



THE REPUBLIC OF  
UGANDA  
**Ministry of Local Government**  
**Local Government Management and Services Delivery Project (LGMSDP)**

**Community Driven Development (CDD)**  
**Operational Manual for Local Governments and**  
**Communities**

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## **Abbreviations**

CAO	Chief Administrative Officer
CDD	Community Driven Development
CDO	Community Development Officer
CHAI	Community HIV/AIDS Initiative
CPC	Community Procurement Committee
DCDO	District Community Development Officer
DDP	District Development Project
DPSF	Decentralisation Policy Strategic Framework
GoU	Government of Uganda
HLG	Higher Local Government
IA	Intermediary Agency
IDA	International Development Agency
IPF	Indicative Planning Figure
LDG	Local Development Grant
LED	Local Economic Development
LGDP	Local Government Development Programme
LGMSDP	Local Government Management and Services Delivery Programme
LGSIP	Local Government Sector Investment Plan
LLG	Lower Local Government
MoFPED	Ministry of Finance Planning and Economic Development
MoLG	Ministry of Local Government
MTEF	Medium Term Expenditure Framework
NUSAF	Northern Uganda Social Action Fund
PCDO	Principal Community Development Officer
PDC	Parish Development Committee
PMC	Project Management Committee
RDS	Rural Development Strategy
TPC	Technical Planning Committee

## **Foreword**

The Community Driven Development (CDD) approach to local government planning, resource allocation and management systems is born out of the need for more inclusive community participation that stimulates locally-defined development. The long term vision of the CDD approach to service delivery and local development will involve:

Creation of a platform within the local government service delivery system through which support to communities will be channeled; and Harmonisation of flow of funds, financing arrangements and mechanisms for support to community-level activities with a view to moving away from multiple-funding modalities to CDD budget support through local government structures. As a sub-component of the Local Government Management and Service Delivery Programme (LGMSDP), CDD will provide a more coherent and direct financing to the communities from Parishes and below, building on the Parish Indicative Planning Figures (IPFs) mechanism under provided under the First and Second Local Government Development Programme ( LGDP I &II). The IPFs were compartmentalized and grossly inadequate.

Through the CDD Grant, funding will be provided to varied and disparate community initiatives. This way, CDD will facilitate the redirection of resources to the lowest service delivery centres hence stimulating income generation and wealth creation at the household level. This will improve taxable incomes and enable communities to make meaningful contribution to the development process in their localities. The access criteria for the CDD Grant (primary school enrolment, access to improved sanitation) will assist the Government and the respective LGs to achieve their targets with regard to the localisation of the Millennium Development Goals (MDGs)

CDD will foster transparency and ownership, the CDD by deepening downward accountability processes between and the communities. It will further stimulate citizen awareness to demand for services and accountability. It will broaden and deepen participation and ownership of planning and implementation of programmes that lead to visible improvements in the quality of life at the community level.

The CDD will follow a number of design principles among them;

- i. Empowerment of Communities to Actively Participate in their Local Economic and Social Development Process
- ii. Direct Community Financing
- iii. Community Contribution

The CDD approach, therefore, fits within Uganda's new development emphasis on demand-driven governance and wealth creation through re-directing efforts to Growth, Employment and Income generation.

Tom Matte  
Ag. Permanent Secretary

## **User's Guide**

The CDD Operational Manual is intended for use by local governments and communities. It lays out the principles of the CDD approach as well as the processes that will guide implementation of the CDD initiatives. The Manual will be used in the context of the Operational Manual for the Local Government Management and Service Delivery (LGMSD) Programme. It should also be used together with other planning guidelines, especially the Harmonized Participatory Planning Guide for Parishes as well as existing laws and regulations governing local government service delivery mandates. These include the Local Governments Act Cap 243, and the LG Financial and Accounting Regulations and the Public Procurement and Disposal of Assets Act.

**Chapter 1** is the introduction provides the background, context, justification and objectives for the community driven development approach. The chapter highlights the main focus of the CDD approach as being deepening decentralization, community empowerment, harmonized support for community level activities and enhanced downward accountability. It also gives the definition of the “community” and how it relates with the local government structures.

**Chapter 2** describes the Community Driven Development Grant in terms of sources of funding, size of the grant, eligibility and access criteria for communities and the eligible and non-eligible investments for CDD funds utilization.

**Chapter 3** elaborates the CDD planning process which is integral to the Lower Local Council planning processes. It details procedures for the participatory planning that will be the primary responsibility of communities with support from the respective lower local governments. The section explains mechanisms for using the Intermediary Agencies in facilitating the planning processes and community empowerment. Further, the criteria for the appraisal of projects are provided in text box 1.

**Chapter 4** highlights the procedures for financial management under CDD and provides the requirements for releasing the CDD grant. It also illustrates mechanisms for flow and administration of funds using the local government financial and accounting regulations. Accountability and reporting requirements, including specific reporting formats and format filling guidelines for all levels, from community to lower and higher local governments are also specified in this chapter.

**Chapter 5** addresses procurement management under CDD. It elaborates the guidelines (World Bank) under which procurement will be carried out, with emphasis on community participation and ownership, utilization of local know-how and materials as well as labour intensive, locally appropriate technologies. The procurement principles and characteristics, procedures, methods and thresholds are described. Sample formats for the Community Procurement Plan and Community Contract Form are also included in this chapter.

**Chapter 6** is on monitoring and evaluation processes. It describes the stakeholders in CDD M&E and the process of community evaluation. It also provides guidelines for performing the supervision and oversight function, highlights the importance of project commissioning and handover and presents formats for Parish and Sub-county Chiefs' reporting on community projects.

Chapter 7 describes the CDD institutional framework, and gives a summary of the key roles of the respective stakeholders.

Chapter 8 is a sample MoU that must be signed before a community accesses CDD grants for community empowerment.

# **1 INTRODUCTION**

## **1.1 Context**

Government of Uganda adapted decentralisation as an overarching policy for poverty eradication. The implementation of the decentralisation strategy has led to the attainment of a wide range of achievements notable among them the increased quantity of social services as well as improved governance. However, the policy still faces a number of challenges including limited community involvement and ownership, a weak inter-face between the community and local governments hence affecting downward accountability and undermining community empowerment.

To consolidate the achievements and address the challenges faced by the sector, the Ministry of Local Government (MoLG) developed the Decentralisation Policy Strategic Framework (DPSF) and Local Government Sector Investment Plan (LGSIP). The DPSF is intended to provide a structure for coordination of efforts aimed at deepening decentralization. The LGSIP details local government sector strategic investment plans, priorities and budgets in six thematic areas: local service delivery; political decentralization; administrative decentralization; fiscal decentralization; good governance; and Local Economic Development (LED). The Local Governments (LGs) will therefore include LED as part of their development plans

As one of the mechanisms of supporting the LGSIP, Government of Uganda (GoU) with support from International Development Agency (IDA) earmarked funding assistance through the Local Government Management and Services Delivery Project (LGMSDP). Among others the LGMSDP will support the Community Driven Development (CDD) approach as a way of redirecting and targeting resources to the lowest service delivery centres. The CDD is in line with Uganda's new development emphasis on demand-driven governance and the Rural Development Strategy (RDS). It also builds on existing practices and government programmes such as Parish Indicative Planning Figures (IPFs) under the First and Second Local Government Development Program (LGDP 1 and II), Community HIV/AIDS Initiative (CHAI), and Northern Uganda Social Action Fund (NUSAF). Despite the existence of these initiatives there is still inadequate funding earmarked for community championed activities.

## **1.2 Justification for CDD**

The justification for CDD is two fold:

- a) Deepening decentralisation: CDD will deepen community organisation, empowerment and enhance downward accountability processes between LGs and the communities through redirecting resources to the lowest service delivery centres. Among others CDD will re-engineer the utilization of Parish financial resources sent as Indicative Planning Figures (IPFs), also piloted under the District Development Project (DDP), LGDP 1 and II.
- b) Harmonising support for community level activities: CDD will test mechanisms for financing community championed initiatives. This will create a platform within the local government service delivery system through which support to communities will be channeled and harmonized.

### **1.3 Goal and objectives of CDD**

The goal of CDD approach is to develop mechanisms for supporting community level activities that improve governance and investment with a view to moving away from multiple-funding modalities to incorporation and institutionalization of CDD into budget support through local government structures.

The main objective of the CDD approach is to strengthen the linkage between communities and local governments by empowering communities to champion their locality development and demand for accountability for decentralized local service delivery.

Specifically the CDD will:

- a) Develop, test and implement a harmonised and institutionalised mechanism for supporting community-driven development initiatives through the existing LG service delivery system.
- b) Facilitate empowerment of communities to effectively participate in their own local service delivery initiatives;
- c) Strengthen community-local government interface in service delivery; and
- d) Mobilize communities to contribute to and demand for services

The CDD has two broad mechanisms: Logistical Support and Training; and Community Grant for Empowerment. This manual details procedures for the implementation of the Community Grant for Empowerment that will be the responsibility for communities with support from the respective LGs.

### **1.4 New Dimensions**

The CDD presents new dimensions to community intervention approaches employed by various agencies over time. Hinged on the principle of deepening decentralization, CDD focuses on:

- i. Strengthening linkages between the LGs and communities through enhancing community organization and empowerment
- ii. Building on existing LG systems to strengthen the capacity of LGs to sustainably support community-led development initiatives
- iii. Enhancing downward accountability processes between LGs and the communities – redirecting resources to the lowest service delivery centres.
- iv. Reinforcing effective implementation of major government policies and initiatives such as UPE, immunization and hygiene and sanitation (*Access criteria for the grant*)
- v. Strengthening community participation in the utilization of resources – direct community financing through the Indicative Planning Figures (IPFs)
- vi. Fostering and nurturing the capacity of communities to contribute to and demand for services

## 1.5 Definition of a Community under CDD

In Uganda, communities are broadly defined as:

- a) Needs-based: ‘community’ defined around a particular need
- b) Productive activity: ‘community’ defined around a productive unit;
- c) Livelihood groups: ‘community’ defined around shared interests and needs; and
- d) Geography-based: ‘community’ defined around a geographic unit

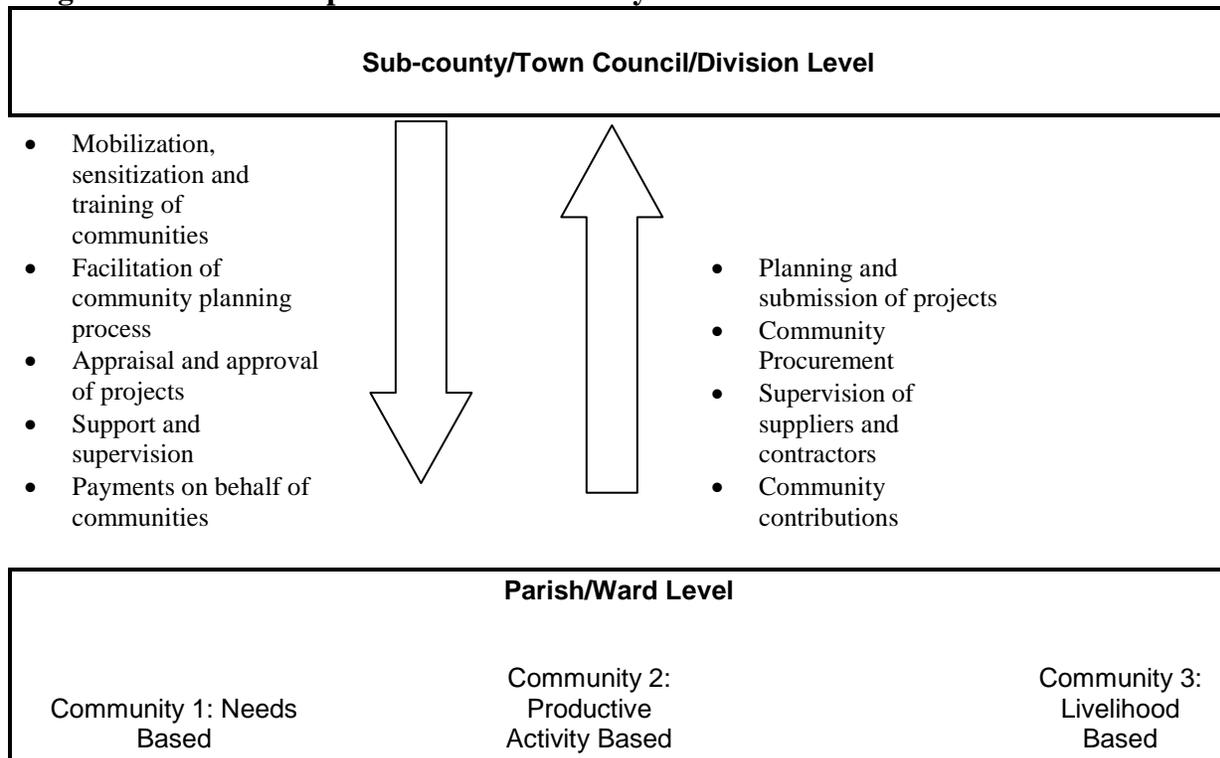
For purposes of the CDD approach, a community will refer to:

- a) Geographical based (at Parish Level); and
- b) Common interest based (i.e. needs, productive activity or livelihood).

