THE CHALLENGES OF COMMUNITY PARTICIPATION IN DEVELOPMENT PROJECTS: A CASE OF COMMUNITY MANAGED PROJECTS OF PLAN INTERNATIONAL - LUWERO PROGRAM.

BY

FELIX OMUNU, B.A.(SS)
2001/ HD14/ 728U

A DISSERTATION SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE AWARD OF THE DEGREE OF MASTER OF ARTS SOCIAL SECTOR PLANNING AND MANAGEMENT (M.A.SSPM) OF MAKERERE UNIVERSITY, KAMPALA.

JUNE, 2008

Declaration

I, Felix Omunu, do hereby declare that this is my original work and that to the best of my knowledge, it had never been submitted to any university for the award of any degree or any other purpose.

Signed ……..
2001/ HD14/ 728U FELIX OMUNU

Date: ……..

Supervisor: Dr. Florence Nangendo

Signed: ……

Date: ……..

Dedication

This thesis is dedicated to all the local beneficiaries of Ngalonkalu and Kikube parishes in Luwero district who tirelessly participated in the implementation of Plan facilitated community managed projects.

Acknowledgement

This research dissertation was made possible by the invaluable contribution of different individuals. First and foremost I would like to acknowledge the contribution of the CMP communities of Kikube and Ngalonkalu parishes. Their patience and willingness to talk to the interviewers is the result of this research report. Particularly, Bonny Mayanja, Chairman of Kikube CMP played a very key role in mobilizing his colleagues to participate in the study

I would also like to acknowledge the contribution of Plan International Luwero field staff that facilitated the CMP process. They directed the researcher and the field interviewers to the selected respondents in their communities. They also provided useful and key informant information to the researcher in the focus group discussions that they participated in. Particularly, Casiano Kansiime played a key role in making this project possible.

Throughout this process of research, constructive contributions were received from a number of individuals who gave a technical critique at different stages. These include Francis Ejones, Andrew Ojede, George Sempangi, William Matovu and Casiano Kansiime. The success of this research owes a lot to your technical input at different stages.

I would also like to thank, from the bottom of my heart, my dear wife, Florence Matti Omunu, who was there for me during the compilation of this report. She encouraged me and made the environment at home conducive for my work. She also played a big role in editing the final report

To all who could have contributed in one way or the other in making this research successful, I say thank you.

May God abundantly bless you and continue to give you inspiration in all you do.

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List of Acronyms

CBOs	Community Based Organizations
CMP	Community Managed Projects
NGOs	Non- Governmental Organizations
NRA	National Resistance Army
Plan	Plan International
PRA	Participatory Rural Appraisal

Operational definitions

Community participation

This is the active involvement of people in the design, implementation and evaluation of activities meant to improve their situations. It is an active process where the people themselves, guided by their own thinking and using institutions and mechanisms over which they can exert effective control, take initiatives.

Development projects

These are a set of related activities directed towards achieving specific goals. They are usually meant to address problems in the communities.

Community managed projects

These are projects that are designed, implemented, monitored and evaluated by the communities themselves.

Plan International

This is an international, child centred development non-governmental organization, which runs programs in the districts of Luwero, Kamuli, Kampala and Tororo. Their interventions are mostly in the areas of education, health, water and sanitation, income generation and general capacity building of poor communities.

Beneficiaries

These are the targeted population who directly reap from the projects implemented in the communities.

Sustainability

The process where by a project or program continues even after external support has been phased out. The indicators of sustainability include project continuity, continued injection of resources into the projects by the communities, continued existence of the project structures that were established from the beginning, among others.

Ownership:

This is the feeling of the legal right of possession of a project by the communities after fully participating in its planning, implementation, monitoring and evaluation. Indicators that would measure the extent of ownership include community willingness to use their local resources to carry on project activities and their level of participation in project activities

Accountability:

This refers to providing evidence that a previously agreed pact has been fulfilled and reasons for any short falls given in a transparent or open manner. Level of accountability here is measured by honesty of communities to Plan, level of trust of project committee members by communities and level of community involvement in major project decisions.

ABSTRACT

Community Managed Projects (CMP) have become an important form of development assistance in developing countries. However, a look at their conceptual foundations and evidence on their effectiveness shows that projects that rely on community participation have not been particularly effective in targeting the poor. The argument for the CMP approach in much of the literature is mainly to foster ownership, sustainability and accountability in development projects. However, as this particular study expounds, the projects are always faced with numerous challenges and the promises of good outcomes of project initiatives are always hard to come by.

This study set out to assess the challenges of community participation in development projects; a case of community managed projects of Plan International in Luwero district. The study employed a survey research design, using both qualitative and quantitative methods in the collection of data. The findings revealed numerous challenges ranging from community to organizational levels that affected the sustainability, ownership of and accountability in these projects. The level of involvement of communities, socio-economic background of CMP beneficiaries, gender, influence of powerful village elites who capture community benefits all contributed to the poor performance of the projects. In addition, obstacles at organizational level like rigid accountability requirements, poorly trained Plan CMP Facilitators and unnecessary demands, featured as major set backs to the CMP initiative.

The study recommends commitment of organizations that support CMPs in promoting genuine and effective participation of communities in all stages of the project cycle. Organizations that promote this kind of initiative should be prepared to let communities have effective control

over the resources they have provided to them. In addition, a substantial amount of resources need to be committed to training staff and community project leaders to ensure that all stakeholders know their role in facilitating the successful implementation of the projects.

However, the challenges that affect CMPs were in no way exhausted by this study. Future researches need to carry out in-depth comparative studies across a number of projects in different settings to discover common features. This needs to cover broader population samples than the single case study done here. More qualitative methodologies and possibly participant observation need to be applied to unravel the community perceptions and attitudes that influence and therefore pause challenges to community participation in CMPs.

CHAPTER ONE
INTRODUCTION

1.1 Background to the Study

Rural communities in Uganda in developing countries face a multitude of problems, which outsiders[1] often fail to appreciate or even identify. The socio–economic and personal hardships they face daily are difficult for outsiders to grasp. Outsiders often have severe time limitations and biases towards the rural poor. As a result, many projects are planned and implemented without proper consultations with, and involvement of, the intended beneficiaries. This often leads to inappropriate use of resources and in many cases failure of projects to meet their objectives.

In order to address this concern, there has, in recent years, been a concerted move towards the development of a more participatory style of development. Chambers (1998:8) observes: The balance has shifted. Development imposed from top–down was often not sustained. More and more, we the outsiders have been recognized as much of the problem and their participation as the key to sustainability and many of the solutions." He therefore contends that "a major challenge over coming decades is bureaucratic re–orientation including a change from authoritarian to participatory styles and a shift in responsiveness from orders from above to demands from below". This brings about sustainability, ownership and accountability of interventions and control of resources by intended beneficiaries.

In Plan International, an International NGO operating in Luwero district in central Uganda, the projects being implemented under this arrangement are called Community Managed Projects (CMPs). They are planned, implemented and monitored by the communities. These include animal rearing and improved seed multiplication, among others. However, the benefits of community participation are not easily observable in these projects. Boreholes are not properly

[1] Donor organizations that come with resources to make interventions to address problems in the community

looked after, classrooms constructed are in sorry state, communities still do not feel a sense of ownership and they are still dependant on relief handouts given by the organization.

There are quite many challenges both at the community and organizational levels, which could be attributed to these poor results. At the organizational level, there is inadequate commitment by staff, unwillingness to allow communities have control over resources meant for them and lack of appropriate methods to ensure genuine participation. At the community level, there is limited participation, presence of community elites who dominate project management and different conflicting interests existing in these communities.

1.2 Statement of the problem

Plan International is following the community-managed approach to implement the projects of animal rearing, school construction, tree planting and improved seed multiplication. The communities are supposed to plan, implement and evaluate these projects on their own with guidance from the field staff of Plan. The benefits accruing in these projects are to be enjoyed by the communities, scaled up and sustained. However, according to the 2002 evaluation and evaluation reports reviewed, there is evidence that this is not working the way it was expected. For instance the communities do not have a sense of ownership of these projects and in many instances they have always come back to Plan to ask for more support to inject into the projects. Besides, the continuity of the projects is very minimal and many of them have stagnated prematurely. Possible explanation could be that the level of community participation in these projects is very minimal and the communities seem to be too dependent on Plan. Thus, this study sought to investigate the challenges of community participation, which inhibit sustainability, ownership of, and proper accountability in community-managed projects.

1.3 Objectives of the study

1.3.1 General objective

To assess the challenges of community participation in CMP.

1.3.2 Specific objectives

i. To assess the factors affecting sustainability of CMP.

ii. To find out why there is poor ownership of CMP.

iii. To assess the factors that lead to poor accountability in CMP.

1.4 Scope of the study

The study covered two projects of animal rearing and improved seed cultivation in Kikube and Ngalonkalu parishes in Luwero district. These parishes were selected because it is where community managed projects were first piloted in Plan program areas. The participants included project beneficiaries, project leaders, community leaders and a few PLAN staff who facilitated the implementation of these projects.

1.5 Significance of the study

The study will provide a good insight to service delivery agencies, like NGOs, CBOs and other service delivery agencies as they think of embracing community participation in their interventions.

At this point in time, when government is decentralizing most of its activities to lower units, this study will help them to be aware of the challenges of community participation and therefore try to mitigate them.

The findings will add literature for academicians and practitioners in the area of community participation. This will fill some of the gaps that exist in the literature.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

The notion of community participation has been embraced by many service delivery agencies. The researcher devotes this section to review related literature on the topic by different academicians, practitioners and researchers to identify the various gaps existing in it.

