristics and so are relevant for use by all interested in whichever situation. They can be tailored to suit a particular learning situation and easily translated into a variety of languages.

### Conclusion

UGAADEN has the ability to apply networking principles to all engagements with stakeholders and this is one of their strongest domains. The realization that field of operation (education) is one that concerns every human being gives them a wide base of stakeholders and so this informs their method of work as a network. A balance has to be maintained between different interests of stakeholders and the intentions of the

project. And that is what they keep at the back of their minds as they plan, implement and monitor project activities.

### **3 Cost benefit analysis**

#### **3.1 Comparative analysis of the approaches in anticorruption work**

While the involvement of civil society, children and adult learners is critical in budget and anticorruption work, they are uniquely different from one another and therefore vary significantly in terms of associated benefits and costs.

##### **Voluntarism**

An assessment of all the three approaches tends to suggest that they all operate on the principles of voluntarism, especially at the actual campaign level. Indeed no value can be attached to what the children, the IBMs and the adult learners are doing, rather in the organisation and management of the process of getting them to do the campaign. Even the facilitation that is given to the IBMs can only thrive in a state of rooted voluntarism and conviction lest it runs the risk of being taken over by competing needs.

However, by nature of the fact that the campaign has adults at the frontline for both UGAADEN and TAACC who will demand for transport and some form of motivation though dimly small as per TAACC IBMs and the demand for facilitation with means of transport by UGAADEN adult learners and IBMs met during the documentation, the advantage to the contrary is that children will not need any facilitation other than recognition because the frontline is within the school premises and their homes where there is no need for facilitation.

##### **Sustainability**

TAACC and UGAADEN are civil society networks and have the advantage of sustainability although the precondition is that the participating agencies must have the right sense of conviction and values to engage in anti corruption work. They must also internalise the concept and have it adequately integrated in their programme activities. This has been demonstrated by the two CEF partners in their respective districts. To the contrary, however, the school pupil approach appears to have no clear strategy for sustainability because every time investment must be made to train the children as they come and go.

##### **Coverage**

The other advantage of networks is that, as demonstrated by TAACC in Apac district and UGAADEN in Bushenyi and Mukono districts, their coverage is tremendous because of the spread-out nature of civil society work. To the contrary, the UPE child monitors model is a very slow process that needs time. By the time of this documentation, the programme had only covered five sub-counties out of 22 that existed in Apac (including current Oyam district).

In terms of costs, lack of sustainability and limited coverage have financial implications as children come in and go with the skills and knowledge they have acquired and new ones have to be elected and trained each year. This was quite evident in Apwori and

Chawente primary schools where it was found that nearly 70% of the UPE monitors were new and therefore needed to be trained.

### **Sharing of expertise, skills and resources**

Network and their members have the advantage of different levels of expertise, skills and resources that they bring to the campaign process. In deed today's civil society agencies have some of the brainiest people that the country possesses. They have high intellectual capacity capable of understanding some of the most complicated concepts. Such people bring with them these skills that they share with others. Secondly, civil society has the advantage that they have a lot of resources which they unleash to support the campaign especially when their leadership have the right conviction and more so when the campaign falls within their portfolio areas.

The downside of the networks/coalitions is that some of them actually get part of their resources from being contracted by the duty bearers. This is not only a conflict of interest which by bring about compromises in the values that agencies stand for but could be a recipe that will tear apart the coalition.

### **Taking forward issues and action**

By being adults as is the case for both TAACC and UGAADEN, there is a big potential to unravel hidden acts of corruption, gather evidence authoritatively, make sense from the evidence and put a strong case that may see duty bearers act. This has been adequately demonstrated by the level of recoveries of misappropriated funds by IBMs in Apac and a number of cases that have been subject of litigation in the courts of law. This has also been seen in the level of effort that has been made in the petitions and policy influencing at district and community levels.

To the contrary, children rely more on the good will of those around them to take their cases forward, although once they bring a case forward, it is very unlikely that it will receive any doubts because of the sympathy that they attract and assumption that they do not have grudges with anybody hence having no reason to lie.