*Hence a “Community” refers to a group of people in a given parish with common interest based on needs, productive activity or livelihood.*

For ease of operations, to synchronise and strengthen local government structures, a common interest community must be located in a geographical boundary that relates to an existing administrative structure at parish/ward level. Funds for implementation of CDD activities will be channeled through the Local Government system. Disbursement, accountability and audit will be governed under the Local Government Act Cap 243 and the Local Government Financial and Accounting Regulations 2007. An overview of the relationship between the “community”, parish/ward and sub-county/town council/division level is illustrated below.

**Diagram 1: Relationship between a community and local administrative units**



## **2 COMMUNITY DRIVEN DEVELOPMENT GRANT**

### **2.1 Sources of Funding**

The CDD will be funded by:

- a) Government of Uganda (GoU): The Local Development Grant (LDG) which was piloted and rolled out under the first and second Local Government Development Program (LGDP 1 and II) respectively with IDA and development partner's funding, has now been fully mainstreamed in the GoU budget and in the Medium Term Expenditure Framework (MTEF). Thirty percent (30%) of the LDG for Lower Local Governments which was previously Parish IPF will constitute the CDD grant.
- b) The World Bank through an IDA credit to a tune of US \$ 5 million over a four (4) year period.
- c) The beneficiary communities will be expected to make contributions in a manner and levels appropriate to them which could be in cash or in-kind.

### **2.2 Size of the CDD Grant**

Each community will be entitled to a one-time allocation of maximum US\$ 2,500 (in Uganda Shillings at the prevailing exchange rate) for the duration of the project. And a minimum of two community projects will be financed throughout the project time span per Parish. This will ensure equitable distribution of the grant. However, a community can undertake a project or projects worth more than US\$ 2500 as long as community members are able to mobilize additional resources both in kind and cash. The community's capacity to operate and maintain the investment after completion will remain a key factor for approval of the project.

### **2.3 Sharing of CDD Grant across and within LGs**

The horizontal allocation formula for the LDG will apply to the allocation of CDD grant across districts. For rural authorities (districts and sub-counties) the criteria and weights will be 45% for population; 40% for poverty count; and 15% for land area. For urban authorities the criteria and weights will be 100% for population.

Within the District/Municipal Council, the CDD Grant shall be distributed to Sub County/Town/Division Councils on a pro rata basis based on population. As noted earlier, the Parish IPFs will constitute the CDD Grant which will be accessed by the parishes after satisfying set criteria. (*See 2.5 below*).

### **2.4 Eligibility**

All communities (Parishes) in the country within LLGs meeting the minimum conditions under the annual local government performance assessment will be eligible to access the CDD grant.

However, similar to eligibility for the LDG, a community must demonstrate capacity to appropriately use the CDD grant for empowerment.

## **2.5 Conditions for Community Access**

Communities shall be eligible to receive funding under the CDD provided they meet the access rules as follows:

- a) All households within the community applying have been assessed to meet the agreed minimum hygiene and sanitation conditions<sup>1</sup>
- b) A functional Project Management Committee (PMC) whose membership is acceptable to the community members.
- c) The community prepared project profiles that indicate the investment demanded and prioritized by the community.
- d) A clear demonstration of how the community will manage and cover the cost of the operation and maintenance of the investment in a sustainable manner.
- e) Community contribution in a form that is appropriate to the community (kind or cash)

## **2.6 Selection of beneficiaries**

Determining the eligibility of the community will be done through an assessment by the respective LLG Technical Planning Committee (TPC) with the Sub-county Chief/Town Clerk as the Chair and CDO as the focal point person. The TPC will be backstopped by the district level under the coordination of the District Community Development Officer. The virtues to consider in determining community access to the CDD empowerment grant will broadly cover community organization, livelihood improvement and civic empowerment to hold government accountable.

## **2.7 Access, management and coordination of CDD Grant**

As a key pre-requisite for accessing funds, each recipient community will democratically form a Project Management Committee (PMC) comprising of five persons, at least two (2) of which must be women. The PMC, on behalf of the community, will prepare and submit their proposal and project profile to the Community Development Officer who shall verify the requisition and submit it to the TPC and council for appraisal and approval respectively. After a project has been approved, the Sub-county/Town Clerk will notify the beneficiary community and request the PMC to submit the detailed work plan to guide expenditure planning. Approval for subsequent releases will depend on the successful implementation of the preceding phase based on a satisfactory monitoring report compiled by the PMC and filled by the Parish Chief as per Form CDD-B.

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<sup>1</sup> Minimum hygiene and sanitation conditions in households shall include: a functional toilet, clean household environment and clean water collection source.

## **2.8 Menu of Investments/Eligible community projects**

The CDD grant for community empowerment will finance community projects identified by the communities themselves, which they can implement and maintain and which promote community organisation, empowerment and accountability. The projects must be:

- a) Small-scale investments that communities themselves can implement and maintain, without recurrent cost implications to the local government.
- b) Exhibiting high level of community ownership as manifested through community identification, co-funding and community contributions.

## **2.9 Menu of Investments/Negative List**

The CDD grant will not finance the following:

- a) Infrastructure development because it is eligible under LDG;
- b) Recurrent costs, like fuel and maintenance costs
- c) Single family projects or investments that benefit individuals (private goods)
- d) Purchase of motor vehicles or replacement of parts and related recurrent costs e.g. fuel, repair, etc.
- e) Individual career development
- f) Land purchase or compensation

## **3 CDD PLANNING PROCESS**

To further deepen Lower Local Council planning processes (at the parish and village levels), planning for the community projects to be financed using the CDD grant will be part of the Lower Local Council planning process using the Harmonised Participatory Planning Guide (HPPG<sup>2</sup>), available at HLGs and LLGs, as well as the CDD Information Pack. The CDD financing will therefore support the identification and implementation of the hitherto inadequately prioritised village and community felt needs. Participatory identification of priority needs is intended to enhance collective responsibility and accountability in the community.

### **3.1 Facilitators of the Community Planning Process**

The primary mandate and obligation to facilitate and support the communities in the participatory planning process lies with the LLGs. Nevertheless, in order to harness the comparative advantages and wealth of experience of existing organizations engaged in community mobilization and empowerment initiatives, select civil society organizations will be identified to complement LLG staff in facilitating CDD at community level. These Intermediary Agencies (IAs) or facilitators will be selected against their organizational competencies and experience relevant to CDD such as community mobilization, facilitation and communication skills, project planning, community based monitoring and evaluation and participatory methodologies. The IAs will be pre-qualified by the respective Higher Local Government Contracts Committees based on standard procurement (pre-qualification) procedure. The indicative pre-qualification criteria will include:

- a) Recognized by or registered at the district and operating within the lower local government they are applying to facilitate for at least two years;
- b) At least two resource persons with proven experience in community mobilization and facilitation;
- c) Knowledge of community Driven Development (advantage)
- d) Willingness to work on retainer basis (not for profit).

Intermediary Agencies could be Community Based Organisations (CBOs), Non Governmental Organisations (NGOs) Faith Based Organisation (FBOs) of Private Sector Organisations. The selected IAs will undergo a comprehensive training as part of the Lower Local Government Orientation on CDD. The pre-qualified IA will form a resource pool whose skills and services will be accessed by the Local Governments on an-as-needed basis to backstop among others, the following processes and activities:

- a) Conducting the assessment of the readiness of community groups
- b) Support to project appraisal processes
- c) Community level facilitation
- d) Training and
- e) Day to day propagation and backstopping of the communities during the CDD cycle

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<sup>2</sup> The HPPG will be revised to take into consideration the new Local Economic Development (LED) policy shift which and based on Local Economic and Business Assessments.

- f) Monitoring of project progress
- g) Evaluation of completed projects

Individuals within the Intermediary Agencies will be paid an honorarium based on agreed Government rates and the payment will be activity/task based. Funding for the services provided by the IAs and the CDD related activities of the Community Development Department will be inbuilt in the CDD Grant allocated to a District and will not exceed 5 percent of the Grant.

### **3.2 Appraisal of Community Projects**

The community-identified projects will be appraised (desk and field) by the LLG TPC and approved by the respective LLG Councils as part of the local government planning process. The appraisal is intended to verify whether community members truly participated in the community project planning process, and the selection of the PMC. The indicative appraisal criterion is summarized in Text Box 1 below.

#### Text Box 1: Criteria for Appraisal of Projects

The criteria for appraisal of projects can be broadly grouped into eight (8) categories. They include: technical; managerial; commercial; financial; economic; social and environmental; political; and sustainability.

These categories are closely related. Therefore, decisions to select and fund a community project should be based on combinations of all the criteria.

- (i) **Technical criteria:** Technical staff should examine the technical feasibility of generating the outputs (goods or services). This entails choice of appropriate technology. The related technological considerations include soil characteristics, forms of seeds, equipment, pests and problems depending on the nature of the project.
- (ii) **Managerial criteria:** This covers issues of regulations, managerial and organizational considerations. Specifics include: community project being in line with local government strategies; linkage with other activities and projects; training requirement; management systems; collaborations and co-ordination considerations.
- (iii) **Commercial criteria:** Concerned with the availability and supply of commodities for inputs including land, equipment, manpower, materials and supplies, and transportation. Commercial criteria come into view especially for the projects that are market-oriented.
- (iv) **Financial criteria:** Financial analysis to determine profitability and benefits. This addresses itself to the finances of the community project including amount required, sources, operating costs, revenue and financial viability.
- (v) **Economic criteria:** Economic analysis is done to determine the total contribution of the community project to the village, parish, sub-county, and district/municipal economy. It is concerned with monetary and non –monetary benefits to all social groups in the community.
- (vi) **Social and environmental criteria:** Relate to community project’s impact on quality of society

and its environment. On social and environment the following questions are asked:

- How will quality of life change as a result of the community project including customs, culture, and certain section of community especially the vulnerable?
- How will the project affect income distribution, and
- How will the project affect basic human needs?

(vii) **Political criteria:** Decisions on community projects made at different political levels – government systems: a) Political consideration –covered/stated in government policy. b) Others e.g. meeting aspirations of the electorates.

(viii) **Sustainability criteria:** Sustainability is assessed by evaluating the community’s willingness to use and pay for the operation and maintenance of the facilities and services provided by the community project.

To allow for flexibility and innovation, communities could identify projects as and when needs arise. However, all such projects will have to be endorsed by the LLG executive and finally approved by Council in the ensuing meeting against a council minute.

## **4 FINANCIAL MANAGEMENT**

### **4.1 Release of CDD Grant to LLGs**

CDD will be funded by both Government of Uganda (100% LDG and corresponding Parish IPFs) and the World Bank (US\$ 5 million), but to the LGs it will form one fund called **the CDD Fund** out of which each parish will be entitled to the equivalent of US \$2500 as a one-off for the four years of the project.

