

**Deepening Democracy in Local Governance: Factors Affecting the District
Civil Society Network in Strengthening Civic Participation in Luwero –
Uganda**

**A Postgraduate Dissertation presented to the Institute of Ethics and
Development Studies in partial fulfilment of the requirements for the award
of the Master of Arts Degree in Development Studies**

Uganda Martyrs University.

Allen Ruhangataremwa

2008-M092-20099

April, 2012

Table of Contents

Declaration	VI
Dedication	VII
Acknowledgement.....	VIII
Abstract.....	IX
Acronyms and Abbreviations.....	X
CHAPTER ONE: INTRODUCTION.....	1
1.0 INTRODUCTION.....	1
1.2 DEFINITION OF KEY TERMS AND CONCEPTS.....	2
1.3 BACKGROUND TO THE STUDY	3
1.4 PROBLEM STATEMENT.....	6
1.5 OBJECTIVES OF THE STUDY	7
1.5.1 GENERAL OBJECTIVE	8
1.5.2 SPECIFIC OBJECTIVES.....	8
1.6 RESEARCH QUESTIONS.....	8
1.7 SCOPE OF THE STUDY	8
1.8 SIGNIFICANCE OF THE STUDY.....	9
1.9 CONCEPTUAL FRAMEWORK	10
CHAPTER TWO: LITERATURE REVIEW	12
2.0 INTRODUCTION.....	12
2.1 THE DEEPENING DEMOCRACY APPROACH.....	12
2.2 THE OPERATIONAL FACTORS AFFECTING CSO’S DEMOCRATIC CIVIC PARTICIPATION.....	13
2.2.1 Internal Structures, Policies and Procedures	14
2.2.2 The Activities and Strategies of a DCSN	14
2.2.3 The Role of Individuals in Networks	15
2.2.3 Lack of Representation and Accountability	15
2.2.4 Challenges of Credibility, Reputation and Capacity	16
2.2.5 Limited Absorption Capacity and Poor Accountability	17
2.3 THE CONTEXTUAL FACTORS THAT INHIBIT CSO’S DEMOCRATIC CIVIC PARTICIPATION FUNCTIONS..	18
2.3.1 The Policy and Regulatory Framework for CSOs in Uganda.....	18
2.3.2 The Role of Donors on Deepening Democracy Programmes.....	20
2.3.3 The Fragmented Nature of CSOs	23
2.3.4 Unhealthy Competition, Overlapping Roles and Poor Coordination	23
2.4 THE OUTCOMES OF ENHANCED DEMOCRATIC CIVIC PARTICIPATION.....	24
2.4.1 Civic Participation.....	24
2.4.2 Active Citizenship	26

2.4.3	Citizens Empowerment	26
2.4.4	Electoral Participation	27
2.4.5	Voter Education.....	28
2.4.6	Voice and Demand	28
2.4.7	Civic Engagement	29
2.4.8	Political Participation	30
CHAPTER THREE: METHODOLOGY		33
3.0 INTRODUCTION.....		33
3.1 RESEARCH DESIGN.....		33
3.2 THE AREA OF STUDY		33
3.3 STUDY POPULATION SAMPLE SIZE AND SELECTION		34
3.4 DATA COLLECTION TECHNIQUES AND INSTRUMENTS		35
3.5 DATA VALIDITY AND RELIABILITY		36
3.6 DATA PRESENTATION AND PROCESSING		37
3.7 DATA ANALYSIS AND INTERPRETATION		37
3.8 ETHICAL CONSIDERATIONS		38
3.9 LIMITATIONS OF THE STUDY		38
CHAPTER FOUR: STUDY FINDINGS, DISCUSSION AND ANALYSIS		39
4.0 INTRODUCTION.....		39
4.1 BACKGROUND INFORMATION ON RESPONDENTS		39
4.2 OPERATIONAL FACTORS THAT AFFECT THE DCSN		42
4.2.1	Internal Credibility of LUNGOF.....	43
4.2.3	LUNGOF's Compliance with the NGO/CSOs Legal and Policy Requirements.....	44
4.2.4	Strategies for Activity Implementation	45
4.2.6	Assessment of the DCSN's Mobilisation, Engagement and Collaborations	48
4.2.6.1	LUNGOF's Success in Support of Membership	48
4.2.6.2	The Image of LUNGOF	49
4.2.6.3	Complementary Role of LUNGOF in the Local Development Process	50
4.2.6.4	LUNGOF's Engagement with the Community on Issues of Civic Participation.....	51
4.3 ASSESSMENT OF THE CONTEXTUAL FACTORS AFFECTING THE DCSN.....		52
4.3.1	Broad Economic Factors.....	52
4.3.2	Links between LUNGOF and other Stakeholders	54
4.3.3	LUNGOF's Collaborations with other Organisations/Stakeholders.....	54
4.3.4	The Legal and Policy Frameworks	56
4.4 THE OUTCOMES OF THE DCSN'S CONTRIBUTION IN STRENGTHENING CITIZENS PARTICIPATION		57
4.4.1	Civic Indicators	58
4.4.2	Electoral Indicators.....	59
4.4.3	Political Voice Indicators	60