Secondly, while children are very difficult to bribe as demonstrated by UPE child monitors of Alido primary school, to the contrary they can be intimidated or teased and discouraged hence the need for very strong mentoring. On the contrary, it is difficult to intimidate adults once they have the knowledge of supportive legal frameworks to their activism. This has worked perfectly well for IBMs in Apac.

### **Costs**

For all the three models to work, they attract different costs. There are costs related to training and sensitisation. The TAACC model uses a lot of resources in sensitisation, training and mentoring because it success is rooted in the robust understanding of corruption by the general pubic, however, the heavy costs are matched by the output from their activities as evidenced in funds recovered, a number of corruption cases that are being volunteered by the community etc.

UGAADEN model is equally costly as training has to go through different levels before the frontline actors are prepared unleashed. The TOT approach is generally expensive and therefore requires a lot of investment. The output of this model however needs to be evaluated at different levels because it involves different actors acting at different levels. They include the adult learners, FAL facilitators, Trainers who train FAL facilitators, civil society facilitators and the agencies themselves.

The UPE child monitors model is comparatively economical with more investment being made in carrying out the training and consultation processes because it deals directly with the beneficiaries. Its outputs are largely qualitative because it is empowering to the beneficiaries but also a deterrent.

## 4 Conclusions and recommendations

### 4.1 Conclusions

It is the conclusion of this documentation that the achievements that have so far been registered by the initiative using the three models are strong indicators that the formally insurmountable corruption can gradually be brought to its knees using actions that are rooted in the participation of the grassroots and beneficiary communities. This conclusion is drawn based on the following observations:

Firstly, there appears to be a strong conviction within the general population that corruption is the main cause of poor service delivery in the country. However, this has been a result of a systematic and a robust intervention that was occasioned by a lot of investment in sensitisation, capacity building and mentoring activities.

Secondly, the impetus has generated a lot of steam and unravelled the mystery that clothed corruption for a long time at district and community levels. Indeed it has shown the strength that comes by empowering the local communities to understand government policies, grants meant facilitate the implementation of the policies, how such grants are supposed to be managed, what constitutes. Most importantly, it has demonstrated the power of knowledge

Thirdly, the initiative has generated a lot of innovations and best practices in its wake and has demonstrated many unique ways that effective anti corruption activism can be handled

Fourthly, the intervention has shown a successful fight against corruption needs the existence of certain conditions, especially the political will, the financial support and the cooperation of all the stakeholders.

However, one thing that the intervention does not adequately address is how it would go beyond addressing corruption. The ultimate goal of the fund is to address all the EFA goals and the MDGs on education with specific focus on access to education by all and quality provision of education service.

## 4.2 General recommendation

While the efforts are in the right direction and have made commendable achievements, the intervention appears to be responding more towards improving access and the learning environment (infrastructure and facilities). Unless implied therein, some more attention now needs to be focused on how to realise quality education in the areas of intervention. Apparently, the districts, especially Apac has continuously posted very poor performance in national examinations in spite of the partnerships that the fund has, and this is something that should worry the programme. This definitely calls for the intervention to develop strategies that build on the achievements already registered to realise better quality.

Some of the issues that need the partners to start addressing locally and nationally include campaigns that address manpower needs in basic education, issues of overcrowding, school health, adequacy of grants for basic education at school level, and increased and targeted inspection among others are some of these things that go beyond mere recovering money and thwarting and averting corruption tendencies.

## 4.3 Specific recommendations

### TAACC

As corruption takes a more covert form, TAACC needs to be more, innovative, tactful and modify its strategies in order to be able to detect hidden corruption. For instance, TAACC could mobilise the population to get more involved in the planning and budgetary processes and increasing the monitoring rigor. Secondly TAACC should through institutions like ACCU start following public funds right from the Ministry of Finance to the project sites. This is not just complex but also needs a lot of resources for it to be sustained.

TAACC must strategies to remove the bottleneck at the entrance to the justice system and prosecution (courts of law and the police, and the notorious interference by political leaders). Innovations like the stakeholders' forum and developing more robust strategies for dealing with the courts of law and the prosecution needs to be looked into. Would it matter if TAACC extend the anticorruption campaign to campaign for better facilitation of the investigation and prosecution? How to do this needs a lot of thinking but is necessary.