In the initial year, CDD Grant release to a LLG will be based on submission of a consolidated CDD Grant work plan to the District. In subsequent years, the CDD Grant release will be made in quarterly installments against quarterly reporting on costs and outputs for the previous quarter but one. Specific reporting formats for the CDD grant are elaborated in addition to those used for the LDG.

The LLG must submit annual quarterly Work Plans to the HLG (form CDD-B) at the beginning of a Financial Year for analysis to ensure that they are in line with this manual. The HLG will then submit to the MoLG annual and quarterly details of Local Governments requirements and the funds needed for the quarter from both the CDD Grant (IDA) and IPF. The MoLG will notify the MoFPED to transfer the funds directly to the higher local governments. Further releases of funds to Local Governments are made upon submission of satisfactory accountability for the previous releases to MoLG.

The District/Municipal local governments shall open up special Bank accounts for CDD Grants. The Lower Local Governments (LLGs) shall also open a CDD account onto which the CDD funds (IPF and Grant) will be transferred.

The CDD Grant should strictly be used to finance community projects stipulated in the work plans submitted by the communities to the LLGs.

### **4.2 Flow and Administration of Funds**

The flow and administration of funds for the CDD grants will follow the stipulated LG financial and accounting regulations but allowing sufficient flexibility and emphasis for community project financing. Below is a description of the highlights in the funds flow:

- (a) The old Parish Indicative Planning Figure will continue flowing as part of LDG to the HLG but it is now CDD.
- (b) For each HLG, on receiving their LDG, the CFO will calculate how much of it that was parish IPF, now CDD, and deposit it in the HLG CDD Account (that is 30% of the 65% = 19.5% for the Districts and 30% of the 50% = 15% for the Municipalities.)
- (c) Funds will not flow automatically from the HLG CDD Account to the LLGs, but will only flow after any Community (Parish) under a particular LLG have met the eligibility

criteria. **Each parish is entitled to USD 2500 as a one off in the four years of the project.** The Accounting Officer for the LLGs will apply for CDD indicating which parishes have met the criteria and the Head of the Community Services Dept at the HLG will review the application for the CAO/TC. Based on this review funds for the particular community project will be transferred to the LLG CDD Account.

- (d) Each LLG will maintain separate ledgers for each Parish that has received funds. The Sub-county Chief (accounting officer) supported by the Sub-accountant will be responsible for managing the funds in-trust for communities following the Local Government Financial and Accounting Regulations, 2007.
- (e) Should there develop a requirement to open parish CDD accounts, this will be communicated to all LGs, but at the moment funds for parishes are kept by the corresponding LLG CDD Account.

**How does the World Bank come in since we know that LDG is being funded 100% by GOU?**

- (f) The former Parish IPF which is continuing to be funded by GOU is not enough to cover the whole country's parishes and because of that, World Bank is contributing USD 5 Million to CDD to be accessed by communities countrywide.
- (g) When the head of Community Services Department finds out that he/she has more applications on table than what the former Parish IPF can cover, he/she will raise a requisition for the CAO to the PS/MoLG for the extra funds required. This should be addressed for the attention of the Coordinator Program Support Team. The Ministry of Local Government will in-build the extra funds required into the following quarter's transfer from Ministry of Finance, Planning and Economic Development and the LG will receive a communication of the breakdown of the amounts expected clearly indicating how much extra CDD funds they are expecting to receive. This extra amount will be funded from the World Bank contribution to the CDD Fund. An example of such a scenario is described in the text box below:

**Text box 2: Narrative Example of CDD funds flow and access by LGs:**

*Kaabong District has 10 LLGs ( Just Example)*

*Out of the ten, 3 LLGs have parishes that have met the CDD accessibility criteria as follows:*

*Kalapata Sub-county – 3 Parishes (Parish A, Parish B, Parish C – total request for Kalapata to the CAO Kaabong is equivalent of \$7500 approx (UGX 15 Million).*

*Kaabong Sub-County - 2 Parishes (Parish D, Parish E – Total request for Kaabong to the CAO Kaabong District is \$5000 approx UGX 10 Million.*

*Kaabong Town Council – 1 Ward (Ward/Parish F – Total request for Kaabong TC to CAO Kaabong District is USD 2500 approx UGX 5 Million.*

*A total request for CDD received by the CAO Kaabong is for 6 Parishes/Communities amounting to \$15,000 approx UGX 30 million. The Requests are reviewed by the Community Services Department and they confirm that they are all valid; all the listed parishes met the criteria.*

***Suppose Kaabong District receives UGX 111 Million, out of which 11 million was CBG and 100 Million was LDG.***

*The 100 Million for LDG will be divided as follows:*

*District 35% = 35 Million*

***LLG 65% = 65 Million***

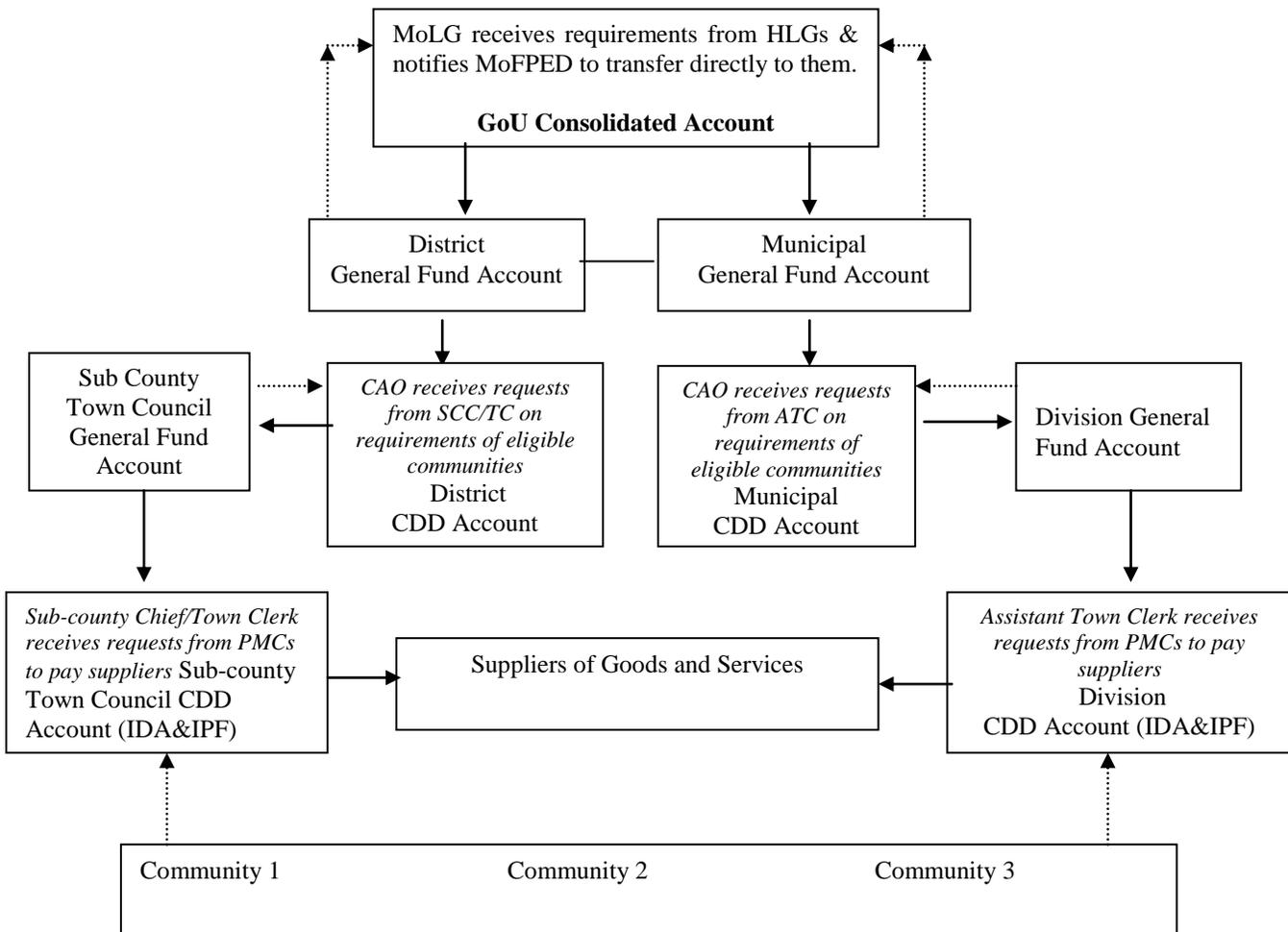
*LDG for LLG 70% of 65Million = 45.5 Million (to be distributed to all LLGs*

***CDD is 30% of 65 Million = 19.5 Million (to be put on Kaabong Dist CDD Account)***

*Much as the District required 30 Million for CDD to pay out all the parishes that have qualified, it has only 19.5 million on the account, so the CAO will apply to the Ministry of Local Government for the difference of 10.5 Million. The ministry will send that difference (of course after verification) to the MoFPED for onward transmission to Kaabong District in the following quarter. So if the same IPF is maintained, Kaabong District will receive LGMSDP Transfer of UGX 121.5 Million to be distributed as follows (CBG 11M, LDG 100M, Additional CDD 10.5 M) **Please remember that out of the 100M for LDG there is still more CDD of 19.5 Million (Parish IPF) to be accessed by other parishes that will qualify and it will cover the small CDD operating cost at HLG)***

The illustration below summarizes the flow and administration of CDD funds from the centre up to the LLGs.

**Diagram 2: Summary of flow and administration of CDD funds from centre to LLGs**



### 4.3 Accountability and Reporting Requirements

Accountability to the MoLG shall be done quarterly and shall be from the Higher Local Governments (HLG) only. The Lower Local Governments (LLG) shall account to the Higher Local Governments and the communities will account to the LLGs. The HLG will then compile the accountability to the MoLG.

#### 4.3.1 Communities

The communities will account to the Sub-county Chief/Town Clerk of the LLGs. The accountability shall consist of the following documents:

- a) Progress report (refer to Form CDD-B)
- b) Project Completion Report (Form CDD-E)

### **4.3.2 Lower Local Governments**

The Lower Local Governments will account to the Chief Administrative Officer/Town Clerk of their Higher Local Government. The accountability shall consist of the following documents:

- i) Financial Summary Sheets for CDD (refer to Form CDD – A)
- ii) Quarterly Work Plan, Budget and Progress Report (refer to Form CDD – B) *this appears for community reporting also!!! And has no space for Chief's/TC's signature.*
- iii) Bank reconciliation statements for the period covered by the report.

These forms should be signed by the Accounting Officer of the LLGs and submitted to the Accounting Officer of the respective HLG.

### **4.3.3 Higher Local Governments**

The HLG will be responsible for ensuring that the communities and LLGs are using the CDD funds for the right purpose and are accounting for the funds advanced on time. The HLG will have the responsibility of holding the funds, if they have already been transferred, for a LLG that has failed to adhere to the CDD guidelines (e.g. failure to account for previous CDD advances) until it has complied.

The Finance and Community Development Departments are responsible for reviewing all the accountabilities from the various LLGs and should ensure that all the required forms have been filled correctly. After review and approval of the accountabilities from LLGs, the HLG should keep them properly and they should be availed to any interested parties e.g. auditors, internal assessment teams, National assessment teams, MoLG staff etc.

The HLG has the responsibility of compiling consolidated accountability for the whole District/Municipal Council and forwarding it to the MoLG so that the next release can be triggered off.

The Accountability from a HLG to MoLG will have the following documents;

- i. A financial summary sheet for the LLGs' CDD (from Form CDD – A)
- ii. Comprehensive Progress Report including all the LLGs (Form CDD – B)
- iii. Bank reconciliation statements for the period covered by the report,

Full accountability shall be considered met by a HLG if all the above requirements are submitted to MoLG for every quarter, that is by the end of September, December, March and June for the first, second, third, and fourth quarter respectively. It is the responsibility of the CAO and the Town Clerks to ensure that they receive the reports from each of their lower LGs for consolidation not later than 15<sup>th</sup> of the last month of each quarter so, hence providing two weeks to consolidate the reports for submission to MoLG on the required due date.