2.2 Factors that affect sustainability of community projects

Sceptics have raised a number of issues that range from misgivings about the basic precepts of the approach, to more practical concerns that focus on the challenges of implementing CMP. Summers (2001), for example expresses some discomfort with promoting local level institutions. His argument is that such institutions could create parallel structures that compete with or undermine democratically elected local or national governments. Cooke and Kothari (2002) have focused on the sorts of issues that arise when complex and highly contextual concepts like "community empowerment" and capacity for collective action" are translated to the needs of development projects that are on tight timelines. In such contexts, they note that project implementers whose own initiatives are often poorly aligned with the needs of the project may choose to gloss over differences within target groups that underscore local power structures and to short change the difficult and more time intensive tasks of institution building in favour of more easily deliverable and measurable outcomes.

For sustainability to be realized, community participation needs to be incorporated in all stages of the project cycle, not injected after the main decisions on local-level project activities have been taken by other stakeholders (Hentschel, 1986).

Chambers (1998) observes that the necessary starting point of a process of participation that brings sustainability is social inquiry and analysis undertaken by the people themselves. In essence, people need to understand the social reality in which they live and the issues which

shape their lives, before they venture to act on it to change it. Dudley (1993) adds that to improve the quality of the action, it is essential to listen to the intended beneficiaries during problem identification.

The analysis can be done through the approach of PRA, which has gained a lot of popularity over the years. This is a family of approaches and methods to enable local people share with each other and analyze their knowledge of life and conditions to plan and to act (Shepherd, 1998). Hugo & Thompson, (1995) contend that it is not enough for development experts to summarize and interpret the views of others – the "others" must be allowed to speak for themselves.

The inputs of intended beneficiaries are crucial for the sustainability and ownership of development projects by the beneficiaries. For instance, indigenous technical knowledge helps project workers gain an understanding of the past experiments and innovations and thus steer clear of reinvention (Hugo & Thompson, 1995). They argue that the themes for investigation should be developed and discussed with the participants in the project and with the community concerned.

For CMP to be sustainable, the project workers should view participation as a process rather and not an end in itself (Cleaver, 1999). However, he adds, the project implementers- the outsiders have different educational and cultural backgrounds and they work for organizations that may have considerable financial, technical and other resources at their disposal. Besides they are always poorly trained on participatory methodologies and they are always looking for quick fixes and organizational out puts. This makes it difficult for them to understand

community's environment, needs and points of view. Twigg (2004) asserts that even where there is dialogue, outsiders find it difficult to understand the community's environment, needs and points of views. Some of this, according to him can be blamed on the attitudes and approaches of the outsiders themselves, which are the product of their education and institutional culture. More fundamentally according to Twigg is the impossibility of ever being able to put oneself fully into some body else's position and see things through their lenses. Trying to fit others views into frame works of understanding, filtering the knowledge gained and reshaping it, can have the effect of imposing a kind of conceptual uniformity on the diversity of people and their experiences. The analysis of community needs and the design of the projects therefore reflect more the views of outsiders than those of the communities. This is counter productive to sustainability of CMPs

After the assessment and problem identification, the community has to participate in action planning. This helps the intended beneficiaries to make decisions collectively and to take action towards changing aspects of their situation (Nabasa, 1995). Evade (1995) asserts that at this stage, men and women achieve a more meaningful form of participation in some of the decisions affecting them, thereby increasing their capacity to take control over other areas of their lives and make interventions more sustainable. After all, development is about enhancing people's capacity to demand for social and economic justice.

Hugo & Thompson (1995) observe that involving beneficiaries in planning is quite challenging and that all too often, planners and policy makers hear only what they want to and adopt methods of listening which ignore the more challenging or awkward views and testimonies. Chambers (1998) adds that most agencies only offer passive participation where the intended

beneficiaries are only informed about decisions already taken to change their lives. Yet genuine participation should allow people to become agents and not just objects of the development process (Hugo, 1995). Chambers (1983) agrees with this argument when he notes that the poorest sections of the community, such as women, disabled, the old and landless are always excluded from planning, thereby their interests are not catered for by development projects. He says that they are often inconspicuous, inarticulate and unorganized; their voices may not be heard at public meetings in communities where it is customary for only the big men to present their views.

Evade (1995) advises that community participation in monitoring and evaluation is only effective if the communities were involved in the whole project cycle right from planning. He argues that if projects are not initiated in a participatory way, and if communities are not involved in their management, it is unrealistic to expect a high level of local participation in evaluating their impact. This will therefore affect ownership and sustainability of these projects.

The literature reviewed mostly mentions the challenges at the organizational level. Challenges existing at the community level are not clearly documented.

2.3 Factors affecting ownership of community managed projects

Hentchel (1986) found out that community participation is a crucial factor in determining the overall quality of ownership of a community-managed project. People should be actively involved in the implementation of projects that are meant to change their situations. He believes that involvement of potential users of the service is likely to increase the possibility of the services being acceptable, used and owned by them.

Involvement of communities in project implementation helps to mobilize resources, both human and material to supplement what the project has (Tibamwenda, 1997). Community contribution is crucial because the resources needed to develop large populations and diverse rural sectors are so massive that some proportion of them must be mobilized from within the communities (Poostchi, 1986). Paul (1986) argues that contribution of local resources and labour is not only a device for cost recovery and deficit reduction but it also increases people's power to demand for a stake in decision making, better performance and accountability from the agencies involved. All these create a sense of ownership in the project by the beneficiaries.

Strachan and Peters, (1997) add that unless the whole community is consulted and involved in the planning of development activities, it is hard for people to feel a sense of ownership. Evade (1995) supplements by asserting that development projects will have little impact and may not even reach their most important objectives unless they are participative. In the field of health care, improvements in health require the involvement of communities as active partners rather than as passive recipients (Green, 1994). However, he argues that merely contributing resources by the community does not necessarily imply that the community will have ownership over the project. Yet the notion that all intended beneficiaries are necessarily either interested in decisions about project activities or have the free time and energy to attend meetings or donate labor and other resources is again naive. He adds that, for many rural dwellers, especially the very poor, available energy is devoted to the very struggle for daily survival.

A major issue in ownership of community-managed projects is control over resources. Ownership will not be realized unless those in positions of power allow others to take part, to set agendas, take decisions, manage and control resources (Blackburn, 1998). Many agencies are not willing to part with the responsibility of control over resources meant for project beneficiaries. Yet full participation means organized effort to increase control over resources by groups and movement of those excluded from such control (UNRISD, 1986). Shepherd (1998) supplements that communities should develop contact with external institutions for resources and technical advice they need, but retain control over how resources are used. Here there is accountability, transparency, sustainability of activities and people are left empowered. He therefore observes that the central thrust of ownership is decentralization, which means that resources and discretion are devolved, turning back the inward and upward flows of resources. For Oxfam, any intervention that effectively tackles poverty necessarily entails the transfer of control over resources, be they material or technical to poor people (Strachan and Peters, 1997).

According to De Connick (1996), community-based monitoring and evaluation allows communities to make their own analysis, learn from their own mistakes and therefore improve in the future. Rubio (2000), argues that community participation in monitoring and evaluation enables partner communities to identity their own strengths and weaknesses, rather than depending on outsiders to point out deficiencies or corrections to be made. This, he continues, generates ownership among different groups in society, thus increasing the acceptance and use of findings.

Participation promotes the incorporation of local knowledge into the project strategies. This enhances ownership of projects by the beneficiaries since they will be familiar with the components of the project. Mansuri and Rao (2003) agree that when potential beneficiaries make key project decisions through local language, then participation moves to the level of self initiated actions. All these promote ownership of project initiatives. However, Mosse (2001) contends that the local knowledge is always confused with the planning context, which conceals the underlying politics of knowledge production and use. He adds that local knowledge is always shaped by local relations of power, outsider agendas and local people concurring in the process of problem definition and planning because it creates the space within which they can manipulate the program to serve their own interests.

Alesina and La Ferrara (2000) examine the role of heterogeneity on participation using survey data on group membership in the United States as well as data on US localities. They found that participation in social activities is significantly lower in more economically unequal or more racially or ethnically fragmented communities. The authors also show that heterogeneity has the most significant impact on participation in groups where excludability is low and significant interaction among members is necessary.

In a similar study, La Ferrara (1999) looks at the role of inequality on group participation using data from rural Tanzania. She found that the higher levels of villager inequality reduce the probability of participation in any group. In addition, she reports that groups in more unequal communities were less likely to take decisions by vote, were more likely to report misuse of funds and poor group performance and their members were more likely to sort into homogenous ethnic and income groups, to interact less frequently, and to be less motivated to participate.

2.4 Factors influencing accountability in community managed projects

Schmidt (1986) claims that there are clear examples of participation in the World Bank financed operations leading to increased project effectiveness, increased efficiency, strengthened capacity of community level groups and empowerment of beneficiaries. Holmes and Krishna (1986) also agree that participation motivates clients to be more vocal and demanding in their dealings with the agencies concerned. They argue that such efforts have resulted into a more responsive and accountable system overall.

Samuel (1986) adds that appropriate ways of focusing on the people and involving them whether by design, delivery or assessment of services or other functions can add a new dimension to public accountability. He asserts that the incentive to remain accountable is absent when a key set of players – namely the beneficiaries, is not on the scene to exert pressure.

In terms of cost, some authors contend that the benefits of community participation accrue at a very high cost. Schmidt (1986) claims that participation costs incurred by communities can be considerable and can severely hamper the successful implementation of the participatory initiative, if not adequately addressed. Hentschel (1986) looks at costs on the development project. He observes that specialists have to be hired or trained, too much time is wasted, increases in supervision intensify due to the integration of communities into the decision making process of project implementation. Evade (1995) observes that lively participation is often disruptive and always time consuming. It may occasionally result in the intended beneficiaries challenging the authority of the NGO or abandoning a project.