TAACC's intervention must adopt a back to basics strategy in order to realise better awareness. This will entail TAACC to review its awareness creation and sensitisation strategy. Using the local government structures that run through from the district to the village and indeed using a top down sensitisation approach, TAACC would realise better awareness and will appeal to all stakeholders.

While the involvement of the civil society in anti corruption work has widened the coverage of anti corruption activities in Apac, their actions appear to be unsystematic and less coordinated. The IBM concept appears to be more effective, systematic and legitimate. TAACC needs to rollout the IBM concept to the remaining sub-counties in order to sustain the impetus that has been built by the campaign.

### **CCF AcenIworo**

The engagement of children in UPE monitoring has raised a number of best practices and innovations. Innovations such as the introduction of sanitary pads, boarding facilities, alternatives to corporal punishment etc are some of the most practical things that can gradually bring meaning to basic education. The programme therefore has the challenge to scale it up and have them replicated in the remaining schools in the district and beyond.

Secondly, CCF AcenIworo needs to particularly address the question of sustainability and continuity. A strategy that will ensure that it will not necessary have to be there to support training of child monitors needs to be addressed. That means that it must look beyond the child and perhaps look at the advantages that lie in using community structures in and out of the school. The scope of monitoring by the children that goes beyond the school compound calls for more thinking on how to involve the entire community.

### **UGAADEN**

As a matter of urgency, UGAADEN must take down anti-corruption actions to the communities and this can only be realised when the adult learners have been reached and empowered. The programme as it stands is more or less at the district.

Secondly, UGAADEN needs to speed up the process of developing the monitoring tools for adult learners, and preferably this should be developed with their input. The facilitators guide is no substitute and cannot be effectively applied by adult learners who are the primary stakeholders in the process.

UGAADEN needs to its agencies to strike a balance between holding duty bearers accountable and having those who are supposed to make duty bearers account contracting services from them. This calls for a strategy that may restrict the involvement of the CSO in certain aspects of the process only. For instance, CSOs which are government suppliers may be restricted to capacity building and sensitisation. This will need the process of empowering adult learners expedited and so is their deployment.

There is need to develop and strengthen the follow-up mechanism for all the sensitisation and capacity building so far carried out.



**making public schools work for all children**

**Terms of Reference for Documentation of  
Best Practices on Budget Tracking and Anti-corruption work  
for TAAC, CCF Acenlworu and UGAADEN  
- All supported by the Commonwealth Education Fund**

**Background:**

The British Government, through its finance ministry, launched Commonwealth Education Fund (CEF) in March 2002 to support basic education in 17 poor commonwealth countries. Ten million British Pounds was allocated as start-up money for this purpose from the UK treasury for a period of three years from which Uganda was allocated **600,000** British Pounds. Over 100 million children worldwide have never attended school, and over 200 million fail to complete primary education. These poor children include those facing difficult circumstances (e.g., girl children, orphans, street children, former child soldiers, internally displaced children, working children and nomads). It was predicated that if the trend in education continued, we would not achieve gender equity by 2005 and full access and completion of quality primary education by 2015 set as Millennium Development Goals (MDG) and Education For All (EFA) goals and targets. It was estimated that the world would miss the targets by over 75 million children out of school. These issues justified the need to intervene by supporting Civil Society (CS) processes that would influence public policy and practices to make public schools work for all.

**CEF Goal, aim and Objectives:**

To have all commonwealth children have access to, and complete good quality primary education by 2015; and enabling achievement of gender equity in school completion in all commonwealth countries by 2005. Two central goals of CEF are making public schools work for all children; and making education into a top political priority/societal project by furthering the aspirations of the EFA and MDGs. **CEF Aims** to strengthen the capacity of CS in developing Commonwealth Countries to help Governments ensure that the poorest and most marginalized children are able to enrol in and complete good quality basic education. **CEF** criteria that would enable the attainment of the central goals are to:

- i. Strengthen civil society participation in the design and implementation of national and local education plans and frameworks;
- ii. Enable local communities monitor government spending on education both at national and local levels; and

- iii. Support innovative ways for communities to ensure that all children, especially girls and the most vulnerable are able to access quality education within a framework of national education plans – in a way that links to advocacy work of national coalitions.