#### **4.3.4 Audit and Independent Financial Assessments**

Audit will be conducted as part of Audit Strategy of Government. Under the Finance Management Program (FINMAP), the Office of the Auditor General (OAG) is building its capacity to audit sub-county accounts including funds spent on community projects.

In addition, as a condition during implementation, an annual Financial Management review will be conducted to ensure that funds were used for community projects and were used for purposes intended.

#### **4.4 Accountability formats**

Sample accountability formats for the community, LLG and HLG levels are as follows:

**Form CDD – A: Financial Summary Sheet**

<b>Ministry of Local Government – LG Management &amp; Services Delivery Program</b>				
<b>CDD – Grant: Financial Summary Sheet</b>				
(a) Division/Sub-county _____				
(b) Program: CDD Grant				
(c) For the period _____ to _____				
(d) Currency: (Uganda Shillings)				
(I)	(II)	(III)	(IV)	(V)
	Period Amount	Annual Budget	Year to date	Available Budget
(e) Opening Balance				
(f) Advance Received				
(g) Co-funding (if any)				
(h) Available Funds	= (e) + (f) + (g)			
<b>Expenditure by Description</b>				
1. Community projects (Min 90%)				
2. Monitoring (max 10%)				
3. Bank Charges				
(i) Total Expenditure	add 1 to 3			
(j) Closing Balance	= (h) - (i)			
(k) Outstanding Obligations				
(l) Planned Expenditure				
(m) Total requirements	= (k) + (l)			
(n) Less Closing Balance	= (j)			
(o) Advance Requested	= (m) - (n)			

Prepared by  
CDO  
Date \_\_\_\_\_

Certified by  
Accounting Officer  
Date \_\_\_\_\_

Text Box 3: Guidelines for Filling Form CDD - A

- a) The Name of Division/Sub-county/Town Council.
- b) The programme: CDD Grant
- c) The period for which the accountability is being done e.g. Sept—Oct 2009
- d) Currency in which the accountability is being done: Ushs
- e) Opening balance, this is the cashbook at the beginning of the period one is accounting for. If the accountability is a proceeding one, this should have been the closing balance of the former one.
- f) Advances received should only be the amounts received from the District.
- g) Available funds should be the sum of (e) + (f) +(g)
- h) Total Expenditure is the sum of the community projects and monitoring/supervision costs which should be agreeing to the total expenditure in the cashbook. The percentages in brackets represent the indicative amounts of the fund to be used in each category, but when filling the form we should fill in the actual amounts spent.
- i) Closing balance is the difference between available funds and total expenditure. (h)-(l) which should be reconciled with the balance in the cashbook.
- j) Outstanding Obligations represent the financial commitments such as outstanding contractual commitments entered into and not yet fully paid for.
- k) Planned expenditure represents the amount the LG intends to spend in the coming quarter. These should include new activities for the period and the old activities that the communities did not accomplish in the past quarter.
- l) Total Requirements are the sum of the obligations and planned expenditure, (k)+(l)
- m) Less closing balance, that is (j)
- n) Advance requested, this represents your total needs or requirements less the amount you have on the account, that is (m)-(n).

**Form CDD -B: Project Work Plan, Budget and Progress Report**

- a) Sub-county/Town Council/Division .....
- b) Parish/Ward .....
- c) Community Project .....

Activity (1)	Period in Quarters (2)				Funding by Source (3)			Remarks (4)
	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup>	4 <sup>th</sup>	CDD Grant	Community	Other	
Activity								
Achievement								
<b>Total</b>								

Is the overall progress on schedule? Yes/No

General problems encountered and/or expected .....

Action taken or proposed

Secretary PMC ..... Signature .....

**Text Box 4: Guidelines for Filling Form CDD-B**

- a) In column (1) write the activity that will be carried out.
- b) In column (2) indicate when you anticipate to accomplish the activity and what you have actually achieved during progress reporting.
- c) In column (3) spread the budget by source indicating what will be contributed by the CDD Grant, community and other sources of for each activity
- d) In column (4) write reasons for under achievement or overspending

**Form CDD-E: Project Completion Report**

Date report completed: .....

Project Name: .....

Sub-county: .....

Parish: .....

Village: .....

Actual date of commencement ..... date of Completion .....

Was implementation on target? Yes/No (Use the work plan to judge)

Give reasons if project implementation is not on schedule: .....  
.....

Was the implementation according to the budget?

Activity (1)	Budget and Source (2)			Actual Expenditure and Source			Reasons
	CDD	Community	Other	CDD	Community	Other	

Lessons Learnt: .....

Recommendations: .....

PMC Chairperson's Signature and date: .....

Parish Chief's Signature and date: .....

## **5 PROCUREMENT**

### **5.1 Community Procurement**

Procurement management, while utilizing the CDD community empowerment grants, **shall not** be guided by the Local Government (Procurement and Disposal of Public Assets) Regulations, 2006. It will however be carried out in accordance with the World Bank's Guidelines. The beneficiary communities shall undertake the procurement function themselves as stipulated in this manual and CDD Procurement manuals without any undue influence from any other office or organization.

Community participation in procurement under the World Bank Guidelines calls for;

- Maximum community participation and ownership and sustainability in the delivery of services,
- Utilization of local know-how and local materials and goods,
- Employing labour-intensive and other locally appropriate technologies.

Under CDD, procurement procedures, specifications and contract packaging shall be suitably adapted to reflect the above considerations.

### **5.2 Procurement principles and characteristics under CDD**

The following principles and characteristics will apply:

- a) Procurement shall be simple and easy enough to be understood and implemented by local staff and the community
- b) It shall be sufficiently transparent to permit real competition among suppliers and to facilitate control in the selection of suppliers and use of funds
- c) Procurement shall use simple standardized documentation
- d) Simplified procurement procedures shall be applied. These procedures shall however seek to ensure economy, efficiency, transparency, social objectives, and community ownership. Therefore, the following shall be the guiding standards; timely delivery of items/completion of contracts, actual cost within budget as estimated, compliance with agreed quality standards, and no misappropriation or misuse of funds.
- e) Decision making on procurement shall be the responsibility of the Community Procurement Committee. Decisions shall all be made collectively.
- f) Simplified Records of the procurement process and the decision making process shall be kept

### **5.3 Procurement procedures**

The procurement process will involve:

- a) Constitution of the Community Procurement Committee (CPC) that will be composed of five members democratically elected by the community. Membership shall be to persons from the community where the project is to be located. Members of PMC, civil servants and people holding political positions shall not be eligible for election as members of CPC.

- b) The PMC will identify what needs to be procured for implementation of a community project and forward the request to the CPC. The PMC will be democratically elected by the community for each project. It will be composed of 5 members, and where possible at least 2 of whom must be women.
- c) CPC in liaison with the PMC will undertake a procurement planning process. The procurement planning process will involve: agreeing on what to buy and how much to buy; packaging requirements by putting like items together; estimating costs of the package; identifying possible sources of the goods or services, selecting the procurement method; and deciding when the goods or services are needed. Refer to Form CDD-C for sample format community procurement plan.
- d) The District contracts committee shall provide comparative market prices for common goods, services and works to assist the CPC in planning and purchasing their requirements.

**Form CDD-C: Sample Community Procurement Plan**

(i) Ref .no	(ii) Contract Description	(iii) Estimate d Cost	(iv) Proc. Metho d	Plan Vs Actua l	(v) Bid Invitatio n Date	(vi) Bid Closing / Openin g Date	(vii) Evaluatio n Report Ready	(viii) Date of Contra ct Award	(ix) Contra ct Amoun t UShs	(x) Date for Receip t	(xi) Comm ent s
				Plan							
				Actua l							
				Plan							
				Actua l							
				Plan							
				Actua l							

**Text Box 4: Guidelines for Filling Form CDD-C: Community Procurement Plan**  
 This Procurement Plan shall be prepared before the community undertakes any procurement.

(i) Ref No: Insert the serialized number of the Order or Tender e.g. CDD/01/08, CDD/02/08 etc

(ii) Contract Description: Insert a brief description of what the procurement is for e.g. Consultant to train a poultry farmer’s group, etc.

(iii) Estimated cost: Insert the estimated cost.

(iv) Procurement method: Insert the method of procurement to be used like direct contracting, single shopping, local shopping or local bidding. This shall depend on the estimated cost and the nature of the item to be procured.

(v) Bid Invitation Date/Advert: Insert the date when you invite bids or when an advert appears in the community inviting bids or proposals eg.4/08/08 to mean 4<sup>th</sup> August 2008.

(vi) Bid closing/opening date: Insert the date when you shall stop receiving bids. Usually the day bidding

closes (last day when to receive bids) is the day bids are opened (i.e. bid envelopes are opened).

(vii) Evaluation report ready: Insert the date when the evaluation report and recommendation for award of contract shall be ready.

(viii) Date for contract award: Insert the date when the responsible authority e.g. PMC shall approve the recommendation for award of contract.

(ix) Contract amount in UG Shs: Insert the amount of the contract in UG Shs e.g. 100,000=.

(x) Date for receipt (completion) of Goods (works or services): Insert the date when the goods (works or services) are to be delivered (completed).

(xi) Comments: Insert any important comments about the tender/order/contract e.g. contract extended, tender cancelled, quantity ordered revised, etc

- e) The CPC will issue request for quotations for goods or services required in the implementation of the community project.
- f) The CPC will evaluate quotations by recording prices and bidders names; analyzing quotations; selecting the lowest evaluated bidder; prepare a bid evaluation report that will include recommendation for contract award to PMC.
- g) The quorum of the CPC will be at least three members and a decision of CDC shall by;
  - i) all the three members if there are three members in attendance
  - ii) at least three members if there are either four or five members in attendance.
- h) PMC will award the contract, and inform all bidders about the award decision, sends a report of the decision to award to the Sub-county Chief and will receive a letter of acceptance from the successful contractor.
- i) The decision of the CPC shall be displayed to the public and it shall consist of the description and price of the purchased goods, services and works.
- j) The Sub-county Chief/Town Clerk will sign the contract witnessed by the chairperson of the PMC and the contractor. Each of the parties will retain a copy of the contract. The contract should specify the tasks and roles of the community and supplier, final costs, payment stages, and timing for execution. Refer to Form CDD-D for sample community contract form.

**Form CDD-D: Sample Community Contract Form**

District/Municipality .....

Sub-county/Town Council/Division .....

Name of the Community .....

This Agreement is made between the (Name of Community Project) and Contractor (Name of Company/Individual).

1. Contract Objectives: This contract is for ..... (Name of Community Project).
2. The scope of work assigned to the contractor consist of: .....
3. The work should be started by and completed by (specify dates)
4. The PMC will supervise the quality of work on a regular basis and the local government will provide technical support for the community project inspecting and certifying the work on monthly basis. If the work does not meet the standards, a representative of the PMC will inform the contractor that s/he is not meeting the terms of the agreement. Poorly done work will be repaired or redone by the contractor at no cost to the community
5. If the work specified is not completed on schedule, the PMC on behalf of the Community may terminate the contract at their discretion.
6. The contractor will pay the cost of any damage or injury caused by employees of equipment while doing the work
7. The total payment for the completed work is ..... (amount)
8. The contractor will be paid by cah/bank cheque as follows (state payment stages)

Title	Name and Signature	Date
Chairman PMC		
The Secretary PMC		
Contractor		

- k) All decisions of the CPCs should be communicated by the Sub-county Chief/Town Clerk to the procurement and disposal unit for recording.
- l) The PMC should monitor the supplier/contractor and ensure that the task is performed as per contract. This should involve checking quantity and quality and witnessing delivery. The PMC should certify completion of the task and recommend the provider to the Sub-county Chief for payment.
- m) The Sub-county Chief will be responsible for paying the supplier and will keep records/documentation.
- n) Good public procurement process must ensure objectivity, fairness, transparency and value for money. Hence the PMC and CPC members shall be trained before commencement of implementation. The training should among others cover the following areas: project management; financial management; procurement; record keeping; reporting and accountability. In addition, the District procurement and disposal unit of the procuring entity that has jurisdiction over the community may assist the CPC in preparing their procurement plan.