Conning and Kevane's (2002) recent review of CMP found out that while community groups are likely to have better information on who the poor are, only communities that have relatively egalitarian preferences, relatively open and transparent systems of decision making, or which face clear rules for determining who the poor are, will tend to be more effective than outside agencies in targeting programs to the poor, within a given community. In contrast, heterogeneous communities where people have multiple and conflicting identities may pose a particular challenge because of competing incentives. They also note that communities vary in their ability to mobilize information and monitor disbursements. This could also affect the cost efficiency of CMP and create further opportunities for elite capture and corruption.

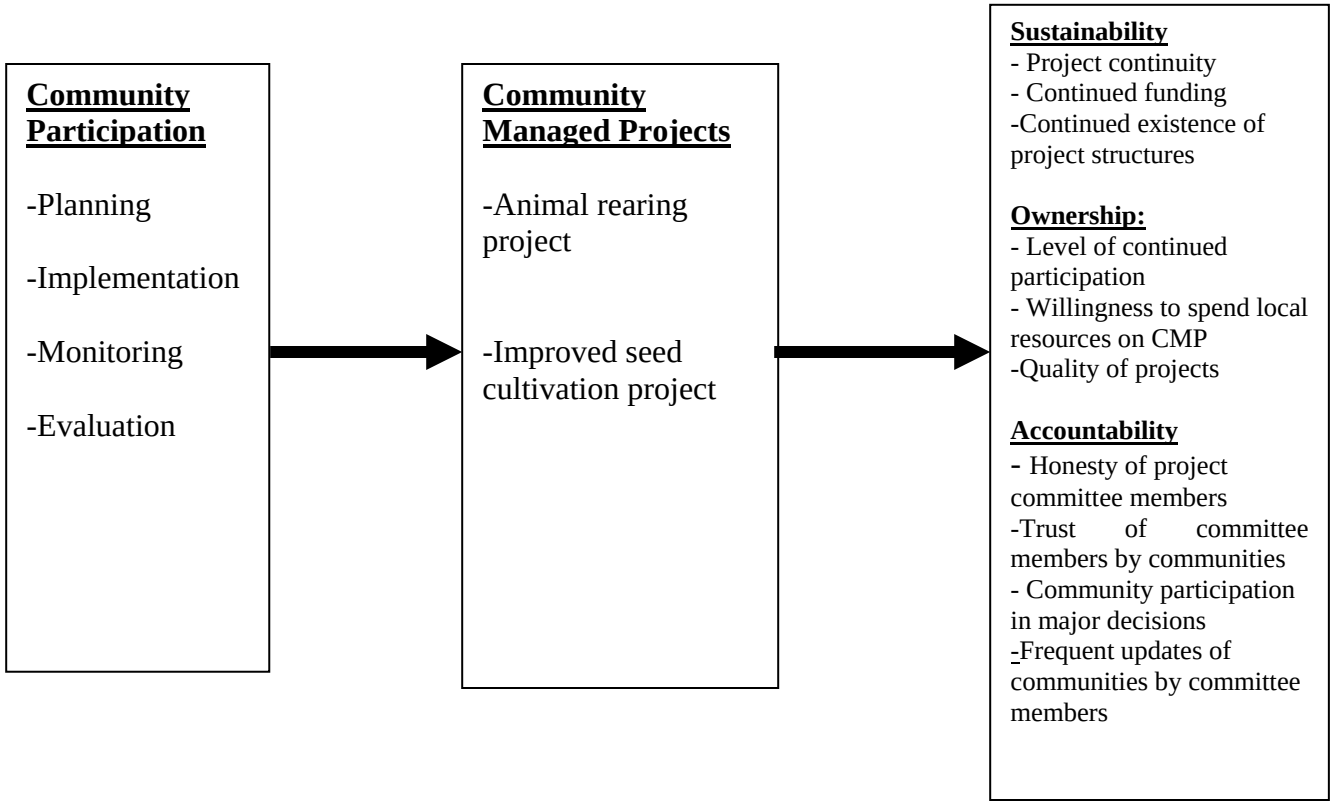
Platteau and Abraham (2003) argue that rural African communities are often led by strong dictatorial leaders who can dominate the participation process in a manner that directly benefits them because of the poor flow of information. In traditional tribal societies, local cultures are characterised by tight control by elites, which reduces the possibility of true participation and leads to the strong possibility for elite capture. They argue that participatory development is therefore very difficult and requires concerted, careful and slow efforts to make communities more amenable to it. However, Rao and Ibanez (2001) argue that this elite domination need not always imply elite capture. In their case study, they find a potentially more benevolent form of elite domination because over 80% of beneficiaries ultimately expressed satisfaction with the project. Substantiating this point, Khwaja (2001) finds that the participation of hereditary leaders in CMP tended to improve accountability. Perhaps some degree of elite domination is inevitable, particularly in rural CMPs where the elites are often leaders who embody moral and political authority. Often such elites are also the ones who

effectively communicate with outsiders, read project documents, keep accounts and records and write proposals. So elite domination may be inevitable, particularly in heterogeneous communities where a small group of motivated individuals make greater contributions to the project, perhaps because they have a high interest in the public good and lack private alternatives. This may however work against the kind of broad based democratic participation envisioned by CMP advocates, because when the community perceives that project rules have been crafted by the elite, it may adversely affect their participation in the project (Bardhan, 2000).

John Twiggs (2004) contends that the principle of accountability lies at the heart of genuine participation and community involvemnet in development.It can be applied to every one, from village elders to the United Nations. It applies to state institutions that are expected to be accountable through the democratic process, and to private sector and non-profit organizations which are not directly subject to democratic control. Twigg notes two kinds of accountability that are common in most community based initiatives; downward accountability to beneficiaries and upward accountability to donors. However, he notes that most community initiatives always concentrate on upward at the expense of downward accountability. This reflects the dominant influence of donors, manifested most visibly in the movement towards rigid formats, bureaucratic reporting, short term quantitative targets and standardised indicators. The challenge to this, he notes, is that the multiple lines of accountability can lead to confusion operationally, and problems often arise from the difficulty of setting priorities and reconciling competing demands

Genuine and effective community participation should bring about accountability, sustainability, empowerment and ownership as per the literature. The study sought to find out the reasons for poor accountability of community managed projects of Plan International despite community participation.

2.5 Conceptual framework



The recommended model of Community Managed Project

The conceptual framework above is based on a model of community-managed projects where participation begins right from the planning stage of the project. Here communities participate in needs assessment, project identification and action planning. This can be done through the process of participatory rural appraisal. The process should be genuine and transparent such that community decisions are taken forward and formulated into projects

At implementation stage, communities should be allowed to have control over and flexibility in the use of resources. They should be made to appreciate the importance and rationale for local contribution. The donor organization should be flexible enough to allow communities to implement the project according to their own local context.

When it comes to monitoring and evaluation, participatory monitoring and evaluation should be preferred. Communities should be allowed to use their own informal systems of discussions and meetings to gather information that inform project progress. The donor organization should desist from promoting its formalized monitoring and evaluation systems to be used in CMPs.

If this process is followed as outlined above, community participation results into sustainability, ownership and accountability of community managed projects

CHAPTER THREE
METHODOLOGY

3.1 Research Design

The study employed a survey research design. The research employed both quantitative and qualitative methods to collect data. A semi-structured survey questionnaire was used to collect quantitative information from the 80 respondents while group discussions and key informants were interviewed using a focus group discussion guide and interview guide respectively so as to elicit in-depth information.

3.2 Area of study

The study was carried out in the two parishes of Kikube and Ngalonkalu in Luwero District, located in the central part of Uganda. These parishes were purposively chosen because it is where community managed projects were first piloted in the whole of Plan International program areas. Plan works in 8 sub-counties and two town councils. There are 78 parishes in these locations. Kikube is in Luwero town council and Ngalonkalu is in Zirobwe sub-county

3.3 Population of study

The study population included men and women of 15 years and above, local leaders, project leaders and a few Plan staff. The population is rural, manifesting all the socio-economic conditions prevailing in other rural areas of Uganda. The main economic activity is peasant farming.

3.4 Sample selection and size

The participants came from Kikube and Ngalonkalu parishes where community managed projects have been implemented. Here, lottery method of simple random sampling was used to

select the 80 respondents from the sampling frame of 200 beneficiaries. This number, which is 40% of the total population, was selected because the researcher felt it could make a good representation of the whole population. The sampling frame was constructed from the records of beneficiaries from PLAN offices in Luwero. All the beneficiaries were listed and assigned numbers. Each of the corresponding numbers was listed on a small piece of paper and a raffle was made. The researcher then randomly picked 80 pieces of papers, the corresponding names becoming the sample population. This method was used in order to give all the beneficiaries equal chance of being selected to participate in the study. In addition, 10 PLAN staffs were purposively selected as key informants because they actively participated in facilitating the process of CMP. Members of the Project Committee were also purposively selected and interviewed as key informants. They were selected because of their practical experience in implementing CMP.

3.5 Data collection

3.5.1 Methods of data collection

80 beneficiaries were randomly selected to participate in the research and structured interview was used to collect data form them. This method was preferred because of its potential in helping to collect more specific information. Besides, since the respondents were many, it was supposed to make data analysis easier as the responses would be structured. This method collected structured information from the beneficiaries on the challenges affecting sustainability, accountability and ownership of CMP.