**The objectives of Commonwealth Education Fund Uganda by criteria above are:**

**Objectives under CEF Criterion 1:**

- 1A. Increase the level of education coalitions and CSOs' critical participation in education sector planning.
- 1B. Improve and strengthen the capacity of education CSOs in institutional, programming, coordination, learning, representation and accountability; and
- 1C. Increase gender analysis and response of the education sector budget of the national and local education planning and budget frameworks.

**Objectives under CEF Criterion 2:**

- 2A. Increase the capacity of CSOs to carry out critical education budget work in order to stimulate discussions and strategic documentation;
- 2B. Increase linkages between the basic education of children and adult literacy through budget work; and
- 2C. Enhance partnership and networking between education CSOs and corporate institutions in education budget work and policy influencing.

**Objectives under CEF Criterion 3:**

- 3A. Strengthen CSOs' advocacy for the promotion of public boarding schools, multi-grade teaching, and NFE opportunities for children in fishing communities; and
- 3B. Strengthen the institutional and programming capacity of NREF to advocate for inclusion of CSOs' recommendations on the education of the children affected by conflict into national and local education framework and the Northern Region Rehabilitation Planning process.

**Objectives under CEF Criterion 4:**

- 4A. Establish and enhance partnerships and networking between education CSOs; and the corporate institutions, the International NGOs and the donors in education budget work, policy influencing and funding.

**Objectives under CEF Criterion 5:**

- 5A. Provide institutional support to CEF partners and the national coalition to make them operational, effective and create sustainability in their work; and
- 5B. Increase levels of involvement, participation and ownership of CEF Uganda Management Committee in CEF programmes in Uganda.

In order to respond within the CEF mandates on criterion II, Ugandan programme built on the local context of the education policy and practice and poverty issues to enable the realisation of Education for All by 2015 and gender parity by 2005<sup>9</sup>. The CSOs and other key stakeholders who participated in the writing of the Uganda proposal for CEF (ref Uganda strategy/proposal 2003 for details) developed Civil Society programmes with a key objective of empowering the Local Communities to carryout budget-work and link to policy engagements through the work of the district CS Networks and the Primary School Children (pupils). The Apac Anti-corruption Coalition (TAACC) and Bundibugyo NGO/CBO Forum are implementing the former while Kigulu Development Group (KDG), CCF Acenlwo Child and Family Programme and ANPPCAN Uganda Chapter are implementing the latter in the districts of Iganga and Mayuge, Apac and Kampala and Wakiso respectively. An innovative programme was developed to provide linkages of basic education of children and adult literacy to empower adult learners to carryout school governance was also developed.

A Global Mid-term Review which was completed in January 2005 amongst others smaller reviews indicated inadequate documentation of Best Practices for policy influencing and sharing. This finding has been confirmed by subsequent field reviews by the secretariat. As a result, CEF Uganda gave priority to increase efforts on documentation of CSO Innovations and Best Practices for policy influencing and sharing within the country and with other CEF Countries.

**Purpose and objectives of the documentation of Best Practices:**

The purpose of the documentation of Best Practices on Budget Tracking and Anti-corruption work supported by Commonwealth Education Fund is to make available the Best Practices in easily sharable form for replication and influencing of local and national education framework while learning from them to improve future work. The documentation is expected to strengthen the Global Midterm Review and other review processes are aimed at encouraging learning and on-going improvement of programme quality. The documentation processes are focused to enable CEF stakeholders to learn the lessons from successes and mistakes so that CEF, its partners, and the community groups with whom CEF works can improve on-going interventions.