- o) A procurement audit will be carried out by the Sub-county/Town Council/Division with support from the District/Municipality or an independent consultant to verify that proper procedures have been followed.

## **5.4 Procurement Methods**

The Community Procurement Committee will use any of the following methods as appropriate:

- **Local bidding:** The CPC will place advertisements in public places like district, sub-county and village notice boards, schools, trading centres, health units, markets, and places of worship. The bids are to be received by CPC (by secretary of CPC) at a stipulated date, opened in public and the lowest evaluated bidder will be awarded the contract.
- **Local shopping:** The CPC will send an invitation (signed by Chairperson CPC or secretary CPC) to bidders (at least three) that have been selected. The bidder submitting the lowest priced quotation will be awarded the contract.
- **Direct contracting/single source selection:** This is where the CPC identifies and selects a contractor, supplier or consultant familiar with the community, negotiates a price with him/her/firm and award a contract based on the agreed price. This shall occur where competitive method is not practical.
- **Community participation in procurement** where work is done by the community members using their own equipment and tools. The community members are then paid for their material and labour inputs.

## 5.5 Thresholds

Table P1 below summarizes the thresholds for the different procurement methods

<b>Procurement Methods</b>	<b>Estimated Amounts in US\$ for Works, Goods or Services</b>	<b>Remarks</b>
Direct Contracting/single source	0-250,000=	If the item under procurement is of complex nature (e.g a community cannot obtain its specifications or no suppliers are available in the local area(in that LG) ) PMC, through sub-county chief, will send request to the district PDU to procure
Local shopping	More than 250,000= to 500,000=	
Local bidding	More than 500,000=	
Community Participation	Any amount that falls within the Grant amount as long as the Goods or Services can be obtained from the area of that particular community(e.g. Sand, Bricks, etc)	

## **6 MONITORING AND EVALUATION**

### **6.1 Introduction**

A CDD M&E system has been developed to closely check or observe and analyze the project progress; efficiency in its delivery and operation; its effectiveness in serving the community and bringing about change once completed; as well as its sustainability. It will be critical for communities to be assisted to develop their M&E plan right at the start, as they define their needs.

### **6.2 Stakeholders in monitoring**

Monitoring and evaluation of CDD implementation will be carried out at the lower local council and LLGs levels. It will however be a shared responsibility between communities, local government staff, MoLG, and independent external evaluators such as the Civil Society Organisations working in the area. Key among them will be the Parish Chief, CDO, Sub County Chief, Sector experts, DCDO, CAO and the District Community Development Officer

The thrust of monitoring for the CDD shall be at the Lower Local Council and LLG levels with Community Development Officer as the focal point. The Parish Chief shall be responsible for the day to day monitoring of recipients of community grants in his/her area of jurisdiction, as well as preparation.

### **6.3 Supervision and Oversight**

CDD is a new approach that requires careful nurturing and support. It will therefore require multi-level supervision and oversight in order to optimise the virtues of the approach.

The Community Development Officers will be the Focal Point Person of the LLG TPC in matters relating to the CDD. The LLGs will be responsible for supervising and backstopping the IAs during the facilitation of various community groups during identification, planning, implementation and monitoring of community projects as they emerge and progress. Funding of the LLG Supervision will be inbuilt as 7 percentage of the CDD empowerment grant allocated to a District.

The District Community Development Officer will be the Focal Point of the HLG TPC in matters relating to the CDD. The HLGs will be responsible for supervising and backstopping the LLGs and IAs during CDD project implementation cycle. Funding for District level supervision will be inbuilt as 3 percentage of the CDD empowerment grant allocated to a District.

At the national level, the MoLG will dedicate an office to be responsible for overseeing and supervising CDD implementation as the Focal Point for the national CDD Resource Team. The CG will conduct periodic supervision visits to sample local governments and communities to ensure that the component, especially given its novelty is implemented as planned.

## **6.4 Community Evaluation**

There will be a community evaluation at the end of each sub-project. The evaluation will aim at assessing: community organization and mobilization; technical performance; resource utilization; participation of beneficiaries and community empowerment; fulfillment of community obligations; management of the project and sustainability; the impact of the community project to the members and local governments including impact on the physical environment.

The responsibility for monitoring and evaluation of CDD initiatives is a shared responsibility between communities, local government staff, and MoLG using independent external evaluators.

- a) Community members: The community members will use participatory assessment methods to regularly assess how the community has benefited from the project.
- b) Local government sector experts: The local government sector experts and the CDO will collect information from the completed projects and submit it to the respective local government TPCs and Executive Committees to assess the project impact at the community and local government level.

***MoLG will commission qualitative enquiries and studies like annual beneficiary assessments, impact assessments and technical audits of community procurement to inform refinement of CDD design and implementation. The CDD will be mainstreamed in the national assessment process and specifically reviewed during the MTR.***

## **6.5 Operation and Maintenance of projects/investments**

On completion of each project/investment the communities will be required to form committees that will take over the management and ensure sustainability of the projects/investments. The committee will be composed of 5 members, at least 2 of whom should be men.

## **6.6 Project Commissioning and handover**

This is an event that marks the successful completion of a project. It involves the handing over of the project to the beneficiary community. It is a tool that ensures public accountability and passing on recurrent cost implications of the project/investment to the beneficiaries. Under CDD commissioning of each completed community project will be emphasized.

## **Form D: Quarterly CDD Monitoring and Evaluation Sub-county/Town Council Report**

**To be prepared by the Sub-county Chief/Town Clerk (SCC/TC) with assistance of the Community Development Officer**

Monitoring will be done by the PMC, PDCs, CPC and the Parish Chief with facilitation of the CDO of the Sub-county/Town Council. The SCC/TC will compile information from the monthly reports of the PMC (Form B: CDD Parish M&E report) and submit it to the Chief Administrative Officer/Town Clerk.

- 1. Parish.....**
2. District/Municipality.....
3. Sub-county/Town Council .....
4. Date of reporting.....
5. Period of reporting.....(e.g. January/March 2009)

<b>Project element/issue to monitor</b>	<b>The approach (what the SCC/TC CDO)</b> <i>The CDO will visit the site to examine the progress, hold a community meeting using brainstorming technique and review Monthly Parish CDD M&amp;E reports (Form B).</i>	<b>Report: make records of findings and prepare a monthly report (Answers)</b>	<b>Give reasons for negative answers</b>
<i>Implementation of planned activities (listed in the project workplan)</i>	Check the activities listed in the project workplan and find/record the answers to the following questions: i) Are the activities in the workplan being implemented ii) If not, give reasons.		
<i>Timeliness</i>	Check to establish: i) Whether the activities are being carried out according to the schedule in the workplan. If not why. ii) Whether the resources are being delivered on time; • materials, • human, • funds. If not why. iii) Whether the outputs are		

	<p>being produced on time;</p> <ul style="list-style-type: none"> <li>• materials,</li> <li>• human,</li> <li>• funds.</li> </ul> <p>If not, give reasons.</p>		
<i>Resources (human &amp; funds)</i>	<p>Are the resources of adequate quantities and of quality:</p> <p>a) human b) materials</p> <p>If not why.</p>		
<i>Budget performance</i>	<p>(a) Give total project budget. (b) Give actual expenditure.</p>		
	<p>Is expenditure as per budget. If not give reasons.</p>		
<i>Target Group</i>	<p>Take stock of the beneficiaries (by category) and compare with the target group (give number of persons per category of the target group and actual beneficiaries). Are the two in harmony. If not why.</p> <p>a) Women b) Men c) Youth d) Disabled e) Others (specify)</p>		
<i>Project location</i>	<p>Check the project site to establish whether the project is located as planned in a place easily accessible to the majority of the target group (if not why).</p> <ul style="list-style-type: none"> <li>• Discuss the issue with the community in a meeting.</li> </ul>		
<i>Outputs</i>	<p>Are the activities resulting into the planned outputs. List the actual outputs. If not, give reasons.</p>		
<i>Outcomes/Impact</i>	<p>Has the project resulted into the expected benefits (the desired change) to the community. List the benefits/outcomes.  If not, give reasons.</p>		
<i>Satisfaction</i>	<p>Hold discussions with the project target group (category by category e.g. the women, the youth, the disabled, the poorest ) to establish whether they are satisfied with the project in respect to (the people should give reasons why they are partially or not satisfied):</p> <p>i) Planning process, ii) Implementation process, iii) Use of funds iv) Work done (outputs) v) Outcome/impact (benefits) vi) M&amp;E, vii) Utilisation of the CDD facility viii) Operation and maintenance,</p>	<p>For each of the items i) to xiii) indicate one of the following:</p> <ol style="list-style-type: none"> <li>1. Fully satisfied</li> <li>2. Partially satisfied</li> <li>3. Not satisfied</li> </ol> <p>i) ii) iii)</p>	

	<p>ix) Participation in the above, that is items i) to iv).</p> <p>x) Decision making [whether the project(s) identified by the community is that being implemented].</p> <p>xi) Equity (fairness) in distribution of benefits (products both goods &amp; services)</p> <p>xii) Sharing of benefits or outcomes from the project</p> <p>xiii) Visits &amp; support by the extension workers especially the CDO &amp; Environment Focal Point Person (EFPP)</p>	<p>iv)</p> <p>v)</p> <p>vi)</p> <p>vii)</p> <p>viii)</p> <p>ix)</p> <p>x)</p> <p>xi)</p> <p>xii)</p> <p>xiii)</p>	
<i>Attitudinal Changes</i>	<p>Hold discussions with the project target group (category by category e.g. the women, the youth, the disabled, the poorest ). Establish whether as a result of the CDD project there are attitudinal changes in the community about peoples roles, civic duties and sense of responsibility.</p> <p>i) Women ii) Men iii) Youth iv) Disabled v) Others (specify)</p>		
<i>People Confidence</i>	<p>Hold discussions with the project target group (category by category e.g. the women, the youth, the disabled, the poorest of the poors). Establish whether, as a result of the CDD project:</p> <ul style="list-style-type: none"> <li>• The people have confidence in the LGs. Elaborate by giving examples.</li> <li>• The people have a closer relationship with the LGs staff especially the extension staff. Elaborate by giving examples.</li> <li>• The people have attained confidence in undertaking their responsibilities. Elaborate by giving examples.</li> <li>• The people have the confidence to request for accountability from LGs. Elaborate by giving examples.</li> </ul>		

	<ul style="list-style-type: none"> <li>How frequent do LGs give accountability to LGs. Elaborate by giving examples.</li> </ul> <p>If not why.</p>		
<i>Lessons learned &amp; Best practices identified</i>	<p>Hold discussions with the project target group (category by category e.g. the women, the youth, the disabled, the poorest ) to establish whether from CDD project there are:</p> <ul style="list-style-type: none"> <li>Lessons learnt in respect to planning, implementation, O&amp;M and M&amp;E.</li> <li>Best practices identified in respect to planning, implementation, O&amp;M and M&amp;E.</li> </ul> <p>Document the lessons learnt and the best practices.</p>		
<i>Challenges</i>	<p>Hold discussions with the project beneficiaries and ask the members to brainstorm on the challenges encountered during project planning, implementation, M&amp;E, O&amp;M.</p>		

## Instructions for form A

### Form A: CDD Parish Monitoring and Evaluation Plan

**A. Project description:** Indicate project name, its quantities/outputs and location.

*Examples:*

- (i) Purchase and installing up a maize mill at Bufaka parish
- (ii) Purchase and installing a milk cooling plant

**B. Expected outcomes/impact:** state the benefits and change that the project will bring to the community.

*Examples*

1. Maize mill

- (a) Outcome one: reduction in transport cost,

- (b) *Outcome two: walking time,*  
(c) *Outcome three: cost of maize flour (if a maize mill is located in their village).*

*2. Milk cooling plant*

- (a) *Outcome one: reduced spoilage of milk,*  
(b) *Outcome two: improved milk sells,*  
(c) *Outcome three: improved incomes from milk sells*

**C. Expected outputs.** In order to have the desired change, what facility or service do you need to have in place.

Examples

- (i) *A maize mill*  
(ii) *A milk cooling plant*

**D. Outcome/impact indicators:** state the measure to be used to detect/see change/results (what will show that the community has received the benefits or has acquired the desired change).