4.5 RECOMMENDATIONS FOR ENHANCING THE DCNS ROLE IN DEEPENING DEMOCRACY	61
CHAPTER FIVE: SUMMARY, CONCLUSIONS AND RECOMMENDATIONS	64
5.0. INTRODUCTION.....	64
5.1 SUMMARY OF STUDY FINDINGS	64
5.1.1 THE OPERATIONAL FACTORS THAT AFFECT THE DCSN	64
5.1.2 CONTEXTUAL FACTORS THAT AFFECT THE DCSN.....	67
5.1.3 THE OUTCOMES OF THE DCSN’S CONTRIBUTION IN STRENGTHENING CITIZENS PARTICIPATION.....	69
5.3 RECOMMENDATIONS.....	75
APPENDICES: RESEARCH INSTRUMENTS.....	- 1 -
APPENDIX 1: ASSESSMENT GRID OF LUNGOF ORGANISATIONAL CAPACITY AND OPERATIONS	- 1 -
APPENDIX 2: ASSESSMENT GRID FOR LUNGOF TASK EXECUTION, MOBILISATION, ENGAGEMENT AND COLLABORATIONS	- 2 -
APPENDIX 3: ASSESSMENT TOOL OF LUNGOF CONTEXTUAL ENVIRONMENT	- 3 -
APPENDIX 4: MEASURING CIVIC PARTICIPATION AND EMPOWERMENT OUTCOMES	- 4 -
APPENDIX 5: RECOMMENDATIONS BY THE RESPONDENTS.....	- 5 -
APPENDIX 6: INTERVIEW GUIDE FOR KEY INFORMANTS AND FOCUS GROUP DISCUSSIONS	- 7 -

List of Tables

Table 1: Respondents Distribution by Category and Sampling Technique	34
Table 2: Respondents by Sex and Role Category	39
Table 3: Respondents by Sex and Age Brackets	40
Table 4: Assessment Grid of LUNGOF Organisational Capacity and Operations	42
Table 5: Assessment Grid for LUNGOF Task Execution, Mobilisation, Engagement and Collaborations	48
Table 6: Assessment Tool of LUNGOF Contextual Environment	52
Table 7: Measuring Civic Participation and Empowerment Outcomes	58
Table 8 Recommendations by the Respondents.....	61

List of Figures

Figure 1: Conceptual Framework – Factors Affecting DCSNs in Promoting Civic Participation	10
Figure 2: Respondents by Sex and Role Category	40
Figure 3: Respondents by Sex and Age Brackets.....	41
Figure 4: Internal Credibility of LUNGOF	43
Figure 5: Existence of a Functional Secretariat.....	44
Figure 6: Compliance with the NGO/CSOs Legal and Policy Requirements.....	44
Figure 7: Strategies for Activity Implementation.....	45
Figure 8: Financial Accountability Procedures	46
Figure 9: LUNGOF’s Support to Membership	49
Figure 10: The Image of LUNGOF.....	50
Figure 11: The Complementary Role of LUNGOF at LG level	51
Figure 12: Engagement with the Community on Issues of Civic Participation	51
Figure 13: Broad Economic Factors.....	53
Figure 14: Links between LUNGOF and other Stakeholders	54
Figure 15: Coordination and collaboration	56
Figure 16: The legal and Policy Frameworks	57
Figure 17: Civic Indicators.....	59
Figure 18: Electoral Indicators	60
Figure 19: Political Voice Indicators.....	60

Declaration

I, Allen Ruhangataremwa declare that the contents of this study are a result of my own research and have never been presented for any award or published in any university or institution of higher learning. This dissertation has been submitted for examination through the supervisor.