10 Plan staff who participated in the implementation of CMP were purposively selected to participate in the unstructured interview. These include 4 field staff, 2 staff from accounts, 2 managers and 2 volunteers. The staffs were selected from different levels of the organization

to generate information from all those levels. The method was also selected because it could allow probing, more explanation and any other additional relevant information that the respondents could provide. This method mainly helped to collect information on challenges from the perspective of the staff. Such challenges related to organizational factors, methods of implementation of CMP, and the experiences in dealing with communities.

For the members of the project committees who are key informants, focus group discussions were held using interview guide. This method was chosen also to allow more discussion on the subject and to provide the information that would not have been captured by the structured methods. It would also help to triangulate information collected using other methods.

3.5.2 Research instruments

Structured questionnaires were used to collect data from the 80 beneficiaries. This was to enable responses to be focused and make coding easy. For the 10 Plan and project committee members, interview guide was used.

3.6 Procedure

Before setting off to the field, the researcher obtained a letter from the department of Social Work and Social Administration - Makerere University, introducing him to the authorities as a student on research. He presented this letter to people who were involved in the study, viz: Plan authorities, LCI chairpersons and CMP beneficiaries. Plan staffs guided the researcher to the project areas, and helped him to identify beneficiaries, with the assistance of project committee members.

3.7 Data management and analysis

The filled questionnaires were all gathered together from the field interviewers. The researcher then did the tallying of the responses according to the themes and sub-themes of the study. An analysis was then made on the preliminary results and put in tables and percentages. During the focus group discussions and key informant interviews, detailed discussions and probing were done to enable the researcher get a thorough knowledge of the experiences of the members in CMP. The findings were later on analyzed together with those from the structured interview. This provided an opportunity to triangulate and confirm information from the different data collection methods used.

The analyzed findings were put into percentages and frequency to provide graphical illustration for easy reading.

3.8 Limitations of the study

i) There was a constraint of time. The study area was big and the respondents were many. The researcher could not interview all the potential respondents. This could have excluded some respondents with very useful information. However, the sample that was selected was representative enough and it mitigated this problem.

ii) The study was conducted in Luwero district, which is recovering from the impact of war between the Obote II government and the NRA rebels. Some of the factors for poor performance of CMP could have been because of the impact of war. CMP could be performing differently in other locations that were not affected by war. However, the researcher was conscious about this and tried to steer clear from responses that were directly connected to the impact of war. This minimized the inclusion of responses that had undertones of the impact of war.

iii) Some of the respondents feared that negative responses could make Plan abandon the CMP approach and thereby deny them assistance. This, in a way compromised their responses. The researcher minimized this problem by continuous probing and triangulation of information from different sources.

CHAPTER FOUR

FINDINGS AND INTERPRETATION

4.1 Introduction

In order to have a fair understanding of community participation, it is important to consider and recognize the fact that the concept may have relative meanings depending on context. Whereas development practitioners may have the intent and resolve to engage the beneficiary community to participate in the planning, implementation and monitoring, this involvement may be in lieu if the community's perceptions about the process are different. The emic understanding and interpretation of the form, level and means of community participation by the community is therefore paramount in any development effort that is geared towards ensuring community participation as a means of safeguarding ownership, sustainability and accountability. This chapter presents the findings of this study regarding the challenges of community participation.

4.1.1 Socio-economic background of respondents

The respondents composed of men and women of ages 15 and above. Their main economic activity is peasant farming of cultivation and animal rearing (84.4%). However, other economic activities include trading and salaried employment (table 4.1). Coffee is the main cash crop grown here, while the major food crops include beans, groundnuts, bananas, sweet potatoes and peas.

Despite the fact that many respondents reported to have attended school, the majority had dropped out of school at low level. For instance, 53.1% dropped off school in primary level, while only 3.1 completed tertiary/university education.

The area occupied by respondents is recovering from the impact of the 1981-86 war between the then government of Milton Obote II and the rebels of National Resistance Army (NRA).

Table 4.1: Table showing occupation of the respondents

Occupation	Number of respondents	Percent
Peasant farmer	68	84.4
Trader	2	3.0
Salaried employee	5	6.3
Student	5	6.3
Total	80	100.0

The development indicators like low-income levels, high child and maternal rates, low literacy levels that characterize many rural communities in Uganda are the same in this area.

4.2 Factors that affected sustainability of community managed projects

4.2.1 Levels of income

Community managed projects that may not generate income for people are likely to face challenges of having active participation because of the low levels of income in the rural areas. Being mostly peasant farmers (84.4%), a big proportion of the respondents live below poverty line. Members of one of the focus group discussion of project committee members in Ngalonkalu parish informed the researcher that most of the community members are pre-occupied with efforts to look for money for their own survival rather than put their efforts in projects that may have longer-term social benefits, less so for projects that may require monetary contributions from the beneficiaries.

In one of the key informant interviews in Kikube parish, a member of a project committee informed this researcher that in community managed projects, the community is required to make a contribution equivalent to 10 percent of the project contribution as a pre-condition to benefiting from the project. He explained that this is meant to ensure that the beneficiary is proud of the contribution and therefore assumes ownership of the project, which can ensure sustainability.

However, he noted that most people are too poor to afford the 10 percent. As a result, in order to benefit from the project, some people are compelled to borrow resources to contribute the percentage, only to become eligible. After the project takes off, they are faced with debts to pay and project resources are sometimes not sufficient to be used to offset the debts. In his words,

> ***"In this case participation in community projects has become more or less business investments with high risks and this has compromised project sustainability and participation(Jackson-Kikube).***

Based on the fact that most respondents (84.4 percent) were peasant farmers (see table 4.1 above), the researcher concluded that the low levels of income associated with peasant farmers was a problem with majority of the respondents and it directly affected the sustainability of CMPs.

4.2.2 Mobilization of locally available resources

Local contribution plays a vital role in the sustainability of projects. On the question of whether the CMP projects used local resources, the majority of the respondents (96.9 percent) said they did. 84.4 percent of the respondents reported that land was used as a local beneficiary contribution and another 80.4 percent reported that there was local financial

contribution. Others reported local contribution of labor, building materials for animal houses and the 10% mandatory financial input of the project cost. However, the researcher found out that the process used by Plan and committee members to mobilize these resources did not build a good foundation for sustainability. The process and methods used for local resource mobilization were mandatory and a pre condition for benefiting from CMP. The communities were not taken through the rationale of this contribution and how it promotes sustainability of CMPs. When the researcher asked on whether the process of resource mobilization was voluntary, 78.1 percent (table 4.2) reported that their contribution of locally available resources was not voluntary. First and foremost, the 10% was decided on by Plan without community involvement. Many beneficiaries "struggled" to pay this money. Interview with project committee members found out that many beneficiaries felt that they were not systematically taken through the process of CMP. Many of them therefore did not appreciate the rationale for community contribution. They view this as an additional burden to them, and not as a means for sustaining the projects. In most cases there was a lot of resistance in contributing these local resources. A member of a focus group discussion in Ngalonkalu added that they did not appreciate the importance of these contributions to the sustainability of CMP, but it is regarded as one of those "unrealistic demands" of Plan.

Table 4.2: Were local resources mobilized voluntarily?

Response	**No of respondents**	**Percent**
Yes	18	21.9
No	62	78.1
Total	80	100.0

This confirmed that local contribution, a vital element in sustaining CMP, was mobilized in a way that did not promote sustainability of CMPs. Many respondents felt that, they were compelled by the fact that it was a pre-condition for benefiting from the project. This has created and is still creating sustainability problems for the projects.

4.2.3 Peer Pressure

The researcher found out, that the decision to participate in a community project was sometimes not made by an individual. One finds it easy or is even influenced to join or not to participate in a project if his/her peers are participating/not participating. In one of the focus group discussions, discussants elaborated the need to target peer groups, especially for the youth if you are to ensure increased involvement and commitment to projects. The peer groups provide support, advice and guidance to each other to make decisions and feel a sense of responsibility while participating in community projects. This kind tends to institutionalize the projects and ensures sustainability.

However, the CMP targeted a cross section of age groups in the communities of Kikube and Ngalonkalu as shown in the table below:

Table 4.3: Age groups of CMP beneficiaries in Kikube and Ngalonkalu parishes

Age group	**No of beneficiaries**	**Percent**
15-24	19	23.75
25-34	23	28.75
35-44	28	35
44 upwards	10	12.5
Total	**80**	**100**

From the table above, it is clear that the CMP beneficiaries were drawn from different age groups. One focus group in Kikube parish particularly saw this as one of the problems that affected sustainability of CMP projects. Their argument was that there is little support within the beneficiaries, especially across the age groups. This is because of no peer group support and influence among members. The beneficiaries do not interact as members of the same project, and therefore cannot benefit from advice and group support. This, according to the focus group is a main factor affecting sustainability of CMPs.

4.2.4 Project identification

For sustainability to be realized, community participation needs to be incorporated in all stages of the project cycle, not injected after other stakeholders have taken the main decisions on local-level project activities. Interviews with respondents showed that the projects of animal rearing and improved seed multiplication were not the ones prioritized by communities. 86.2% of the respondents agreed that the projects that were finally implemented through the CMP approach were not the ones prioritized by the communities, while 3.4% could not remember. Only 10% of the respondents felt that the 2 projects implemented were the priorities.