Examples

*1. Maize mill*

- (a) *% reduction in transport cost to a maize mill,*  
(b) *% reduction in walking time to a maize mill,*  
(c) *% reduction in the cost of maize flour (if a maize mill is located in their village).*

*2. Milk cooling plant*

- (a) *Percentage (%) reduction in litres of milk spoilt*  
(b) *% increase in milk sells*  
(c) *% increase in income from milk sells*

**E. Output Indicators:** state the measure that will be used to know that facility or a service is in place.

Examples

- (i) *A maize mill is constructed and completed*  
(ii) *A milk cooling plant is in the village*

**F. Target group:** Indicate the members of the community planned to benefit from the project.

Example

*Parish: All residents of Bufaka Parish*

*Direct beneficiaries: 400 (all residents)*

*Indirect beneficiaries: 13 (3 mechanics, 3 spare parts suppliers, 3 technicians, 4 traders)*

*Categories: (a) Of the 400, a total of 200 women will benefit, the men will be 200,*

*(b) Of the 400 (men & women) 200 will be the youth*

*(c) Of the 400, a total of 5 will be the people with disability (all PWD in the parish)*

**G. Community contribution**

a) **Funds:** indicate the amount of money the community will give (its own resources) to the project implementation.

b) **Materials -** indicate the types of materials and their quantities, the community will contribute to the project.

c) **Labour by category:**

- list the kind of work/tasks that will be done by the community members free of charge, such as fetching water, producing bricks, building a workshop, uprooting trees and clearing the site, making records of community contribution and meeting proceedings, operating the maize mill, packing the maize flour, etc.
- Number of planned meetings: give the number by category (e.g. planning meeting; implementation, M&E and feedback meeting, O&M meeting, etc)
- Average expected participants per meeting

- Allocate time (hours) that will be spent for each type of work/task.
  - Indicate the hours by gender (hours to be spent on the project tasks by women, and those to be spent by men).
- d) Time overall: indicate the total person hours that will be spent by the community members on project activities.
- e) Ideas/innovations: list ideas/innovations (new thinking) contributed during planning. Give the number and categories of people who gave the ideas.

**H. Baseline information:** Prepare a table with the following headings and fill in the key data on the community. This data should have already been gathered during the situation analysis and profiling of the community.

**Table to show key community baseline information**

Total population		Human adult population (18 years and above)		Animal population e.g. - Cattle - Goats - Pigs	Crops acreage by type e.g. - Beans - Maize - Pineapples - Tomatoes - Onions - Passion fruits	Key Livelihoods e.g. - Farmers - Brick makers - Fish mongers - Fishermen - Petty traders	Resources e.g. - Forests - Sand deposits - Clay deposits - Wild animals
Females	Males	Females	Males				

**Project quarterly work plan:**

- i) Column 1: (a) List the outputs  
(b) Below each output indicate the activities to do in order to have the output/product
- ii) Column 2: Against each activity put a tick in the quarter(s) when that activity is planned to take place.
- iii) Column 3: Indicate the source of funding by source
  - In the CDDG column, indicate the amount of money that will come from Central Government
  - In the Community column, indicate the amount of money to be contributed by the community members.
  - In the others column, indicate funds from other sources (specify the sources)
- iv) Column 4: indicate any comment that the community fill is relevant.

**LGMSD CDD M&E: Instructions for forms B, C and D**

This document will provide form filling instructions for the following three M&E forms:

- 1. Form B: Monthly CDD Parish Project Monitoring and Evaluation Report**
- 2. Form C: Completion CDD Parish Project Monitoring and Evaluation Report**
- 3. Form D: Quarterly CDD Sub-county/Town Council Monitoring and Evaluation Report**

**A. Project description:** Indicate project name, its quantities/outputs and location.

*Examples:*

- (i) Purchase and installing up a maize mill at Bufaka parish*
- (ii) Purchase and installing a milk cooling plant*

**B. Expected outcomes/impact:**

In column 2, state the benefits and change that the project will bring to the community.

Examples

*1. Maize mill*

- (c) Outcome one: reduction in transport cost,*
- (d) Outcome two: walking time,*

*(c) Outcome three: cost of maize flour (if a maize mill is located in their village).*

*2. Milk cooling plant*

- (a) Outcome one: reduced spoilage of milk,*
- (b) Outcome two: improved milk sells,*
- (c) Outcome three: improved incomes from milk sells*

In column 3, state the actual results or benefits arising out of the implementation of the project.

*Example: improved milk sells.*

In column 4, give comments e.g. list the challenges faced when implementing the project and how the community went about solving problems.

**C. Expected outputs.** In order to have the desired change, what facility or service do you need to have in place.

In column 4, give comments e.g. list the challenges faced when implementing the project and how the community went about solving problems.

Examples

- (i) A maize mill*
- (ii) A milk cooling plant*

**D. Outcome/impact indicators:** state the measure to be used to detect/see change/results (what will show that the community has received the benefits or has acquired the desired change).

Examples

*1. Maize mill*

- (c) % reduction in transport cost to a maize mill,*
- (d) % reduction in walking time to a maize mill,*

(c) % reduction in the cost of maize flour (if a maize mill is located in their village).

*2. Milk cooling plant*

(a) Percentage (%) reduction in litres of milk spoilt

(b) % increase in milk sells

(c) % increase in income from milk sells

**E. Output Indicators:** state the measure that will be used to know that facility or a service is in place.

Examples

(i) A maize mill is constructed and completed

(ii) A milk cooling plant is in the village

**F. Target group:**

In column 2, indicate the members of the community planned to benefit from the project.

Example

*Parish: All residents of Bufaka Parish*

*Direct beneficiaries: 400 (all residents)*

*Indirect beneficiaries: 13 (3 mechanics, 3 spare parts suppliers, 3 technicians, 4 traders)*

*Categories: (a) Of the 400, a total of 200 women will benefit, the men will be 200,*

*(b) Of the 400 (men & women) 200 will be the youth*

*(c) Of the 400, a total of 5 will be the people with disability (all PWD in the parish)*

In column 3, indicate the actual beneficiaries group. For example; direct beneficiaries 300, indirect beneficiaries 17 (2 mechanics, 2 spare parts supplier, 3 technicians/mechanics and 10 traders). Of the 300, a total of 160 are women while 140 are men. Of the total 300, the PWDs are 5.

In column 4, if less than 50% of the target group is actually benefiting, give reasons why.

**G. Community contribution**

In column 2, indicate the following:

a) Funds - indicate the amount of money the community will contribute to (from its own resources) to the project implementation.

b) Materials – indicate the types of materials and their quantities, the community will contribute to the project.

c) Labour by category:

- list the kind of work/tasks that will be done by the community members free of charge, such as fetching water, producing bricks, building a workshop, uprooting trees and clearing the site, making records of community contribution and meeting proceedings, operating the maize mill, packing the maize flour, etc.
- Number of planned meetings by month: give the number by category (e.g. planning meeting; implementation, M&E and feedback meeting, O&M meeting monthly, etc)
- Average expected participants per meeting
- Allocate time (hours) that will be spent for each type of work/task.
- Indicate the hours by gender (hours to be spent on the project tasks by women, and those to be spent by men).

c) Time overall: indicate the total person hours that will be spent by the community members on project activities.

d) Ideas/innovations: list ideas/innovations (new thinking) contributed during planning. Give the categories of people who gave the ideas.

In column 3, indicate the actual community contribution as follows:

a) Funds - indicate the amount of money the community has contributed (from its own resources) to the project implementation.

b) Materials – indicate the types of materials and their quantities, the community has contribute to the project.

c) Labour by category:

- list the kind of work/tasks that the community members have done free of charge, such as fetching water, producing bricks, building a workshop, uprooting trees and clearing the site, making records of community contribution, etc.
- Number of meetings which have taken place by frequency: give the number by category (e.g. planning meetings (4 meeting – 2 per month); implementation, M&E and feedback meeting, O&M meeting, etc)
- Average actual participants per meeting (sum up participants in all planning meetings and divide by the total number of meetings)
- Indicate the time (hours) actually spent on each type of work/task. For example, 25 hours on planning, 20 hours were spent of M&E, 10 hours on O&M, etc.
- Indicate the hours by gender (hours spent on the project tasks by women, and those to be spent by men).

c) Time overall: indicate the total person hours spent by the community members on project activities.

d) Ideas/innovations: list ideas/innovations (new thinking) contributed during planning, M&E, implementation, O&M meetings. Give the number and categories of people who gave the ideas.

**H. Beneficiaries Satisfaction:** Interview the beneficiaries and ask them to give their opinion whether they are satisfied, partially satisfied or not satisfied with the project process/activities, outputs and results/benefits. The beneficiary opinion will be sought on the following areas:

- (a) *Planning*
- (b) *Decision making [whether project(s) identified by the community is that being implemented]*
- (c) *Implementation*
- (d) *M&E*
- (e) *O&M*
- (f) *Participation in (a) to (d) in above*
- (g) *Use of funds*
- (h) *Work done (outputs)*
- (i) *Outcome/impact*
- (j) *M&E*
- (k) *Utilisation of the CDD facility*
- (l) *Equity (fairness) in distribution of benefits (products both goods & services)*
- (m) *Sharing of benefits from the project*
- (n) *Visits & support by extension workers especially the CDO & EFPP*

**I. Attitudinal Changes:** Hold discussions with the project target group (category by category e.g. the women, the youth, the disabled, the poorest ). Establish whether as a result of the CDD project there are attitudinal changes in the community about peoples roles, civic duties and sense of responsibility.

- i) Women
- ii) Men
- iii) Youth
- iv) Disabled
- v) Others (specify)

**J. People confidence:** Hold discussions with the project target group (category by category e.g. the women, the youth, the disabled, the poorest ). Establish whether, as a result of the CDD project:

- The people have confidence in the LGs. Elaborate by giving examples.
- The people have a closer relationship with the LGs staff especially the extension staff. Elaborate by giving examples.
- The people have attained confidence in undertaking their responsibilities. Elaborate by giving examples.
- The people have the confidence to request for accountability from LGs. Elaborate by giving examples.
- How frequent do LGs give accountability to LGs. Elaborate by giving examples.

If not why.

**K. Lessons Learnt and best practices identified:** Hold discussions with the project target group (category by category e.g. the women, the youth, the disabled, the poorest ) to establish whether from CDD project there are:

- Lessons learnt in respect to planning, implementation, O&M and M&E.
- Best practices identified in respect to planning, implementation, O&M and M&E.

**L. Baseline information:** For column 2, prepare a table with the following headings and fill in the key data on the community. This data should have already been gathered during the situation analysis and profiling of the community.

**Table to show key community baseline information**

<i>Total population</i>		<i>Human adult population (18 years and above)</i>		<i>Animal population e.g.</i>	<i>Crops acreage by type e.g.</i>	<i>Key Livelihoods e.g.</i>	<i>Resources e.g.</i>
<i>Females</i>	<i>Males</i>	<i>Females</i>	<i>Males</i>	- Cattle - Goats - Pigs	- Beans - Maize - Pineapples - Tomatoes - Onions - Passion fruits	- Farmers - Brick makers - Fish mongers - Fishermen - Petty traders	- Forests - Sand deposits - Clay deposits - Wild animals

In case of new data arising out of the implementation of the CDD project, create a new table with a format similar to the above headed *‘Table to show an update of the baseline information’*.

**M. Monitoring the performance of the budget**

*Column 1:* List the activities as those listed in section I of the CDD M&E Plan.