Sign

Allen Ruhangataremwa

Date:

Supervisor

Sign

Dr. MaximianoNgabirano

Date.....

Dedication

I dedicate this research to my Parents, Mr and Mrs Elly Bindeeba for the good foundation they laid in my Education. To my Husband Mr. Barugahare Brighton for the professional advice, my Children and all my Siblings for the support, courage and patience you rendered during the time I was pursuing this course.

Acknowledgement

I am grateful to Dr. Maximiano Ngabirano, my supervisor for the professional guidance, patience and support extended to me when undertaking this research, without which I would not have completed this dissertation.

Special tribute goes to the Staff and Management of Uganda Martyrs University (UMU), Nkozi for the knowledge and support imparted to me in pursuance of this course up to final completion.

Any errors in this dissertation are attributed entirely to me.

Abstract

The study sought to examine the factors affecting District Civil Society Networks (DCSNs) in facilitating citizens' participation and engagement to deepen local democracy in Luweero District. The study intended to establish reasons why local democracy is not entrenched despite the DCSNs' efforts to promote civic participation through civic engagement, interface with the state institutions, empowerment and human rights advocacy. It also focused on DCSNs' roles, challenges and the methods used to generate key outcomes. The study identified operational and contextual factors; established key DCSN's outcomes; and made recommendations to enhance the DCSN's role to deepen local democracy.

The study design was exploratory and descriptive and adopted both qualitative and quantitative techniques of data collection. It was carried out on LUNGOF in Wobulenzi Town Council in Luweero district and targeted 142 respondents. A total of 122 respondents participated in the study implying an 86% response rate. The study established that LUNGOF interventions to enhance civic participation and engagement have not empowered ordinary people to fully benefit from the local democratization processes. Besides, while DCSNs have many successes, they have both internal and external challenges that limit their responsiveness, transparency, accountability, efficiency and effectiveness to promote civic participation and local democracy. Thus, local governance as the main conduit for civic engagement is not entrenched at local levels.

The study recommended that CSOs need to; build capacity commensurate to the civic participation mandate; strengthen existing links between the CSOs and Local Governments; promote information sharing and networking; embrace internal democratic governance approaches and participatory planning at all levels; proactively respond to democratic governance challenges; make long term investment in community empowerment initiatives; collectively lobby government for a better operating environment; promote effective partnerships and multi-stakeholder dialogue to deepen democracy.

Acronyms and Abbreviations

AGM	Annual General Assembly
CAO	Chief Administrative Officer
CBO	Community Based Organisations
CDO	Community Development Officer
CDRN	Community Development Resource Network
CSO	Civil Society Organisation
CS	Civil Society
DCSN	District Civil Society Network
DENIVA	Development Network of Indigenous Voluntary Associations
EU	European Union
EPG	Empowered Participatory Governance
FGD	Focus Group Discussion
LC	Local Council
LCV	Local Council Five
LUNGOF	Luwero District NGO Forum
MC	Management Committee
MO	Member Organisation
NDP	National Development Plan
NDNSP	National District Network Support Programme
NGO	Non-Government Organisation
NRM	National Resistance Movement
PRS	Poverty Reduction Strategy
PRIA	Participatory Research in Asia
PWD	People with Disabilities
RDC	Resident District Commissioner
UMU	Uganda Martyrs University
UNDP	United Nations Development Programme
UPPA	Uganda Participatory Poverty Assessment
UPPAP	Uganda Participatory Poverty Assessment Process

CHAPTER ONE: INTRODUCTION

1.0 Introduction

The dissertation is divided into five chapters. The first chapter provides the background to deepening democracy; problem statement; objectives of the study; research questions; scope of the Study; definition of key terms and concepts; significance of the study; and the conceptual framework.

The second chapter outlines the existing literature on factors that affect a District Civil Society Network (DCSN) in promoting civic participation. It presents; the ‘deepening democracy’ approach first; the operational factors that affect CSO’s democratic civic participation functions second; the contextual factors that affect CSO’s democratic civic participation functions third and finally the outcomes of enhanced civic participation.