**The specific objectives of the documentation include:**

- i. To assess the extent to which the budget tracking and anti-corruption work of the District Networks/Coalitions, the Child UPE monitoring and the School Governance by the Adult Learners have been successful in Apac, Mukono, and Kasese districts in line with Criterion II of CEF;
- ii. To document the processes followed that made the budget tracking and anti-corruption work of the District Networks/coalitions, the Child UPE monitoring and the School Governance by the Adult Learners successful in Apac, Mukono, and Kasese districts;
- iii. To document the enabling social, political and economic environment that made it possible for each of the programmes to record the successes in their contexts. Also to document the social, political and economic environmental factors that must be overcome to develop a citizen driven public accountability and social justice system;

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<sup>9</sup> Based on the Education for All (EFA) Framework and the Millennium Development Goal (MDGs)

- iv. To identify and document the budget tracking and anti-corruption campaign tools that have been developed or adopted by each programme in different contexts;
- v. To carry out a cost benefit analysis for engagement of district CSO networks and learners (primary pupils and adult learners) in the budget tracking and anti-corruption campaigns;

**Specific Terms of Reference include:**

- i. Read all the CEF Global Mid-term Review, Filed Review reports, the CEF Partner reports and the CEF Strategic documents;
- ii. Use as much as possible participatory methodologies of data collection, reviews and assessment to solicit for information for the documentation of Best Practices;
- iii. Develop an inception report with clear tools for data collection and analysis that will show how the task will be undertaken to produce the intended output described by this ToR,
- iv. Trace and document the processes that have been followed by TAAC, CCF Acenlwo and UGAADEN and their partners to develop the community based budget tracking and anti-corruption programme, UPE Monitoring and School Governance programmes. This will require a step by step description on the following:
  - a. The set-up of each of the programmes: both strategic and operational while tracing and documenting any issues of community and organisational structural evolution and or linkages with existing organs within the environment with a critical review of involvement of women as organisations, individuals and issues;
  - b. Capacity building by reviewing and documenting what skills, knowledge and attitude had to be introduced or consolidated through different forms of trainings; by highlighting the form of training, their objectives and the target groups with a critical assessment of involvement of women as organisations, individuals and issues in the processes;
- v. Environmental analysis and document the environmental situations before and during the intervention at all levels including Community, School, Sub-county and District that were enabling for the successes; while also documenting the environmental constraints that each programme had to deal with;
- vi. Identify, review, assess and the tools that have been developed (or adopted – stating the source) stating clearly their frequency of use, level at which they are used (community, school, sub-county, district), Output, outcome and impact recorded by use of each and **replicability** of the same tools in other environments.
- vii. Assess the efficiency the anti-corruption and budget tracking work by the primary children, the District Networks/ Coalitions, and Adult Learners considering both input and results (output, outcome, and impact).
  - a. The input to consider both Financial and Non-financial (what are they, are they recorded and recognised). The non financial to include:
    - 1. Voluntary work (labour) of coalition member organisations, individuals, monitors, community members, pupils,

2. membership contribution in kind (examples, vehicles, etc)
  3. Office space and equipment
  4. Skills and knowledge within the coalition member organisations and individuals;
- b. Results: Output, outcomes and impact (also financial and non-financial)
    - i. Money saved (that would other wise have been siphoned out)
    - ii. Money recovered from the errand officers;
    - iii. Any reduction in time spent between the release of the funds and its reaching the intended beneficiaries;
    - iv. The efforts of the different stakeholders in planning, reviewing and holding each other accountable,
    - v. Quality of work
    - vi. Teaching and learning environment (physical and non physical)
  - viii. Trace and document the policy linkages developed, and used by the affected communities, agencies and coalitions. Also, highlight areas that impact were recorded in- giving linkages to the education aspirations in MDG, FFA, ESSP, District Development plans, PEAP and other local, national and international education, rights and development strategic documents;
  - ix. Access and review documents of the implementing CEF partners (TAACC, CCF Acenlwooro and UGAADEN) in line with the objectives of this documentation;
  - x. Access and review documents at CEF Uganda secretariat in line with the objective of this documentation;
  - xi. Produce case studies of best practices of each partner organisation programmes and trace policy linkages and influence of the work of each of the partner at all levels- community, school, sub-county, district, national and international;
  - xii. Analyse the information collected and produce reports in line with the objectives of the documentation;
  - xiii. Present the final draft report to the Technical Committee to be set up by CEF; and
  - xiv. Incorporate the comments of the TC of CEF Uganda into the draft to produce and submit the final report, and
  - xv. Interview the following stakeholders in order to gain access to invaluable information, experiences aspirations required for documentation the Innovations, Creativity and Best Practices of the Budget Tracking and Anti-Corruption work of the CSOs supported by CEF. The stakeholders include members of Management Committee of the Commonwealth Education Fund (CEF), Key personalities in the Ministry of Education and Sports, The District Education Officers, CSO Advisor DfID Uganda Country Office; The Basic Education Advisor – Ministry Of education and sports, The Anti-corruption Coalition Uganda, The CSO Budget Advocacy Group Members; the Child UPE Monitors, the patrons of child right clubs in primary schools, the Head-teachers, Teachers, Parents, CMCs, PTAs, parents, adult learners, community monitors, the staff and management of the implementing agencies (TAACC, CCF Acenlwooro and UGAADEN), CEF coordinator, Education Committee at Sub-county and District