One of the respondents in Ngalonkalu parish showed the researcher, notes that he took during the PRA exercise that Plan staff facilitated, with the following as priority areas:

Table 4.4: Priority projects listed by Ngalonkalu communities for support by Plan

Priorities	**Project**
Priority 1	Poultry keeping
Priority 2	Tree planting
Priority 3	Micro- finance
Priority 4	Animal rearing
Priority 5	Improved seeds growing

The researcher also found out during key informant interviews with project committee leaders that the projects that the communities prioritized were not considered by Plan for implementation. This was mainly because they did not fall within the domain areas of the organization. The animal rearing and improved seed multiplication were ranked among the lowest of the priorities. However, they were selected because they were in the domain areas of Plan. The communities therefore did not have a choice. They were "forced" to implement these projects because Plan insisted so. This affected their participation since they seemed to have very little commitment. This, the researcher found out was a major factor that affected ownership and sustainability of the CMP. The communities felt the projects are "owned" by Plan, and thus it is the responsibility of Plan to sustain them.

4.2.5 Staff attitude

CMP is a new approach to Plan. The conventional approach that the organization has used overtime gave all the responsibilities of projects to Plan. The Staff of the organization are used to this method. Interviews with staff showed that they are yet to come out of this old culture. Management is still very skeptical about devolving these responsibilities, especially control

over resources to the communities. Staffs especially in finance department insist on very strict procedures and bureaucracies in dealing with the communities. A CMP Facilitator expressed how depressing it is to implement CMP, as finance department always insists on conventionary accounting procedures of Plan, which are very hard to be met by the communities. This, according to him, has led to the shelving of some CMP projects by Plan because the communities cannot satisfy what Plan demands for. This has discouraged many communities and CMP Facilitators and made them to be more preoccupied with satisfying the demands of Plan, than objectively considering what works in their local context. Processes and discussions that promote sustainability are not focused on because of the rigid procedures of Plan that pre- occupy communities.

4.3 Challenges of community participation that affected ownership of CMP

Communities have specific and distinctive social values attached to social and demographic structures that influence the actions and behavior of individuals. Attitudes based on differences in gender, age, disability and ethnicity among others may not be overt but may have a significant influence on peoples' affinity to participate in, and therefore own specific development projects. This therefore needs to be understood from the onset.

Beneficiaries of the two projects studied had little sense of ownership of their projects. Most of them gave the impression that the projects are owned by Plan. The researcher was particularly surprised by communities' continued reference of CMP as "Plan projects". The motivation to carry on project activities comes from without rather than within communities. Many times project committee members and Plan have to persuade communities to carry out activities that are meant for the benefit of the projects. The zeal and motivation that the communities had in the beginning seemed to be dying out in later stages of the projects.

In an attempt to find out the challenges of participation that could have affected ownership, respondents were asked as to whether they had participated in the two community managed projects of animal rearing and improved seed.

Table 4.5: Participation in Community managed projects

Project	**Respondents**	**Percent**
Animal rearing	18	21.9
Improved seed	12	15.6
Both	50	62.5

Total	80	100.0

From table 4.5, it was apparently noted that only 21.9 percent of the respondents had participated in the animal-rearing project, 15.6 percent in the improved seed and 62.5 percent in both projects.

These findings clearly point to the fact that in general there are great challenges of participation in the community managed projects and these challenges may vary from project to project.

4.3.1 Gender

Differences in gender may make women only passive participants in community projects because in some cultures women may not be allowed to oppose what their male counterparts have decided. Worse still, women's positions may neither be evident nor recognized when there is dominant male "consensus". In this study, 40 percent of the respondents were females and 56 percent males.

The researcher therefore sought to find out the degree of participation in project identification by gender. 72 percent of the respondents reported that during project identification stage, both women and men participated in the same degree. When asked as to whether the project came as a result of everybody's consensus, 62.5% of the responses were affirmative. In another instance, the researcher asked a question on representation and half of the respondents indicated that women were represented in project identification.

However, when responses to this question were analyzed in comparison with the sex composition of all the respondents, it was found out that only 33% females, compared to 43% males responded saying that women participated in project identification.

This implied that when one seeks the opinion of men about women participation, there is a tendency to falsely report that women participated, but when women's opinions are sought, the responses clearly indicated that there was less women participation.

A smaller percentage of women in the study indicating that women participated in project identification therefore helped to conclude that women's participation in project identification was not high. These findings in general indicated that one of the key challenges of ensuring participation in community managed projects is on resolving gender differences. Limited female participation therefore could have affected ownership of these projects.

4.3.2 Age differences

Age differences also create challenges in ensuring participation in CMP, thereby affecting ownership. Depending on the type and design of projects, some age categories may fail to have interest in participating even when projects may be targeting them. People participating in a project may not be the primary beneficiaries and their participation may not be effective, therefore affecting ownership. Projects designed for the elderly may be dominated by the youth and likewise projects that aim at involving and therefore empowering the youth may instead be dominated by adults, thus compromising accountability, their sustainability or ownership. Such a problem may especially arise if proper participatory needs assessment exercises were not conducted.

In this study, the data shows that whereas Plan international is a child-centered organization, some of its community-managed projects do not necessarily involve the youth. According to the data, majority of the respondents participating in both projects (25% out of 62%) were aged 35-44 years. Only a few youths (3.1percent) aged 15-24 years reported to have participated in either of the projects and none participated in both.

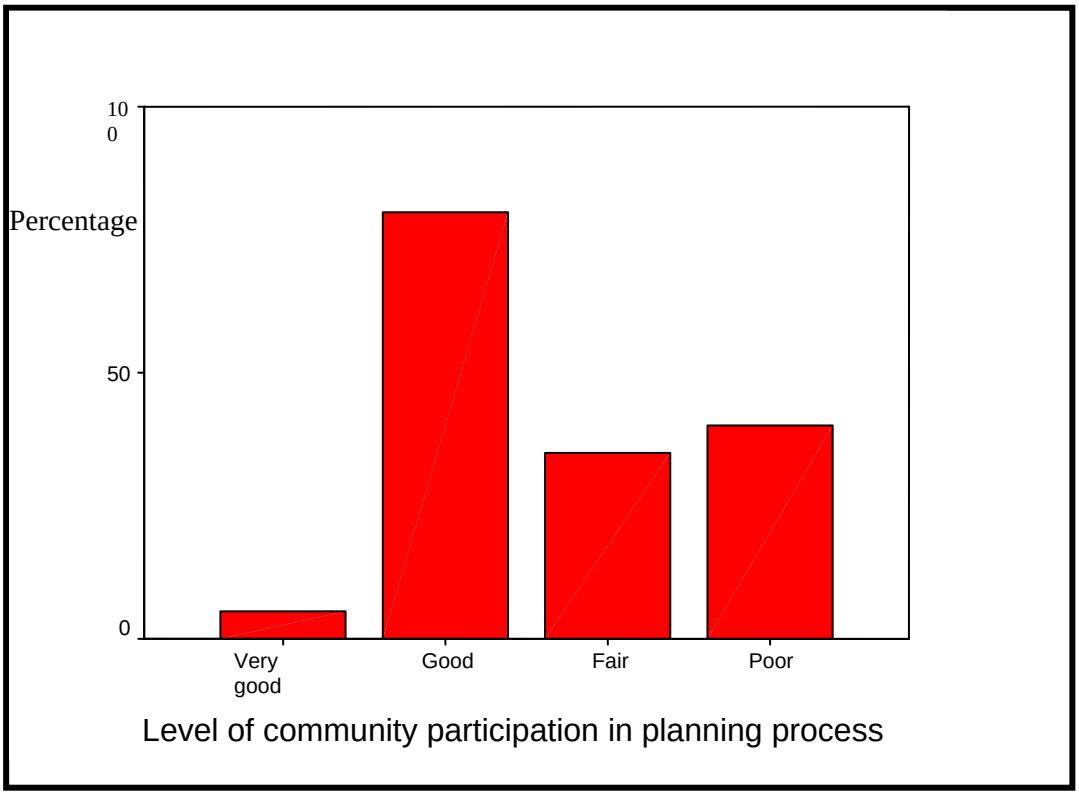
It is possible to conclude that one of the reasons why there is lower participation in these projects is because either the projects are not suitable for the youth for whom they were designed, or that there is insufficient engagement of the prime target groups to participate. The groups of adults that mostly participated in these projects may not have had adequate commitment in implementing these projects. This has had a direct negative bearing on ownership of CMPs.

4.3.3 Poor involvement of local leaders

Most community programmes find it important to involve community leaders because they are normally a gate-way into the communities. They influence opinions and attitudes of a majority of the populations they lead and therefore their participation or non-participation may have a corresponding influence on the ownership of community managed projects. Community-managed projects therefore need to effectively involve community leaders at all stages of the projects from identification, implementation, monitoring and evaluation. In this study for example, the researcher found out that even when most of the respondents (56.3 percent) said that community/local leaders participated in project identification, many more respondents (50 percent) said that local leaders were not represented in the identified projects. It was also noted

that involvement of community leaders may have been done as a formality but not a deliberate one at all levels. For example the researcher found out that those local leaders did not effectively participate in the budgeting process (50 percent), Local government officials did not also decide on how resources of the project were to be used (96.9 percent) and they did not play a significant role in doing the monitoring and evaluation (6.3 percent). Indeed when respondents were asked the level of community participation in the planning process, some said that it was good (50 percent), but very few said it was very good (3.1 percent) and still more said it was poor (25 percent)

Figure 4.1: Level of participation of local leaders in the planning process



The involvement of local leaders in community managed projects instills confidence of the local people in these projects and therefore creating a sense of ownership. The poor sense of ownership of the projects of animal rearing and improved seed in these communities could have been a result of limited involvement of local leaders.