The third chapter presents the methodology that was used to undertake the study. Methodology is presented under the following sub-themes: research design; area of study; study population, sample size and selection; data collection techniques; data reliability and validity; data presentation and processing, data analysis and data interpretation.

The fourth chapter presents and interprets study findings discussion and analysis in relation to the research objectives. These are presented under the following sub headings: background information on respondents; operational factors affecting the DCSN; the contextual factors affecting the DCSN; the outcomes of the DCSN’s contribution and; recommendations.

The fifth and final chapter presents the summary of study findings, conclusions, and study recommendations. It also provides suggestions for future research in the area of strengthening DCSNs in strengthening civic participation and deepening democracy.

1.2 Definition of Key Terms and Concepts

A district is an area of land marked off for administrative or other purposes (English Dictionary, 2009). In this study, a district means a unit under which there are lower local governments such as counties, sub-counties, parishes and villages (the Local Government Act Cap 243 Section 3(1)).

Local government in this study means the local councils established under section 3(2) to (5) of the Local Government Act. The Local Governments Ministry controls them politically.

Civil Society in this study means the realm of organised social life that is voluntary, self-generating, self-supporting; autonomous from the state, and bound by a legal order or set of shared rules (Diamond, 1994; Gill, 2000). Civil society involves organisations such as NGOs, community groups, coalitions groups among others.

District Civil Society Network means a legally registered umbrella organisation with the National NGO Board or at District; recognised by the district and its members that unites all willing and legally registered CSOs in the jurisdiction of the district (NDNSP, 2006).

Participation in this study refers to the process through which stakeholders influence and share control over priority setting, policy-making, resource allocations and access to public goods and services (The World Bank, 2001).

Civic Participation in this study civic connotes public consequence; and civic participation or civic engagement refers to civic action that has public consequences for the community and the polity (Christiano, 1996; Ehrlich, 2000). It reflects the 'individual and collective actions designed to identify and address issues of public concern' to influence policies of governance.

1.3 Background to the Study

There is growing consensus that democracy is a precondition for good governance and development, (Upadhyay, 2006; UNDP, 1997; & The World Bank, 2001; 2002). Democratic governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making on the allocation of resources (UNDP Human Development Report, 2002).

In Uganda the principles of strengthened democratic governance have been embraced through various; policy and legal instruments for instance; The Constitution of Uganda (1995), The Local Governments Act Cap 243 and the various electoral laws. The 1993 decentralisation policy sought to ensure participation in governance at all levels while the Constitution provides for the citizens' right to participate in the formulation of policies and implementation of programmes which all accentuate the essence of democratic citizen participation in public policy making.

Consequently, the legal framework has created opportunities for the formation of Civil Society Organisations (CSOs) and Networks at the; national, regional, district and sub-country levels in Uganda. CSOs are organised in clusters of different forms such as networks, coalitions, alliances, associations, partnerships, fora and consortia, (CDRN, 2005). Umbrella Organisations such as District Civil Society Networks (DCSNs) have become fashionable as the dominant Civil Society (CS) in national development providing avenues for major decision making processes that impact on the lives of citizens, now made at lower levels of governance (Nabacwa, 2004). This has justified the formation of DCSNs in almost all districts of Uganda.

Democratic Governance: 'Good governance' can prevail but with no democracy. Thus, to ensure human development 'democratic governance' is necessary (UNDP, 2002). This implies that besides the technical efficiency and probity, there is regular interaction and participation between

government and civil society through its institutions and organs. In turn, this presupposes that democracy prevails in general (Mafeje, 2002). UNDP (1997) identifies eight features of governance which are mutually inclusive and reinforcing namely: participation; rule of law; transparency; responsiveness; consensus oriented; equity and inclusiveness; effectiveness and efficiency; and accountability. The study focused on democratic governance *vis-a-vis* good governance processes, institutions, and a concern for political, civil rights and freedoms.

Democratic governance is built on political, social and economic priorities derived from broad consensus in society (UNDP, 1997). It also ensures that the voices of the poor and vulnerable are heard in decision-making and the development processes. Democratic governance involves various players such as the; state, private sector and civil society to play their roles accordingly. Thus, while the state creates apt the political and legal environment for sustainable development, CSOs facilitate political and social interaction and mobilise civic groups to take part in economic, social and political activities. This balance is the core of democratic governance.