levels, the Sub-county and District Leadership (sub-county chief, the LC V Chairperson, the Resident District Commissioners and The Chief Administrative Officers). Also, other relevant stakeholders that are relevant in vocational context that include the Police, the Courts of Law and girl child campaign organisations.

**Specific Deliverables / expected output:**

- i. A draft final report of documentation of best Practices on Budget Tracking and Anti-corruption campaigns of not more than 45 pages in 3 weeks time from the launch of the study (electronic and hard copies) ; .
- ii. The report to have specific sections on the Child participation (UPE Monitoring), CS Network budget tracking and Anti-corruption work; and the School Governance by the Adult Learners;
- iii. The report of the documentation of Best Practices on Budget Tracking and Anti-corruption campaigns to contain but not limited to the following:
  - a. The impact of the work of each of the implementing organisations on other development organisations (both government and non-government) at community, sub-county, district, regional, national, and international levels;
  - b. Each implementing organisational expertise and hands-on experiences in engaging<sup>10</sup> with different Governance and Anti-corruption stakeholders (Government and Non-Government) at community, sub-county, district, regional, national, international levels;
  - c. Each implementing organisational Creativity and innovation in Governance and Anti-corruption programme design, monitoring and evaluation, reporting, holding public servants accountable, policy advocacy and influencing, etc,
  - d. Each implementing agency's organisational growth path from the perspective of community involvement in Governance and Anti-corruption programme, the agency's governance and management structure (roles and responsibilities), the agency's Mission Vision, Values, Partnership Principles and Practice (with internal and external partners),

**Some guiding notes and documents available for supporting the Documentation of Best Practices in Budget Tracking:**

1. The Global Mid-term Review – Uganda report (the abridged and full versions);
2. The CEF Uganda Strategy Documents (2003, and 2005 versions);
3. The Quarterly Reports of each of the partners submitted to CEF Uganda secretariat since the inception of the programme;
4. Quarterly reports of CEF Uganda to CEF UK;
5. Field Review reports from CEF Secretariat and field assessment reports by external CEF personnel;
6. The participatory review and reflection notes/reports of the implementing agencies;
7. The notes and work of Civil Society Budget Advocacy Group;

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<sup>10</sup> Both as targets for accountability as well as allies based on the context and situation.

8. Notes and research reports on Budget Work of CEF UK and other Commonwealth Countries.

**Review Timeframe:**

<b>Task</b>	<b>Who</b>	<b>When</b>
Circulate the ToR to for peer review and management direction.	Coordinator CEF	01/06/2006
Engagement of Consultant	MC/Secretariat	20/06/2006
Review consultants draft report	Secretariat, MC, TAACC, UGAADEN and CCF	In three weeks after engagement.
Compile final report	Consultant	=
Submit final report	CEF secretariat	10/07/2006

**Methods of data collection to be used:**

1. Workshop with key informants, partners, and learners including children (will be part of the strategy review process too);
2. Review of existing documents and records;
3. Hold individual interviews with coordinators of the national CSO networks and key stakeholders; Management Committee members of CEF, and other education key informants listed under specific terms of reference;
4. Field observations; and
5. Photography, video recording of key informants and events, etc.