4.3.4 Mobilizing local resources

In contemporary development approaches, ensuring sustainability and ownership of a project requires not only financial resources from a donor agency but also strong involvement of the beneficiary community. The recipient communities are engaged in mobilizing local resources, which are often available within their environment. For instance, in a community-managed project like animal rearing, items like animal feeds, water, timber and bricks for shed construction may be contributed by the communities, while the development partner may

contribute iron sheets, veterinary services and seed funds/finances. In so doing, the community participates, owns and therefore ensures the sustainability of the project even after the donor support has ended.

This study found out that although an attempt was made to mobilize resources locally, a number of challenges were faced. For example, some respondents reported that whereas the community was required to contribute 10% of the total project costs, this figure was not appropriately negotiated between the local communities and Plan International. The communities did not participate in deciding how much to contribute and they therefore did not understand the rationale of making the contribution. Some perceived the 10 percent as too high and a conditional requirement dictated by Plan if one was to benefit from the project services.

It was also reported that a number of projects that went to Luwero after the liberation wars of 1980s did not require any community contributions. This created a relief mentality among the communities to expect free things and handouts. As a result, they are often not willing to make any contributions. The contribution they make therefore is just to meet the condition, not out of the understanding and appreciation of the need for community ownership and sustainability of the projects.

A focus group of project committee members in Ngalonkalu noted that for the local communities to understand and therefore contribute to the projects, extensive mobilization is required. However, they agreed that there was no proper mobilization of communities in the CMP. They reported that in some cases, there was mistrust and suspicion about some committee members who have dominated most community projects. They seem to be

benefiting more than other members of the community. In some cases these community members use harsh methods to make people contribute to the projects. Therefore the other members of the community were reluctant to make contributions to the projects. Community contribution, a major factor in bringing about ownership, did not therefore create a sense of ownership in CMP.

4.4 Challenges of community participation that affected accountability

4.4.1 Understanding of accountability

This research found out that the understanding and interpretation of the concept of accountability was relative. According to one of the project committee members in a focus group discussion, accountability refers to

> *"…having a sense of responsibility for the outcome of a project".*

Elaborating on this, another respondent said that:

> *"If I find that something wrong has happened to our community managed projects, or that the project has not achieved its monthly targets, I would feel responsible / accountable."*

On the other hand, interviews with Plan staff revealed that the understanding of accountability is in terms of providing detailed explanation on how resources (especially money) were spent. In line with this, the researcher got varied responses from different categories of respondents on the methods used to ensure accountability. From the interviews, respondents reported that the key obstacles to effective accountability is irregular meetings between committee members and the community, over formalized and technical accountabilities required by Plan such as receipts, accountability forms and financial statements.

Other obstacles reported included the limited technical capacity among the communities, lack of transparency and corruption among committee members as well as limited consultation with the beneficiary communities. When asked as to whether there were cases of poor accountability in the projects, 59.4% reported that there were.

The respondents elaborated that the form of accountability used is so formalized that it is not user friendly to communities. The strictness in the demand for receipts for all materials bought

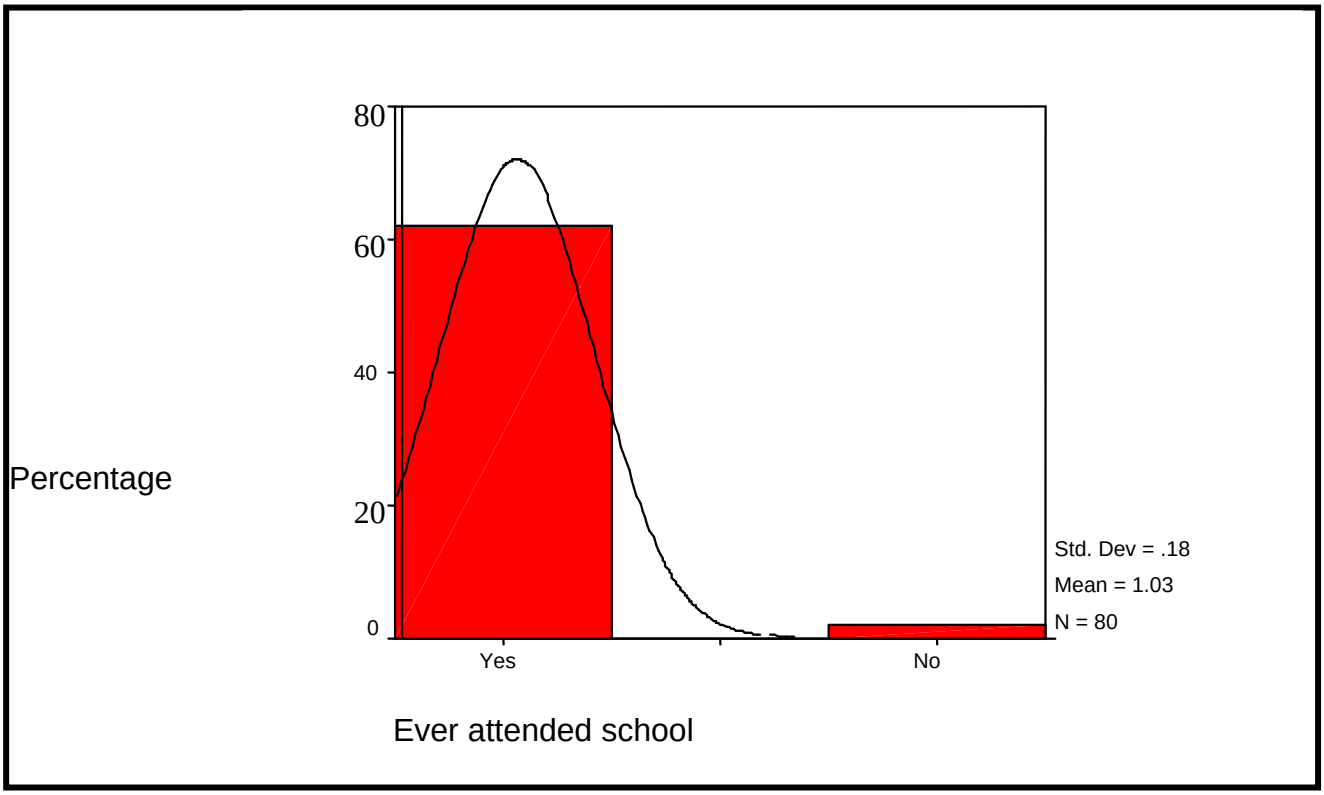
and the demand for accountability forms before the release of the next disbursement is interpreted as a sign of mistrust. It was also reported that there was no transparency and those entrusted with the money are corrupt and could be forging receipts, just for the sake of fulfilling the accountability requirements. Although the respondents appreciated the need for accountability as a means of ensuring the results and efficient utilization of the resources, they expressed their dissatisfaction with the methods and approaches. All these were said to have occurred due to insufficient consultations with the beneficiaries at the project planning level and just assuming that there was sufficient technical knowledge to handle accountabilities.

4.4.2 Education Levels

The Level of formal education one has attained my also have a significant influence on a person's response to new situations like new programs or projects. People who have not gone through formal education may not effectively participate in projects that use very formalized processes and procedures such as report writing, receipts, signatures and formal contracts among others.

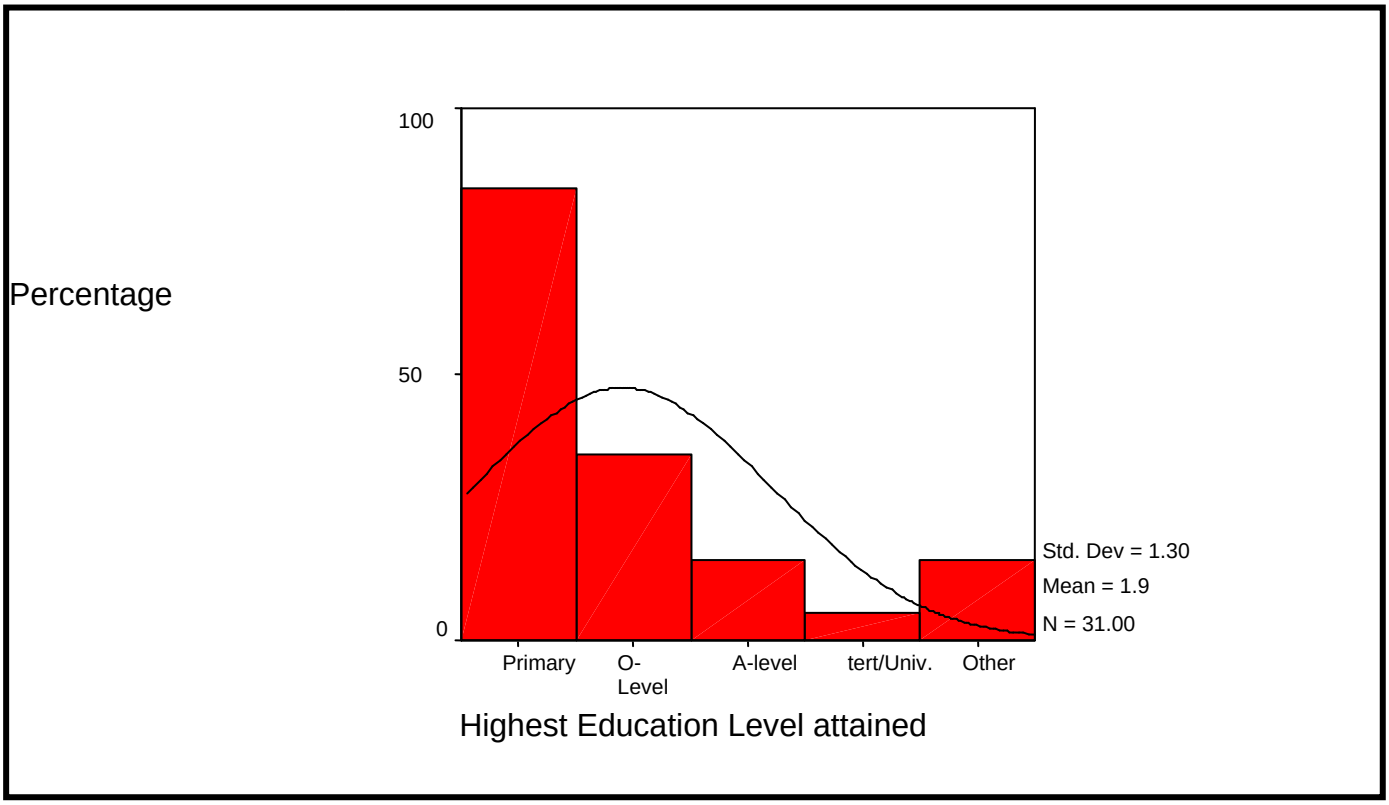
The majority of the respondents in this research were found to have ever attended school as shown in figure 4.2 below.