The Status Quo of Governance in Uganda: Uganda is a presidential republic, in which the President of Uganda is both head of state and head of government. Executive power is exercised by the government while Legislative power is vested in both the government and also on a democratic parliamentary system with universal suffrage for all citizens over 18 years of age. Following a Referendum in 2005, a multiparty system was introduced opening up space for political parties' disposition. The key developments and characteristics of the democratization process in Uganda among others include: the decentralization policy (1993) that embraces citizens participation in governance at all levels, the multiparty system, the role of parliament and its performance, the conduct of regular free and fair elections, and the legal and regulatory space for the operation of NGOs.

However, achieving good governance and democratization process in Uganda is found to be wanting in a number of aspects. While the re-adoption of multiparty politics in 2005 was a major achievement to democratization, there has been a decline in the quality of leaders elected at different levels in particular the parliament and its effectiveness. While Uganda has regularly conducted elections at different levels in the period of 2004 to 2010, there has been growing frustration among the public on a number of issues that greatly compromise democracy in particular the quality of elections has not been rated free and fair. In addition, gaps in democratization exist in persistent ineffective involvement of citizens in participatory processes to embrace bottom-up approaches to development, corruption, personalization of power, and dysfunctional systems that exhibit grey areas in services delivery and good governance, (UGMP, 2009). The government has opened up space to CS participation and Public Private Sector Partnerships in the policy formulation and governance processes. There are a number of players contributing to addressing impediments of good governance, democratisation, growth and prosperity. Cumulatively, interventions focusing on these areas are expected to strengthen capacities and respond to the critical governance gaps.

Civil Society and Democratisation: CSOs are one of the actors with a significant role in democratic governance processes. The Constitution of Uganda (1995) under the National Objectives and Directive Principles of State Policy II (i), the state shall be based on democratic principles which empower and encourage the active participation of all citizens at all levels in their own governance. Also, the Local Government Act Cap 243 provides for people's participation in planning from the village (LC1) to the district (LC5). Thus, the policy and legal framework allows stakeholder participation of; government, donors, NGOs and civil society in governance. For instance, CSOs participated in the 1999–2000 Poverty Reduction Strategy Papers (PRSPs). But, what is civil society?

Foley and Edwards, (1996) define civil society as the ‘realm of private voluntary associations of all sorts which have become an essential ingredient of democratisation and the health of established democracies’. But, effective civil society depends on strong and organised civic networks that; foster the stability and effectiveness of democratic polity, maximise the benefits of citizen associations and mobilize citizens on behalf of the public (Sharma, 1998). From the above, four key roles of CSOs can be discerned. First, CSOs *alter the balance of power* between the state and society in favour of the latter to help check Government excesses (Bayart: 118 in Bahro, 1978). Second, CSOs *play a disciplinary role vis-a-vis* the state by enforcing standards of public morality and performance to improve the accountability of politicians and administrators (Wraith & Simpkins, 1963). Third, CSOs *play the role of an intermediary* between the state and society in ways such as political communication which link individual citizens and the formal political system. Fourth, CSOs *play a constitutive role* by defining the democratic rules of political games for politicians to act within institutional frameworks (Przeworski, 1991).

The above roles of all actors are re-conceptualised to shape inclusive decision making and policy formulation. Also, civil society roles are evident in developing social consensus on development needs and governance reforms, to create a shared agenda for sustainable development. Consequently, CSOs provide the basis for useful engagements and problem-solving through partnerships and alliances with the various actors (Government, public, private and civic groups).

1.4 Problem Statement

Civil society operations, improve governance quality by defining, controlling and legitimating state power (White, 2004). The Constitution of Uganda (1995) and the 1997 Local Government Act Cap 243 provide for citizens’ participation at all governance levels. The DCSNs have been created in almost all districts to provide a platform for CSOs in districts to generate consensus on

points of engagement, to focus on greater civic participation and create effective strategic alliances to influence policy decisions at all governance levels. This can result into favourable policy shifts and participatory democracy at local levels. However, for CSOs' to be effective have to be placed in a general development framework supportive of citizens' participation in a neutral manner (Peinado, 2003).