Table 1 Cases of corruption reported to TAACC by IBMs 2005/2006<sup>11</sup>

Sub-County.	Case reported	Date	Action taken
Inomo	1. Uncompleted four-classroom block under CCG at Banya Primary School, Inomo. The contract awarded in 2000 to Seydou Ongom & brothers, for supply of 72 desks and build latrine worth UGX 17 million is not done.	22 <sup>nd</sup> -9-2005	<ul style="list-style-type: none"> <li>On 15<sup>th</sup> 1-2002 a warning letter to the contractor by district Engineer Apac was issued.</li> <li>But the same office went ahead to pay the money to the contractor.</li> <li>TAACC has written advocacy letters since the case was reported.</li> <li>No further action taken by authorities.</li> </ul>
	2. Unsunken boreholes for the Bung community funded under NUSAF, contracted to J.D Owili worth UGX 8 million.	30 <sup>th</sup> 11-2005	<ul style="list-style-type: none"> <li>TAACC has written many letters to NUSAF NDTO- Apac ever since.</li> <li>Communities have petitioned offices of the: CAO, water office, RDC.</li> <li>No action taken by authorities.</li> </ul>
	3. Uncompleted and shoddy construction of teacher's house at Aninolal Primary School, Inomo. This is under LGDP. Contractor is one Vincent Obua Ejura.	25 <sup>th</sup> 10-2005	<ul style="list-style-type: none"> <li>Reported to TAACC's office and TAACC has written advocacy letter to authorities over it.</li> <li>The communities have not convened a PTA meeting. Head teacher says he fears losing his job.</li> <li>No action taken.</li> </ul>
	4. Air supply of desk to Onywalonote Primary School under LGDP by one George Obonyo - The amount and when the contract awarded not availed.	14 <sup>th</sup> 12-2005	<ol style="list-style-type: none"> <li>Reported to TAACC's office. TAACC has raised the issue with the authorities.</li> <li>But no action taken.</li> </ol>
	5. Embezzlement of PTA contribution of UGX 500/= each child per term by PTA Executives, SMC and Head teachers of Onywalonote Primary School.	8 <sup>th</sup> 10-2005	<ol style="list-style-type: none"> <li>The IBM wrote to the tripartite and TAACC. TAACC wrote advocacy letters to the relevant authorities.</li> <li>But no response and actions</li> </ol>
Apac	1. Misuse of UGX 360.000/= PTA contribution by the Head teacher of Omer Primary School.	Oct-2005	5. The IBMs have so far recovered UGX 150.000/= by the time of the survey.
	2. Misuse of UGX 150.000/= by the Head teacher of Angayiki Primary School.	Oct -2005	6. Reported to TAACC office. 7. No action taken so far.
	3. Misuse of UGX 900.000/= by The contractor to sink pit latrine at Akuli Primary Schools.	Oct-2005	8. Reported to TAACC office. Advocacy letter written by TAACC to the authorities. 9. No action taken so far.
Loro	1. Misuse of UGX 150.000/= by the Head teacher of Adigo Primary School UPE fund.	20 <sup>th</sup> -1-2004	10. Reported to TAACC's office 11. IBMs of Loro have recovered the money from the head teachers.
	2. Incomplete two classroom block at Atop Primary School contract awarded Dec -2004 to Angetta women's group -Mrs. Apio Betty Etuku worth UGX 36.260.590/=	28 <sup>th</sup> -11-2005	12. Reported to the office of CAO, RDC, & Chairperson Apac District Local Government. TAACC amplified the community concern to the authorities. 13. No action so far.
	3. Misuse of UGX 75.000/= by the Head teacher of Iyanyi Primary School Loro.	28 <sup>th</sup> -11-2005	14. The IBMs have recovered the money.
	4. Misuse of UGX 300.000/= by the Head teacher of Ogugo Primary School UPE fund.	28 <sup>th</sup> -11-2005	15. Reported to TAACC's office. 16. Money not yet recovered.
Nambieso	Misuse of UPE fund by Head teacher worth UGX 1.695.000/=.	26 <sup>th</sup> -6-2004	17. Reported to TAACC's office. TAACC has supported the police to follow up 18. No conclusion yet.

<sup>11</sup> Mini survey and evaluation report on the impact of the interventions of TAACC in Apac district from 2003 to 2005 of June 2006

Sample of Certificate of Integrity