Figure 4.2: School attendance of CMP participants



However, the researcher found out that despite the fact that many respondents reported to have attended school, majority dropped out of school at lower levels. As shown in figure 4.3 below, 60% of CMP participants stopped in primary school level and a small percentage (3.1 percent) completed tertiary/university level education.

Figure 4.3: Highest Education Level attained by CMP participants



In one of the focus group discussions with project committee members in Ngalonkalu, one participant, while explaining accountability issues said that Plan procedures are too elaborate and complicated for lay people like him.

> ***" …… you know, for people like me who have not gone very far in books, when you insist that we present receipts and present filled accountability forms and reports, the only way is to look for a way to forge them and give you what you want.."***

From the above findings therefore, the researcher concluded that one of the key challenges that affected accountability in community managed projects is the limited levels of formal

education accompanied by the insensitive design of community managed project to insist on formal procedures.

4.4.3 Monitoring and evaluation

Transparency in monitoring and evaluation is a key element in making operational agencies more accountable. Involving project stakeholders and making reports and evaluations public can achieve it. In modern development thinking, participatory monitoring and evaluation as opposed to external monitoring is a recommended practice because it brings about ownership, sustainability and accountability.

In this study, most respondents (62.5%) reported that there was substantial participation of various stakeholders in the monitoring and evaluation of these CMP. However, it was noted that the degree of participation of these stakeholders varied considerably. For example, whereas only 31.3% of respondents reported that all stakeholders did monitoring and evaluation, it was noted that there was limited participation by local leaders (6.3%) and much less participation by opinion leaders (3.1%) and the same percentages of respondents (28.1%) said that monitoring and evaluation were done by project committees and Plan International staff. In one of the key informant interviews in Kikube parish, most participants noted that the methodologies used were too formalized and standardized for the local communities to effectively participate in.

From these findings, it was concluded that one of the key challenges that may have affected Plan community managed projects is that there was not sufficient participatory monitoring and evaluation by all categories of stakeholders. Regarding the methods used in monitoring and

evaluation, it was found out that the most reported method of monitoring and evaluation was through project visits (43.8%) compared to evaluation through community meetings (9.4%) and through volunteering information (21.9%). It was also noted that the method used most in collecting and disseminating information was through community meeting (71.9) compared to use of questionnaires (3.1%) and use of informal interviews (9.4).

From the above findings therefore, it was noted that despite the fact that there was reported participation in the monitoring and evaluation of community-managed projects, there were a number of challenges in ensuring equal representation of all stakeholders and applying the knowledge of participatory methodologies in monitoring and evaluation. This lack of proper involvement of communities in monitoring and evaluation denied them the opportunity to input in the CMP to inform project progress.

The study further revealed that the views of some community groups such as children, women, the poor and the disabled were neither consulted, nor valued and that the methods used were more formal, technical and not friendly to the communities. Most of the project beneficiaries therefore did not get a chance of expressing their experiences to inform project progress. This was known to have seriously affected the accountability in these projects.

The specific challenges facing monitoring and evaluation identified by the respondents ranged from failure to share monitoring and evaluation reports (feedback) to limited involvement. It was also noted that there was an attitude among the communities that when negative results were found, they perceived them as judgmental findings, and very discouraging. The

communities also never agreed with the methods of monitoring and evaluation used and they perceived this more as supervision than monitoring and evaluation.

4.4.4 Accountability of project committee members to CMP beneficiaries

Interviews with CMP beneficiaries revealed that much as project committee members were faithful to provide accountability to Plan international, they were not equally committed to doing this to the CMP community members. More than half of the respondents reported that the committee members held less number of meetings with communities than was necessary. A focus group with project committee members in Kikube remembered to have held only two meetings with the general CMP community in the parish since the inception of the project. Many respondents agreed that this generated suspicion among the beneficiaries who not only felt that a number of accountability queries were not answered, but also that the committee denied them opportunities to hold them accountable through community meetings.

A focus group discussion group in Ngalonkalu parish agreed that the design of CMP only emphasized upward accountability to Plan, rather than down ward accountability to communities. This made the project committees to be too preoccupied with accountability demands of Plan, in complete disregard of accountability to communities. One member noted:

> "*Accountability should be primarily towards those who are vulnerable to the problems that CMP is trying to address. Listening to communities is essential in identifying genuine problems and priorities, as well as being an essential step towards letting such people take part and exercise some control over the resources that have been availed to them for development".*

Other members of the group agreed that this cast doubt in the stakeholders about transparency in the CMP projects.

CHAPTER FIVE

SUMMARY CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

In this chapter, the summary of the findings of this study as discussed in chapter four is presented. This is followed by the conclusions derived from the findings and finally the recommendations made by the researcher and informants during the research.

5.2 Summary

The debate in this study was derived from the realization that there are increasing challenges in ensuring the sustainability of community managed projects in Uganda. This comes amidst seemingly explicit project designs that in principle document the need and plans to ensure participation as a means of enhancing community ownership and therefore sustainability.

The research has found out that in spite of these principles and actions, the degree to which they are interpreted and also implemented largely determines the level of participation and therefore exerts great influence on the sustainability of community projects. It was also noted that in some instances the principles are well meaning but the implementing organizations do not put much emphasis on ensuring that they are put in practice as part and parcel of project implementation. The findings of this study will contribute to solving the increasing problem of lack of sustainability of community managed projects in Uganda.

5.3 Conclusions

It was noted in this study, that community involvement is not balanced at all levels of the project cycle. At project planning levels, the communities are not well oriented to understand

the objectives of the projects and their stake in ensuring that the project takes off or achieves a common goal. Their response and participation therefore becomes reactive and not sustainable.

At implementation level, communities are made to imagine that they are toeing a line planned to benefit the donor and that they are passive beneficiaries. They participate to have immediate benefits from the projects and do not feel responsible for the continuity of the project. During project evaluation, communities imagine that they are being judged. The well intentioned strictness to follow the formal rules of accountability within an informal community leads to failure to understand the values and attitudes of the community in which the project is new and foreign. This has had negative effects.

5.4 Recommendations

From the above conclusions, the following recommendations are made for future efforts in establishing and managing community managed projects, policy regarding community involvement and future research on the problem.

5.4.1 Recommendations for future community managed projects

This study has underscored the increasing challenges and failure to sustain community managed projects in Uganda due to the challenges of appropriately involving the communities in the establishment and management of programmes. The thesis has highlighted the challenges emerging at various stages of the project cycle. The current practice is that from the inception, people who are not part of the communities do a situation analysis in the community and therefore when a problem is identified, it is either misinterpreted or it is not the priority of the communities.

This study therefore recommends that at the inception of the projects, the problems should be identified by the communities themselves and with very limited influence from project management. In essence the project will be demand rather that supply driven and therefore the communities will perceive the project as support rather than importation of other people's ideas.

The management of the project should largely be left to the community with very minimal support from the project such that the communities define the direction of support the project needs and they actively participate and own the responsibility to the project. As shown in this research, this is how the community interprets accountability. Rigid financial accountability requirements turn the perception of the project benefits more pecuniary than social and the project staff as bosses rather than partners in the implementation. As long as the funds are non-existent, the social responsibility is completely obscure. Donors should always be flexible in promoting accountability mechanisms that are more user friendly to communities rather than imposing their own rigid and extremely formalized processes that may not be easily implemented by the communities.

It is important to engage all stakeholders and interest groups at community level because for the project to succeed there is need for mutual interdependence and support. Issues of gender, disability, age and involvement of community leaders are important to consider at all stages of the project cycle if the sustainability of the projects is to be ensured.

The staffs of the organization need to be sensitized about their role in facilitating CMP. This will help them to appreciate CMP and trust the communities in the implementation of these

projects. This should be done right form top management to frontline staff of the organization. In addition, staff capacity needs to be built in the area of participatory methodologies of development.

5.4.2 Recommendations for future research

This study was constrained by a number of technical, financial and time dimensions. In no way therefore can it claim to have exhausted the issues regarding the challenges of community participation in community-managed projects. Future studies need to carry out in-depth comparative studies across a number of projects in different settings to discover common features. This needs to cover broader population samples than the single case study done here. More qualitative methodologies and possibly participant observation needs to be applied to unravel the community perceptions and attitudes that influence and therefore pause challenges to community participation.