The DCSNs effectively use many methods to 'empower' members namely; raising awareness on people's rights; budget advocacy; public dialogue and community engagement. However, despite the above efforts of District Networks in promoting civic participation, local democracy is not felt at local levels, (CDRN, 2005; UPPA II, 2002). This is perhaps due to some DCSNs: having no clear objectives; operating through problematic mechanisms; being dominated by selfish elites who control activities, information and funds (DENIVA, 2007; DENIVA, 2006); and the inept accountability systems of some DCSNs which do not resonate well with the need for useful participation and performance of their mandate (Gariyo, 1998).

Consequently, whereas DCSNs have empowered people to participate in public affairs; not much is known on their roles, the factors that affect them in performing their roles and the methods they use to generate vital outcomes (NDNSP, 2006). This study, explored the factors affecting DCSNs generally in enhancing local democracy by emphasising civic participation at all local governance levels.

1.5 Objectives of the Study

The study was guided by both general and specific objectives as follows.

1.5.1 General Objective

The overall objective of the study was to examine the role of DCSNs in enhancing civic participation, as a way of promoting democracy at local governance levels.

1.5.2 Specific Objectives

The study sought to:

1. Identify operational factors affecting DCSN's role in enhancing local civic participation.
2. Examine contextual factors that affect the DCSN's role of promoting civic participation.
3. Establish the outcomes of the DCSN's contribution in the promotion of civic participation.
4. Make recommendations for enhancing the DCSN's role in deepening local democracy.

1.6 Research Questions

The study was guided by the following research questions:

- (i) What operational factors affect DCSN to enhance local civic participation in governance?
- (ii) What contextual factors affect the DCSN in promoting local civic participation?
- (iii) What outcomes arise out of the DCSN's role in the promotion of civic participation?
- (iv) What recommendations can enhance the DCSN's role to advance local democracy?

1.7 Scope of the Study

The study assessed the factors affecting the DCSN in supporting civic participation as a key aspect of democracy in lower levels of governance. The study covered the period between 2001 and 2010. This period was suitable for assessing the role and performance of the DCSN in enhancing civic participation in local democratic processes and governance in Luweero district.

The study was conducted in Luweero district and specifically focused on Luweero District NGO Forum (LUNGOF) as a case study. The choice of LUNGOF from other District Networks was

based on the researcher's knowledge on its outstanding performance in promotion of citizens' participation and engagement in local governance. LUNGOF has eighty six (86) Member Organisations (MOs) and operates in all district's Local Government structures. As LUNGOF's objectives are alike, Wobulenzi Town Council was suitably selected due to its location.

The study was conducted in two parishes out of the total five parishes. The study involved twenty two key informants (various categories) conversant with civic participation in governance from Wobulenzi Town council. It also involved 120 citizens from the two parishes out of the five parishes in Wobulenzi). These were put in apt FGDs. From this sample size logical clusters of respondents representing the various community sub-groups were formed.

1.8 Significance of the Study

To the CSOs and DCSNs, the significance of the study lies in making recommendations for embracing internal democratic governance and stakeholder inclusiveness for enhancing civic participation. In addition, the significance of the study lies in generating recommendations for CSOs and DCSNs on improvement in their approaches, collaboration and engagement to boost their performance in deepening democracy. To policy makers the study recommendations point to the significance of a legal and favorable operating environment for the NGOs/CSOs to contribute positively to good governance and democracy. To the academia, the study is significant to the extent that it will demonstrate the effect of CSO's and DCSN's role in deepening democracy. Finally, to researchers, the significance of the extent lies in building a case for further future research on deepening an understanding of the factors affecting CS and DCSNs operations to ensure effective democracy.