*Column 2:* Indicate the budget by source, namely;

- In the CDDG column, indicate the amount of money is budgeted to come from Central Government
- In the Community column, indicate the amount of money that was budgeted to be contributed by the community members.
- In the ‘others’ column, indicate funds budgeted to come from other sources (specify the sources)

*Column 3:* indicate the actual expenditures by source

- In the CDDG column, indicate the amount of money that came from Central Government
- In the Community column, indicate the amount of money that was contributed by the community members.
- In the others column, indicate funds from other sources (specify the sources).

*Column 4:* If there is any change in the budget or its expenditure, give reasons for under spending or overspending.

**Form CDD-F: Parish Chief’s Summary of Community Project Progress**

Parish .....Date .....

Community Project	Timely Implementation		Budget Performance		Functionality of PMC		Reasons for Delays and Over Expenditure	Proposed Action
	On Schedule	Not On Schedule	Within Budget	Not in Budget	PMC Functional	PMC Not Functional		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)

Parish Chief: Name, Signature..... Stamp:  
.....

**Text Box 6: Guidelines for Filling Form CDD – F: Parish Chief’s Summary of Community Project Progress**

The purpose is to summarize the status of progress of community projects in a parish. It also facilitates the assessment of whether projects are being implemented on schedule, within budget and in determining whether there are functional PMCs per community project. The form is filled quarterly by the Parish Chief, using information provided by the PMCs (refer to form CDD-B) and submitted to the Sub-county Chief/Town Clerk.

- o) Write the name of the community project
- p) Tick if the project is on schedule as per work plan
- q) Tick if the project is not on schedule as per work plan
- r) Tick if the project is within budget
- s) Tick if the project is not in budget (over expenditure)
- t) Tick if the PMC is in place and working
- u) Tick if the PMC is not functional
- v) Indicate reasons for delays, over expenditures or non-functionality of the PMC
- w) Indicate the action proposed or taken

The Community Development Officer at the LLG shall be responsible for monitoring recipients of community grants and to report to the Sub-County Chief/Town Clerk. The Sub-County Chief/Town Clerk shall be responsible for submitting quarterly reports on performance of CDD activities to the Chief Administrative Officer/municipal town clerk using form CDD-G.

**Form CDD-G: Sub-county Chief/Town Clerk’s Summary Report on Community Projects**

	Number		Number		Number	Proposed improvements or mitigation
Projects on Schedule	(1)	Projects within Budget	(4)	PMC Functional	(6)	(8)
Projects not on Schedule	(2)	Projects not in Budget	(5)	PMC not Functional	(7)	
Total	(3)		(3)		(3)	

**Text Box 7: Guidelines for Filling Form CDD – G: Sub-county Chief/Town Clerk’s Summary Report on Community Projects**

The purpose is to summarize the status of progress of community projects in a sub-county/town council/division. It also facilitates the assessment of whether projects are being implemented on schedule, within budget and in determining whether there are functional PMCs per community project. The form is filled quarterly by the sub-county chief/town clerk, using information provided by the parish chiefs (refer to form CDD-F) and submitted to the CAO/Town Clerk

- Write number of projects on schedule
- Write number of projects not on schedule
- Total number of community projects in the sub-county/town council/division
- Write number of projects within budget
- Write number of projects not in budget
- Number of projects with functional PMCs
- Number of projects without functional PMCs
- Write action to be taken by the LLG to improve the situation or mitigate the shortfalls

## **7 CDD INSTITUTIONAL FRAMEWORK**

### **7.1 Management Structures**

The project will be implemented through the existing government policy implementation channels. It will however adopt unique structures and processes at implementation level.

Implementation of CDD will be cascaded along the following Institutional arrangements:

- a) National Resource Team
- b) HLG Resource Teams
- c) LLG Resource Teams and Intermediary Agencies
- d) LLGs and IAs to support the communities in the participatory planning process.

The National and HLG Resource Teams will be responsible for providing training and technical backstopping to lower level resource teams and staff.

#### **7.1.1 National level**

At national level, the project secretariat will be based in the MoLG. The secretariat will provide overall policy guidance, implementation, review and approval of work plans, release of funds, monitoring and evaluation and overall accountability for the project.

#### **7.1.2 District/ Municipal level**

At the HLG level, the project will be implemented through the existing structures of District/Municipal Council and TPC. The CAO/ Town Clerk will be the Accounting Officer and the DCDO the Focal Point Person (FPP).

#### **7.1.3 Sub County / Division/ Town Council level**

The management of the project at sub county level will be a replication of the district structure. The Sub County Chief will be the Accounting Officer and the CDO the focal point person.

#### **7.1.4 Parish level**

At the parish level, the Parish Chief will be the focal point person and the PDC will be responsible for data collection and analysis.

#### **7.1.5 Village/ Community level**

The Project Management Committee (PMC) will be responsible for the day to day running of a project. Each project will have a PMC. The CPC will handle procurements. The Local Councils and communities will provide overall oversight of the project.

A description of the key roles of the stakeholders is presented in Table 8.

**Table 8: KEY ROLES OF STAKEHOLDERS**

<b>Level</b>	<b>Stakeholder</b>	<b>Key Roles</b>
National	Ministry of Local Government	<ul style="list-style-type: none"> <li>• Coordinate development, production and translation of a CDD information pack</li> <li>• Coordinate training, supervision and oversight for CDD approach implementation</li> </ul>
	Ministry of Finance Planning and Economic Development (MoFPED)	<ul style="list-style-type: none"> <li>• Transfer of CDD funds to HLGs</li> </ul>
	National Resource Team	<ul style="list-style-type: none"> <li>• Participate in the development of the CDD information pack</li> <li>• Train District/Municipal level CDD focal point persons and local level facilitators</li> </ul>
District/Municipal Level	Council	<ul style="list-style-type: none"> <li>• Oversight of CDD implementation in the District/Municipality</li> </ul>
	TPC (CAO as chairperson and DCDO as Focal Point Person)	<ul style="list-style-type: none"> <li>• Backstopping, hands-on and supervisory support of LLGs</li> <li>• Submit to MoLG annual and quarterly CDD requirements</li> <li>• Reviewing LLG accountabilities</li> <li>• Submitting quarterly accountabilities to MoLG</li> </ul>
	Contracts Committees	<ul style="list-style-type: none"> <li>• Selection of Intermediary Agencies</li> <li>• Provide market prices for common goods, services and works to CPCs</li> <li>• Train and backstop CPC in the procurement processes</li> </ul>
Lower Local Governments	Council	<ul style="list-style-type: none"> <li>• Approval of community projects</li> <li>• Approve opening of a CDD bank account</li> </ul>
	TPC (Sub-county Chief/Town Clerk Chairperson and CDO CDD Focal Point Person)	<ul style="list-style-type: none"> <li>• Support the community planning process</li> <li>• Verification of community projects applications from PMCs</li> <li>• Desk and field appraisal of projects</li> <li>• Assessment of the community eligibility to access CDD funds</li> <li>• Submit project work plans, budget and progress reports to HLGs</li> <li>• Maintaining different ledgers for community projects</li> <li>• Payment of contractors for community projects on recommendations of the PMC</li> <li>• Submit accountabilities to HLG</li> <li>• Vetting and recommending IAs to Contracts Committee</li> </ul>
	Intermediary Agency (CBO, NGO, FBO or private sector)	<ul style="list-style-type: none"> <li>• Contracted to facilitate, propagate and backstop the CDD approach at the community level</li> </ul>
Parish/Community Level	Parish Chief	<ul style="list-style-type: none"> <li>• Ensure timely preparation of development plans</li> <li>• Ensure timely planning, and submission of project proposals, profiles and work plans to the sub county.</li> <li>• Ensure the timely disbursement of the grants and</li> </ul>

Level	Stakeholder	Key Roles
		<ul style="list-style-type: none"> <li>accountability.</li> <li>• Create linkages with Intermediary Agencies and other development actors.</li> <li>• Supervise community projects/investments</li> <li>• Assess works and services</li> <li>• Cause payment for completed works, supplies and services</li> <li>• Community project monitoring</li> <li>• Make monthly reports to Sub-County Chief/Town Clerk.</li> <li>• Provide feedback to Parish/ Ward and Division/ Sub County.</li> <li>• Secretary to Parish Development Committee (PDC).</li> <li>• Arbitrate whenever conflict arises in the project life cycle together with the PDC</li> <li>• Receive, scrutinize and forward accountabilities and reports to the Sub County for onward transmission</li> </ul>
	Parish Development Committee(PDC)	<ul style="list-style-type: none"> <li>• Collecting, compiling and maintaining baseline data about the parish using the provided guidelines under the CBMIS.</li> <li>• Ensuring timely preparation of the Parish Development Plan (PDP)</li> <li>• Integration of CDD intervention in PDP</li> <li>• Compiling CAP's and prepare work plan</li> <li>• Mobilizing communities for participation in development and continuity of projects/investments.</li> <li>• Compiling and maintaining community checklist on grant access conditions</li> <li>• Planning for and conducting regular community meetings<sup>3</sup>.</li> <li>• Giving feedback about development activities to communities</li> <li>• Monitoring and evaluation</li> <li>• Back up support to PMC</li> <li>• Facilitating the formation of Parish/Ward procurement committee</li> <li>• Supervising the CPC</li> <li>• Monitoring all PMCs under their area of jurisdiction</li> <li>•</li> </ul>
	PMC	<ul style="list-style-type: none"> <li>• Prepare and submit the community proposal and profile to CDO</li> <li>• Submission of detailed work plan after the community project has been approved</li> <li>• Participate in procurement planning with the CPC</li> <li>• Award contract to bidders selected by the CPC</li> <li>• Supervise contractors and make recommendations for payment</li> </ul>

<sup>3</sup> Monthly and special meetings.

<b>Level</b>	<b>Stakeholder</b>	<b>Key Roles</b>
		<ul style="list-style-type: none"> <li>• Compile monitoring reports</li> </ul>
	CPC	<ul style="list-style-type: none"> <li>• Participate in procurement planning with the CPC</li> <li>• Responsible for community procurement – soliciting, receiving and evaluating bids,</li> </ul>
	Community members (Beneficiaries)	<ul style="list-style-type: none"> <li>• Community mobilization</li> <li>• Resource mobilization</li> <li>• Fulfilling the access criteria</li> <li>• Record keeping</li> <li>• Operation and maintenance of community projects</li> <li>• To participate in election of PMC.</li> <li>• Co-fund community projects in cash, labour or kind</li> <li>• Participate in planning meetings – identify community projects</li> <li>• Selection of the PMC</li> </ul>
Village	Village Council	<ul style="list-style-type: none"> <li>• Agreeing on the modalities of community project benefits</li> <li>• Collect, compile and maintain baseline data about the village</li> <li>• Identify village needs and priorities while indicating what the village can do and what they cannot do, in relation to available resources (human, physical and technical).</li> <li>• Develop and periodically update the Community Action Plan (CAP) and submit CAP to the Parish Council.</li> <li>• Mobilize resources for co-funding and contribution.</li> <li>• Compile and maintain community checklist on grant access conditions.</li> <li>• Initiate the formation of PMCs for all investments and projects.</li> <li>• Develop mechanisms for operation and maintenance of projects.</li> <li>• Agree on feedback mechanisms e.g. regular meetings, public notices, drama shows, public events, labeling projects.</li> <li>• Monitoring of community projects</li> </ul>

## **8 MEMORANDUM OF UNDERSTANDING**

In order to ensure conformity with CDD guidelines, timely and proper implementation of activities and attainment of the objectives, the LLGs will sign a Memorandum of Understanding (MoU) with implementing communities. The MOU is critical for ensuring that agreements are spelt out in advance on such issues as community participation and contributions, accountability mechanisms, roles and responsibilities of various stakeholders. The Memorandum of Understanding are provided below.

## LOCAL GOVERNMENT MANAGEMENT AND SERVICES DELIVERY PROJECT

### Participation Agreement between

The Sub-County/Town Council/Division of \_\_\_\_\_  
and  
Community of \_\_\_\_\_ (Include Community Name, Parish)

THIS PARTICIPATION AGREEMENT made the \_\_\_\_\_ day of \_\_\_\_\_ between the Sub-county/Town/Division Council of \_\_\_\_\_ (hereinafter referred to as the “Sub-county/Town/Division” [*strike out inapplicable*]) of the one part and the Community of \_\_\_\_\_ (hereinafter referred to as the “Community” of the other part.