Appendices

Appendix 1: Structured questionnaire

THE CHALLENGES OF COMMUNITY PARTICIPATION IN DEVELOPMENT PROJECTS: A CASE OF COMMUNITY MANAGED PROJECTS OF PLAN INTERNATIONAL - LUWERO PROGRAM

PARISH----------

INTERVIEWER---------- QUESTIONNAIRE NO. -------

NO.	QUESTION	RESPONSE OPTIONS	CODE
SECTION I: RESPONDENT'S BIOGRAPHY			
Q.1	Respondent's sex	Male Female	1 2
Q.2	What is your age?	15 – 24 25 – 34 35 – 44 44 upwards	1 2 3 4
Q.3	What is your marital status?	Single Married Divorced Widowed	1 2 3 4
Q.4	Have you ever attended school? If no, go to Q.6	Yes No	1 2
Q.5	What is the highest educational level you attended?	Primary O' level A' level Vocation University Other (specify)	1 2 3 4 5
Q.6	What is your occupation?	Peasant farmer Trader Salaried employee Student Other (specify)	1 2 3 4 5
SECTION II: INTRODUCTION			
Q.7	Do you know about the community managed projects facilitated by Plan International?	Yes No	1 2

Q.8	What community managed projects facilitated by Plan International were implemented in this community in the last 3 years?	Animal rearing School construction Material provision to school children HIV/AIDS awareness Borehole construction Vegetable growing	1 2 3 4 5 6
Q.9	What stakeholders are involved in these projects?	Local community members Local leaders Project committee members CBOs	1 2 3
Q.10	Please indicate the roles of each stakeholder in these projects?		
	Local community members	Contribute money Collect local materials Provide labor Contribute ideas Manage the projects Mobilize others	1 2 3 4 5 6
	Local Leaders	Contribute money Collect local materials Provide labor Contribute ideas Manage the projects Mobilize others	1 2 3 4 5 6
	Project committee members	Contribute money Collect local materials Provide labor Contribute ideas Manage the projects Mobilize others	1 2 3 4 5 6
	CBOs	Contribute money Collect local materials Provide labor Contribute ideas Manage the projects Mobilize others	1 2 3 4 5 6
Q.11	What role does Plan International play in these projects?	Contribute money Collect local materials Provide labor Contribute ideas Manage the projects Mobilize communities	1 2 3 4 5 6
Q.12	Which stakeholders are interested in the success of the projects(Rank them from the most to the least)	Local community members Local leaders Project committee members	

		CBOs	
Q.13	Why do they have high/low interest? (record verbatim) Local community members Local leaders Project committee CBOs	…….. …….. …….. …….. …….. ……..	
SECTION III: FACTORS AFFECTING OWNERSHIP OF CMPs			
Q.14	What community managed projects have you participated in?	Animal rearing Improved seed cultivation	1 2
Q.15	Which process were you involved in, in identifying these projects?	Participatory needs assessment Consultation Prioritization	 1 2 3
Q.16	Who else participated in identification of these projects?	Women Men The very poor Local leaders Village elites Children Plan International staff	1 2 3 4 5 6 7
Q.17	Do you think these projects came as a result of every body's consensus in this community? If yes, go to Q.19	Yes No	1 2
Q.18	Which people were not represented in the identification of these projects?	Women Men The very poor Local leaders Village elites Children Plan International staff	1 2 3 4 5 6 7
Q.19	Were any projects identified but could not be funded because they were outside the domain areas of Plan International? (If no, go to Q.21)	Yes No	1 2
Q.20	How did the community resolve this with Plan International?	Negotiated Plan International dictated Community abandoned the project(s)	1 2 3

Q.21	Did you participate in action planning for these projects?	Yes No	1 2
Q.22	Were all community members involved and/or represented in the action planning for these projects? (If yes, go to Q.24)	Yes No	1 2
Q.23	If not, which groups dominated the process?	Women Men The very poor Local leaders Village elites Children Plan International staff	1 2 3 4 5 6 7
Q.24	Did you participate in budgeting for the activities of these projects?	Yes No	1 2
Q.25	How were you involved in the budgeting process for these projects?	In village meetings Give my ideas to project committee Other (specify)	1 2 3 4
Q.26	If you were not involved, who participated in the budgeting process?	Project committee members Local leaders Plan staff Village elites Don't know	1 2 3 4 5
Q.27	How would you rate the level of community participation in the planning process for these projects?	Very good Good Fair Poor Very poor	1 2 3 4 5
Q.29	Do the projects use local resources? If no, go to Q.37	No Yes	1 2
Q.29	What local resources were used in these projects?	Bricks Land Sand Poles Stones Local Financial Contribution Others (specify)	1 2 3 4 5 6 7
Q.30	Who determines the amount of materials/money to be contributed by each person?	Project Committee Plan International Community Local Leaders	1 2
Q31	Do you contribute materials/money willingly?	Yes No	1 2

			3 4
Q.32	What difference does your local contribution make in the success of these projects?	Additional Income Ownership Community interest Others (specify)	1 2 3 4
Q.33	What sources of labor are used in these projects?	Local/Un-skilled External/Skilled Both	1 2 3
Q.34	If the labor is local, how is it mobilized?	Through Local Leaders Through Project Committee Through Plan	1 2 3
Q.35	What challenges have you experienced in mobilizing local labor? (Record verbatim)	…….. …….. …….. …….. …….. ……..	
SECTION IV: FACTORS AFFECTING ACCOUNTABILITY IN CMPs			
Q.36	What are the mechanisms put in place to control project resources?	Account Signatories Plan International Procedures Regular accountability by project committee Others (specify)	1 2 3 4
Q.37	What challenges do you face in handling the project resources?	Corruption Long Procedures of Plan Lack of technical skills Others (specify)	1 2 3 4
Q.38	What measures have been put in place to ensure accountability?	Project bank account Multiple cheque signatories Regular community meetings for update Other(s)	1 2 3 4
Q.39	Have these measures been effective?	Yes No	1 2
Q.40	Have there been any cases of poor accountability in these projects?	Yes No Don't know	1 2 3

Q.41	How do you collect and disseminate monitoring and evaluation information for these projects	Community meetings Project visits Vulunteering information to project committee Other (specify)	1 2 3 4
Q.42	Are your views considered in the monitoring and evaluation of these projects	Yes No	1 2
Q.43	If not, why were/are they not considered? (Record verbatim)	…….. …….. …….. …….. ……..	
Q.44	What in your view are the obstacles to effective accountability? (Record verbatim)	…… …… …… …… …… ……	
SECTION V: FACTORS AFFECTING SUSTAINABILITY OF CMPs			
Q.45	Do these projects use local resources? If no, go to Q.37	No Yes	
Q.46	What local resources were used in these projects?	Bricks Land Sand Poles Stones Local Financial Contribution Others (specify)	1 2 3 4 5
Q.47	How were these local resources mobilized?	By laws Sensitization User fee Voluntary Other (specify)	1 2 3 4
Q.48	Who determines the amount of materials/money to be contributed by each person?	Project Committee Plan International Community Local Leaders	1 2 3 4
Q.49	Do you contribute materials/money willingly?	Yes No	1 2
Q.50	What difference does local contribution program component	Additional Income Ownership	

	make in the success of these projects?	Community interest Others (specify)	
Q.51	What challenges do you face in mobilizing Local resources?	…… …… …… …… ……	5 2 3 4 5
Q.52	How do you compare the projects managed by Plan International versus the community managed projects?	Plan managed is better Community managed is better Do not know	1 2 3
Q.53	Please explain (Record verbatim)	…… …… …… …… …… ……	
Q.54	Who do you consider to be the owners of these projects?	Plan International Community members Government Do not know	1 2 3 4
Q.55	Who meets the operational and maintenance costs of these projects?	Plan International Community beneficiaries Other (specify)	1 2 3
Q.56	For how many years have these projects been sustained in this community?	Less than 2 years 2-4 years 4-10years More than 10 years	1 2 3 4
Q.57	What is the status of these community managed projects?	Very good Good Fair Poor Very poor	1 2 3 4 5
Q.58	Has the community been able to sustain all of these projects?	Yes No	1 2
Q.59	If not, please explain (Record verbatim)	…… ……	

Appendix 2: Interview guide

INTERVIEW GUIDE FOR THE PROJECT COMMITTEE MEMBERS:

1. What are the different stakeholders who play roles in the community managed projects facilitated by Plan International?

2. What roles do they play?

3. What challenges do you face in involving all stake holders in these projects?

4. What challenges did you experience at the planning stage of these projects that could have affected the performance of community managed projects?

5. What are the challenges you experienced in local resource mobilization for these projects?

6. What challenges did you experience in implementing the activities of these projects?

7. How do you participate in monitoring and evaluation of these projects?

8. What challenges do you face in monitoring and evaluation of these projects?

9. Why do you think community managed projects are not sustainable, accountable and the resident communities do not feel a sense of their ownership?

10. What recommendations would you make to ensure that community managed projects are more sustainable, accountable, empowering and owned by the communities?

Appendix 3: Focus Group Discussion guide

FOCUS GROUP DISCUSSION GUIDE FOR PLAN INTERNATIONAL FIELD STAFF

1. What role does Plan International play in the community managed projects that it facilitates in the communities of Kikube and Ngalonkalu?

2. What role do you as field staff play in these projects?

3. Why Plan International is moving away from projects managed by the organization, to community managed projects?

4. Do you think the benefits of community managed projects, according to Plan International, have been realized in the communities?

5. What challenges exist at the community level that affect the ownership, accountability and sustainability of these projects?

6. What are the challenges at the organization level that account for the poor ownership, sustainability of and accountability in community projects?

7. What recommendations would you make to ensure that community managed projects are more sustainable, empowering, accountable and owned by the local communities?

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