



Community Mobilization and Mindset Change Programme: What were the performance highlights for FY 2021/22?

Overview

The Community Mobilization and Mindset Change (CMMC) Programme is one of the 20 priority Programmes of the third National Development Plan (NDPIII). The programme aims to empower citizens, families and communities for increased responsibility and effective participation in sustainable national development. The Programme comprises of three sub-programmes namely: i) Community Sensitization and Empowerment; ii) Strengthening Institutional Support; and iii) Civic Education and Mindset Change.

The overall programme performance is an average of individual sub-programme scores assessed.

Criterion used to assess performance

Score	Comment
90% and above	Very Good
70%-89%	Good
50%- 69%	Fair
49% and below	Poor

This policy brief examines the performance of this Programme for FY 2021/22 and proposes key recommendations.

Background

The Community Mobilization and Mindset Change (CMMC) Programme consists of 15 interventions implemented by nine Votes with the Ministry of Gender, Labour, and Social Development (MGLSD) as the lead agency. The other implementing partners are the Ministry of Information, Communication Technology and National Guidance (MoICT&NG); Office of the President (OP); Directorate of Ethics and Integrity (DEI); Ministry of Local Government (MoLG), Uganda Registration Service Bureau

Key Issues

- Scattered and uncoordinated community mobilization interventions across Ministries, Departments and Agencies (MDAs).
- Lack of a clear training needs assessment and capacity building plan for the mindset change programme.
- Dysfunctional community centres that cannot deliver intended services.

(URSB), Judicial Service Commission (JSC), Equal Opportunities Commission (EOC), and Local Governments (LGs).

Overall Programme Performance

Overall Programme Performance was fair at 54% attributed to partial implementation of planned outputs for all three sub-programmes.

Financial Performance

The Programme budget for FY 2021/22 was Ug shs 14.955 billion (bn) and Ug shs 14.694bn (98%) was released while Ug shs 14.629bn (99%) was spent by 30th June 2022. The Strengthening Institutional Support Sub-programme took the biggest percentage of the total budget at 49%, Community Sensitization and Empowerment had 29%, while Civic Education and Mindset Change Sub-programme had the least budget at 22%. The high absorption rates were on account of the wage and non-wage recurrent budgets, while those with less than 100% absorption were attributed to the delayed implementation of cultural activities implemented by the Uganda National Cultural Centre.

Community Sensitization and Empowerment: The sub-programme objective is to enhance the effective mobilization of families, communities and citizens for national development. Fair performance was exhibited in the four interventions with 15.6 out of 28 (56%) planned outputs and targets achieved.



The intervention to review and implement a Comprehensive Community Mobilization Strategy achieved 62%. The Strategy was reviewed, and modified to a simplified operational manual handbook to support the Parish Development Model (PDM). Over 1,500 copies of the operational manuals were printed and disseminated by MGLSD; to all 176 LGs including lower local governments and parishes. The handbook clarified the implementation structure of the PDM from the national to parish level, roles and responsibilities of key stakeholders.

The MoICT&NG through transfers to Government units used print, radio, television, and online media to promote awareness and participation in existing Government programmes, policies, strategies and guidelines using the Parish Model design. A total of 274 out of 430 print and electronic media were engaged to communicate Government programmes and clarify positions of the Government on mass media.

The intervention to develop and implement a national civic education programme exhibited 64%. Four radio talk shows were conducted to publicize government programs and initiatives. A 10-day civic education awareness training for elected and appointed leaders in promoting good governance in 13 districts¹ were also conducted by the Ministry of ICT.

In addition, the Equal Opportunities Commission conducted stakeholders' dialogues to denounce violence against children. Radio and television talk shows were held on the need for programmes and services of State and non-State actors to be inclusive of the marginalized in the PDM and Operation Wealth Creation (OWC). Seven school debates/dialogues were held at the primary, secondary and tertiary levels to explore avenues of effective participation in and benefit from inclusive education by marginalized groups.

The intervention to develop a policy on diaspora engagement scored 50% as it was yet to be developed. The level of participation of the diaspora community in development processes is still slow. The intervention to implement the 15-household model for social economic empowerment also exhibited 50%

performance. This was attributed to capacity building on the sustainability of investments for the community livelihoods group in refugee-hosting districts. However, the non-implementation of the village cluster model and suspension of implementing partners affected training activities in some refugee-hosting districts.

Strengthening Institutional Support: The sub-programme objective is to strengthen the institutional capacity of Central, Local Government and non-state actors for the effective mobilization of communities. Average performance for the sub-programme was poor at 49% with one out of the three interventions exhibiting fair performance, while two performed poorly.

Fair performance: The intervention to establish and operationalize the Community Development Management Information System (CDMIS) at the parish and sub-county level achieved 50%. The digital system development was completed, to accommodate the necessary data amounts and modules, with its functional and technical aspects. Development of the registration and financial inclusion module was at 80% completion; the monitoring and evaluation module was at 50%, whereas the citizen feedback mechanism was at 65%. It was operationalized through data collection for the parish model and rolled out to 3,286,390 households (out of the target 8.97 million households), 58,611 villages and 12,746,055 of the population profiled) in North Bukedi.

Poor performance: The intervention to equip and operationalize community mobilization and empowerment structures in LGs attained 49%. Community centres in the 25 LGs were mapped out at the parishes to ascertain service gap areas. The centres in existence had varying physical infrastructure and use. The majority had either collapsed or been converted to housing police posts, accommodating LG offices, while those available were dilapidated and in need of renovation and refurbishment.