1.9 Conceptual Framework – Factors Affecting DCSNs in Promoting Civic Participation

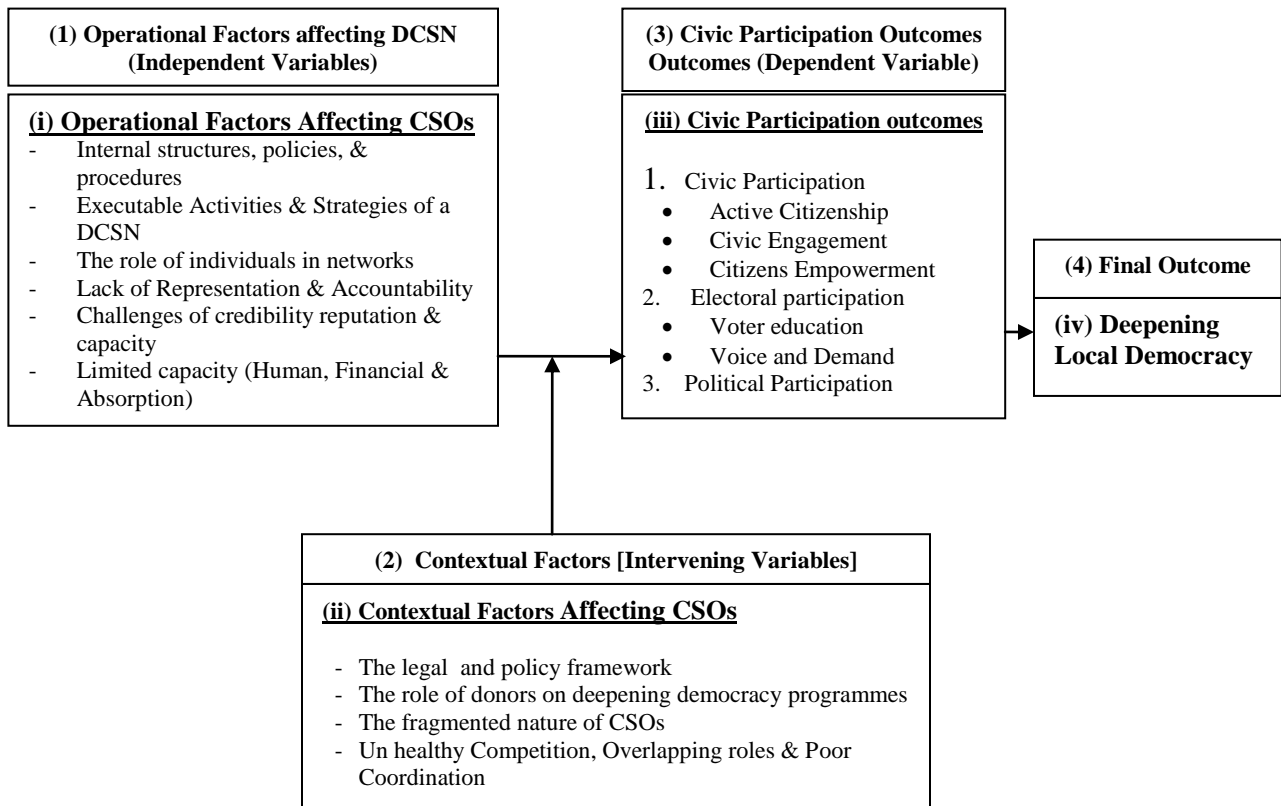


Figure 1: Conceptual Framework – Factors Affecting DCSNs in Promoting Civic Participation

From the above conceptual framework, the internal operational factors (1) are deemed to affect the DCSN in pursuit of achieving civic participation outcomes and constitute the Independent Variables. These include: the internal structures, policies and procedures; the executable activities and strategies of the DCSN; the role of individuals in networks; the lack of representation and accountability; the challenges of credibility, reputation and capacity and the limited capacity (human, financial and absorption) to perform their functions. These are deemed to influence the Dependent Variable.

Secondly, there are contextual factors (2) or the Intervening Variables that are deemed to affect civic participation or the Dependent Variable. These included; the legal and policy framework;

the role of donors, the fragmented nature of CSOs and the unhealthy competition, overlapping roles and poor coordination.

Jointly, the internal operational factors and contextual factors are deemed to affect civic participation outcomes (3) which is the intermediate and Dependent Variable. It comprises of: First, the indicators of; civic participation, active citizenship, and citizens' empowerment which can be categorised as civic indicators. Second, the dependent variable has the indicators of; electoral participation and voter education which can be categorised as electoral indicators and third, the dependent variable has the indicators of; voice and demand, civic engagement, and political participation which can be categorised as political indicators. These are influenced by the two former variables and are supposed in total to lead the final Dependent Variable or outcome which is deepening democracy.

The relationships and influences of variables described above are shown by the arrows in the table. This conceptual framework guided the review of the literature presented in the next chapter.

CHAPTER TWO: LITERATURE REVIEW

2.0 Introduction

This chapter presents the existing literature on factors that affect a District Civil Society Network (DCSN) in promoting civic participation thereby deepening democracy at local governance levels. The literature review will reveal current understanding and gaps. It presents; the ‘deepening democracy’ approach first; the operational factors that affect CSO’s democratic civic participation functions second; the contextual factors that affect CSO’s democratic civic participation functions third and finally the outcomes of enhanced civic participation.