WHEREAS by a Development Credit Agreement dated \_\_\_\_\_ (hereinafter called the “DCA”) and made between the Republic of Uganda (hereinafter referred to as the “Government”) and the International Development Association (hereinafter referred to as the “Association”), the Association has agreed to lend to the Government an amount (the “Credit”) in various currencies equivalent to \_\_\_\_\_ for the purposes and upon conditions therein set forth; and

WHEREAS Government has agreed with the Association, the District/Municipality and the Sub-county/Town/Division that the Program will be executed in accordance with the terms and conditions of the DCA; and

WHEREAS the Sub-county/Town/Division has agreed with the Community that the Program will be executed in accordance with the terms and conditions of the DCA; and

WHEREAS the District/Municipality and the Sub-county/Town/Division have determined that the Community is a qualifying for receiving the CDD having met the following qualifying criteria:

- a) All households within the community applying have been assessed to meet the agreed minimum hygiene and sanitation conditions<sup>4</sup>
- b) A functional project management committee whose membership is acceptable to the community members.
- c) The community prepared project profiles that indicate the investment demanded and prioritized by the community.
- d) A clear demonstration of how the community will manage and cover the cost of the operation and maintenance of the investment in a sustainable manner.
- e) Community contribution in a form and level that is appropriate to the community (kind or cash)

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<sup>4</sup> Minimum hygiene and sanitation conditions in households shall include: a functional toilet, clean household environment and clean water collection source.

and

WHEREAS under the terms of the DCA, the Sub-county/Town/Division has agreed to enter into this Participation Agreement with the Communities for the purpose of making available part of the proceeds of the Credit as a CDD Grant in accordance with the provisions of the Project Implementation Plan; and

WHEREAS the CDD is to be applied towards financing the implementation of

- a) Small-scale investments that communities themselves can implement and maintain, without recurrent cost implications to the local government; and
- b) Exhibiting high level of community ownership as manifested through community identification, co-funding and community contributions.

and

WHEREAS the Sub-county/Town/Division and communities are aware of the respective roles and responsibilities of the Government, Local Governments and Communities as set out in the Constitution, the Local Governments Act, Cap 243 wishes to access the CDD Grant to finance the cost of selected eligible investments.; and

NOW THEREFORE the parties hereto hereby agree as follows:

#### ARTICLE 1: DEFINITIONS

Unless the context otherwise dictates, the several terms defined in the DCA have the respective meanings therein set forth and the following terms have the following meanings:

- a) “Program” means the Local Government Management and Services Delivery Program.
- b) “CDD Grant” means the Grant provided to the Division/Sub-county/Town Council for use by the communities to finance small-scale investments that communities themselves can implement and maintain, without recurrent cost implications to the local government
- c) “Operational Manual” means the CDD Operational Manual dated \_\_\_\_\_ that sets out procedures and requirements for Local Governments and communities to access the CDD Grant for empowerment
- d) The “Grant” means the grant provided for in Article 2 of this Agreement.
- e) “Community” refers to a group of people in a given parish with common interest based on need, productive activity or livelihood.
- f) “Community project” means an investment, financed or proposed to be financed, under a CDD Grant

#### ARTICLE 2: THE GRANT

The Division/Sub-county/Town Council shall make available to the Community for purposes of this Participation Agreement the equivalent of US..... \$ (in words)

\_\_\_\_\_ (US\$\_\_\_\_\_)  
as a CDD Grant. The Grant represents all funds earmarked to the Community Project. Grant releases for the purposes of financing a Community Project in a fiscal year will be based on assessment of communities meeting of eligibility criteria.

### ARTICLE 3: OBLIGATIONS OF THE DIVISION/SUB-COUNTY/TOWN COUNCIL

The Division/Sub-county/Town Council shall:

- c) Fully cooperate with the Communities to ensure that the purposes of this Agreement are accomplished.
- d) Be responsible for the management of the part of the Program within its jurisdiction subject to overall management and control by the District/Municipality and Government's Ministry of Local Government.
- e) Ensure that all payments due to contractors, suppliers and providers of services engaged on Community Projects are effected in a timely manner.
- f) Comply with and meet its obligations in accordance with the Project Implementation Plan (PIP) and the Operational Manual and any amendments made thereto from time to time.
- g) Respond in a timely manner to Community requisitions on submission of prescribed reports.
- h) With the help of the District/Municipality assist the Community in the establishment of a Monitoring and Evaluation System to enable on-going review of the implementation of the Community Projects supported by the CDD Grant so as to determine the performance of the Community.
- i) With respect to the Community projects maintain or cause to be maintained separate and appropriate financial records and generate suitable financial statements.

### ARTICLE 4: OBLIGATIONS OF THE COMMUNITY

The Community shall:

- a) Fully cooperate with the Division/Sub-county/Town Council and District/Municipality to ensure that the purpose of the Grant is accomplished and do everything possible to enable the Government to fulfill its obligations. It shall comply with and meet its obligations in accordance with the Operational Manual and any amendments made thereto from time to time including:
  - i. Preparing a project proposal and profile for the community project and ensuring that the community project is consistent with the Division/Sub-county/Town Council Plan;
  - ii. Submitting to the Division/Sub-county/Town Council progress reports for the community project undertaken in the formats prescribed by the Government in the Operational Manual;
  - iii. Ensuring that the Community projects conform to good environmental practices and the Ministry of Local Government's Environmental Mitigation Plan for the Program;
  - iv. Ensuring that land on which the Community Project is to be located are free of encumbrances and that there are no involuntary resettlement issues;

- v. Establishing and ensuring continued maintenance and functioning of the Monitoring and Evaluation System and submitting prescribed reports to the Division/Sub-county/Town Council in a timely manner;
  - vi. Acting promptly and diligently, following periodic reviews of Community projects, in order to take, or assist the Government through the MoLG and the City/District/Municipality and Division/Sub-county/Town Council in taking, any corrective action to remedy any shortcomings noted in the implementation of the Community project, or to implement or assist the Government through the City/District/Municipality in implementing such other measures as may be necessary for the furtherance of the objectives of the Program;
  - vii. Ensuring that the relevant Community Committees as prescribed are in place and functional;
  - viii. Assuming responsibility for the implementation, supervision and certification of Community projects.
- b) Use the CDD Grant for the purposes meant and outlined in the Plan, and with due diligence and efficiency and in conformity with sound administrative and financial practices and national standards under the supervision of qualified and experienced management assisted by competent staff in adequate numbers.
- c) Ensure that the proceeds of the Grant and community contributions are used exclusively to fund eligible Community projects activities.
- d) Provide the Government, the City/District/Municipality and Sub-county/Town/Division Council with all such information and other material relating to performance of its obligations under this Agreement, the utilization of the Grant and related matters as the Government and the Sub-county/Town/Division may request from time to time.
- e) Promptly inform the Government, the City/District/Municipality and Sub-county/Town/Division of any condition which interferes with or threatens to interfere with the performance of its obligations under this Agreement, the accomplishment of the purposes of this Agreement or the Grant.
- f) Enable authorized representatives of the Government, the City/District/Municipality, Sub-county/Town/Division and the Association to inspect the Community projects related records, documents and operations. For each Community project detailed independent documentation and records of costs, operation and maintenance arrangements etc. will be maintained.

#### ARTICLE 5: RIGHTS AND REMEDIES OF THE SUB-COUNTY/TOWN/DIVISION

- a) In the event that the right of the Sub-county/Town/Division to receive proceeds from the Credit shall be suspended or terminated then regardless of the reason for the suspension or termination the right of the Community to receive further monies as otherwise provided in this Agreement shall simultaneously and to the same extent be suspended or terminated as the case may be.

- b) Notwithstanding cancellation of any amount of the Grant or any suspension of the right of the Sub-county/Town/Division to receive proceeds from the Credit all provisions of this Agreement shall remain in full force and effect except as provided contrary to this Article 5.

**ARTICLE 6: EFFECTIVE DATE AND TERMINATION**

- a) This Agreement shall come into force and effect on the date on which the DCA comes into force and effect or the date on which this Agreement is made whichever is later.
- b) This Agreement shall terminate and all obligations of the parties shall cease and determine on the date on which the Division/Sub-county/Town Council has made all payments for which it is or may become liable and fulfilled all its obligations under this Agreement.

**ARTICLE 7: NOTICES**

Any notice, request, approval, information, declaration, further agreement or other communication between the parties permitted or required by this Agreement shall be in writing and shall be deemed to have been duly given, made, or sent when it shall be delivered by hand or by mail, facsimile or telegram, to the party to which it is required or permitted to be given or made at the address of such party hereinafter specified, or at such other address as such party shall have designated by notice to the other party:

For the District/Municipality:

To: Chief Administrative Officer/The Town Clerk District/City/Municipal Council  
\_\_\_\_\_ P.O. Box  
\_\_\_\_\_

Telephone: \_\_\_\_\_

Fax: \_\_\_\_\_

For the Division/Sub-county/Town Council

To: Sub-county Chief/Town Clerk  
Division/Sub-county/Town Council \_\_\_\_\_ P.O. Box  
\_\_\_\_\_

Telephone: \_\_\_\_\_

Fax: \_\_\_\_\_

For the Community

To: Chairperson, Project Management Committee  
Community \_\_\_\_\_ P.O. Box  
\_\_\_\_\_

Telephone: \_\_\_\_\_

Fax: \_\_\_\_\_

**ARTICLE 8: OTHER PROVISIONS**

- a) This Agreement shall be binding upon all successors of the Division/Sub-county/Town Council and Community in whatever forms constituted and their assigns.
- b) No delay in exercising or omission to exercise any right or remedy accruing to either party under this Agreement upon any default, shall impair any such right, power or remedy or its exercise or be construed as a waiver thereof or as acquiescence in such a default, or shall affect or impair any right or remedy in respect of any other subsequent default.
- c) Any Schedules annexed hereto form and constitute an integral part of this Agreement.
- d) The provisions of this Agreement shall only apply in so far as they are not inconsistent with the provisions of the Local Governments Act, Cap 243 or as amended thereof.
- e) Any action permitted or required to be taken and any document permitted or required to be executed under this Agreement may on behalf of the Division/Sub-county/Town Council be taken or executed by the \_\_\_\_\_ or such other person as he shall designate in writing.
- f) This Agreement may be executed in several counterparts, each of which shall be an original.
- g) This Agreement shall not be amended, supplemented varied or rescinded except with the consent and approval of the Government, the City/District/Municipality, the Division/Sub-county/Town Council, the Communities and the Association.
- h) In case of a dispute between the parties hereto the decision of the Minister of the Government at the time responsible for Local Government shall prevail.

IN WITNESS whereof the parties hereto have executed and delivered this Agreement on the day and year first above written

**FOR AND ON BEHALF OF THE DIVISION/SUB-COUNTY/TOWN COUNCIL**

Sub-county Chief/Town Clerk

Name \_\_\_\_\_ Signature \_\_\_\_\_ Date \_\_\_\_\_

In the presence of (Witness)

Name \_\_\_\_\_ Signature \_\_\_\_\_ Date \_\_\_\_\_

**FOR AND ON BEHALF OF THE COMMUNITY**

Chairperson Project Management Committee

Name \_\_\_\_\_ Signature \_\_\_\_\_ Date \_\_\_\_\_

In the presence of (Witness)

Name \_\_\_\_\_ Signature \_\_\_\_\_ Date \_\_\_\_\_

of quarterly reports for submission to the Sub-county Chief/Town Clerk using form CDD-F.

**Form CDD-F: Parish Chief’s Summary of Community Project Progress**

Parish .....Date .....

Community Project	Timely Implementation		Budget Performance		Functionality of PMC		Reasons for Delays and Over Expenditure	Proposed Action
	On Schedule	Not On Schedule	Within Budget	Not in Budget	PMC Functional	PMC Not Functional		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)

Parish Chief: ..... Signature: .....