¹ Koboko, Yumbe, Arua City, Kanungu, Kasese, Terego, Zombo, Pakwach, Nebbi, Mubende, Kasanda, Hoima and Kikuube



Kikungiri Community Centre currently a residence for some community members in Kikungiri Town Council, Kabale District

The intervention to institutionalize cultural, religious and other non-State actors in community development initiatives achieved 47%. Cultural and religious institutions were financially supported with wage and non-wage for the implementation of government programmes. For example, the Inter-Religious Council of Uganda (IRCU) was supported with a wage subvention to mainstream mindset change within its programmes, sensitize religious leaders across the country, and appraise them on Government programmes. These included Bishops of Catholic and Anglican Churches, Pastors of Evangelical and Born-again Christians, and regional and district Khadis of the Uganda Muslim Supreme Council.

To reduce negative cultural practices and attitudes among communities; 14 Cultural/Traditional Kingdoms were financially supported by the Ministry of Gender, Labour and Social Development. These cultural leaders included: *Emorimor of Iteso, Omukama wa Buruli, Kamuswaga wa Kooki, Inzu ya Masaba, Obudingiya wa Bwamba, Kyabazinga wa Busoga, Ikumbania wa Bugwere, Omukama wa Bunyoro, Rwod of Acholi, Kwar of Adhola, Omusinga wa Rwezururu, Omukama wa Tooro*. The leaders mobilized communities to engage in government programmes for development.

However, there were still some weaknesses in the implementation of the sub-programme activities such as low community response and uptake of government programmes. This was due to the disjointed nature of community mobilization undertaken by different MDAs which has led to duplicated efforts and wastage of resources.

Implementation of the Strengthening Institutional Capacity Sub-programme was affected by the slow response from some key stakeholders during data collection. The low enumeration for data collectors (Ug shs 10,000 per day worked) could not measure up to the amount of work done and distances covered during the data collection exercise. Data collection was not yet at 50% and as such, most LGs had insufficient funds to continue the exercise. In addition, irregular network connectivity issues were a major challenge to household and village profiling. As a result, few households were profiled as opposed to the daily target assigned to each data entry clerk.

Civic Education and Mindset Change: The sub-programme objective is to promote and inculcate the National Vision and Value System and reduce negative cultural practices and attitudes. Average performance for all seven interventions of the sub-programme was fair at 58% of the planned outputs achieved, with two exhibiting good performance, four fair and one poor.

Good performance was exhibited under the following: (i) the intervention to establish a National incentives framework achieved 70%; a rewards and sanctions framework for best-performing workers, leaders and communities was established. A simplified framework for identifying exemplary achievers was also reviewed, printed and disseminated to the Greater Masaka and Mbale districts. The intervention to conduct awareness campaigns and enforce laws enacted against negative harmful religious, traditional/cultural practices and beliefs attained 70%; 14 cultural leaders of respective institutions were supported to mobilize communities and create awareness of government programmes for development.

Fair performance was noted under the following: (i) the intervention to develop and implement a National Service Programme attained 60% where the patriotism programme was implemented in 429 out of 600 secondary and post-tertiary institutions



by the Office of the President. Capacity was also built for 42,000 planned students, youth and teachers in patriotism ideology and mindset change.

The intervention to promote advocacy, social mobilization and behavioural change communication for community development achieved 65%. The Uganda Registration Service Bureau conducted awareness campaigns on marriage registration (cultural, religious and civil) and licensing places of worship through 15 radio talk shows, 32 radio mentions, 14 television talk shows and 4 television coverage stories on marriages. As a result, URSB licensed 286 places of worship to celebrate marriages, trained church leaders on the use of the National Marriage Registration System, and filing annual returns. The intervention to popularize the National Vision, interest and common good for the citizenry exhibited 50% performance. The MoICT&NG presented a Cabinet memorandum on the draft National Guidance Policy to the Cabinet Secretariat for approval.

Poor performance was noted under the following:

(i) the intervention to develop a system for inculcating ethical standards in the formal, informal and all communities that achieved 47%. A system for inculcating ethical standards in the formal, informal and all communities was yet to be developed and operationalized.

(ii) The intervention to develop and enforce ordinances and bylaws to ensure the National Vision and value system is adhered to exhibited 45%; the Compendium of Statistics on Ordinances, bylaws and administrative guidelines from 20 LGs had not been compiled. However, the Ministry of Local Government trained 10 out of the 20 LGs, in the legislative process to enable them to enact ordinances and bylaws.

Conclusion

This very important programme forming the bedrock for the other 19 did not exhibit good performance. Most spending agencies were still functioning in the silo mode, with funds spent on discrete interventions that were not contributing fully to the achievement of the programme objectives. The mindset change education and awareness raising for communities, civil servants, the private sector and civil societies is disjointed

and lacks an organized capacity-building initiative to realize the objectives.

Recommendations

1. The Ministry of Finance, Planning and Economic Development (MFPED) and the implementing agencies should coordinate with the Ministry of Public Service and the Civil Service College to develop a comprehensive needs assessment on mindset change and transformative leadership for all stakeholders at various levels.
2. The Community Mobilization and Mindset Change Programme Working Group Secretariat should ensure effective coordination and harmonization so that efforts are consistent and complementary. Harmonization of interventions in line with the proposals in the NDPIII should be implemented to realize meaningful change over time.

References

1. BMAU: Annual Budget Monitoring Report FY 2021/22.
2. Ministry of Gender, Labour and Social Development Strategic Plan (MGLSDSP) 2020/21-2024/25.

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