2.1 The Deepening Democracy Approach

The ‘deepening democracy’ approach is an offshoot of the liberal representative view of participatory democracy (Gaventa, 2006). There are other approaches to deepening democracy; but DCSNs have adopted the Empowered Participatory Governance (EPG). According to Gaventa, (2006) the EPG emphasises bottom-up participation, careful deliberation of pragmatic issues and institutional design for devolution of power alongside very strong central supervision. This approach like other approaches has limitations namely; susceptibility to elite capture, rent-seeking practices, external actors’ limitations; and its failure to grapple with power politics. However, it is not clear whether the above limitations also affect DCSNs such as LUNGOF.

Democracy is a process through which citizens exercise constantly; the deepening control over decisions which affect their lives (Gaventa, 2005). Also, Gaventa (2005) argues that full democratic citizenship is attained through the exercise of political, civic and social rights, which may be gained through effective participatory processes and struggles.

Deepening democracy demands greater diversity of options and integrating various dimensions of citizenship in building democracy through expanded political and civil society engagements with state governance institutions (Sharma, 2008). Governance encompasses the interface between formal and informal institutions, rules, process and relationships (Gaventa, 2005). It involves bargaining between those who hold power and those who seek to influence it. Therefore, the citizens' capacity to express and exercise their views effectively can influence governance processes, result in a stronger demand for transparency and accountability.

In Uganda the principles of deepening democracy have been embraced through various policies such as decentralization and the National Gender policy (1997) and the legal framework reflected in, the Constitution of Uganda (1995), the Local Governments Act (1997), and electoral processes among others. In all these, the centrality of strengthening citizens' participation in local governance processes is stressed. However, the challenge is to deepen democracy from a 'democracy of voters, to a democracy of citizens since concerns on how to expand inclusiveness and civic participation remain.

2.2 The Operational Factors Affecting CSO's Democratic Civic Participation

The DCSNs foster active participation and strengthen local democracy almost in all districts (NDNSP, 2006). However, obstacles to enhancing civic participation at local levels of governance by DCSNs remain. These are: internal structures, policies and procedures; the activities and strategies of a DCSN; the role of individuals in networks; lack of representation and accountability; challenges of credibility, reputation and capacity; competition, overlapping roles and poor coordination and limited capacity (CDRN, 2005; NDNSP,2006). However, the above studies don't show the key factors that influence CSOs' effort to promote local democracy and civic participation. The literature review is based on these broad categorizations.

2.2.1 Internal Structures, Policies and Procedures

According to Dahal (2002), strengthened democratic processes of an organisation result from numerous factors. These include the organisation's internal operating mechanisms. Internal structures and operations of some civic groups reflect the absence of democratic values and tenets such as participation, consensus, and competition (Ikelegbe, 2001). The internal governance of the DCSN is strengthened by the existence of established governance structures, policies, rules and procedures established with the Organisation's mandate (NDNSP, 2006).

The core governance structures include: the institutional capacity, an Annual General Assembly (AGM) for members, a Board of Directors and the Management Committees (MCs) as key players in the decision making process among others. Evidently, the internal governance structures such as the Board, functional committees and policies are key prerequisites for District Networks to strengthen civic participation (Mohammed & Ruhangataremwa, 2008).

2.2.2 The Activities and Strategies of a DCSN

CSOs can help consolidate democracy in a number of ways. According to Diamond (1999: 239-240), civil society can check, monitor and restrain the exercise of power by the state and make it accountable. Effectively, this can force government to be more accountable, transparent, and responsive to the public, thereby strengthening its legitimacy. It can also reduce political corruption, which is pervasive in emerging democracies (Diamond, 1999). CSOs involved in the protection of civil rights and freedoms and political reform can make the elites and the public more committed to democracy by disseminating democratic principles and values. This study, sought to establish whether CSOs play similar roles in the Ugandan context.

The DCSN has the potential to provide opportunities for wider, regular formal and civic channels for public participation in governance (NDNSP, 2006). In Uganda, evidence of efforts by CSOs

to involve citizens in policy formulation processes such as budget conferences, public expenditure tracking, monitoring service delivery and advocacy for transparency and accountability have led to greater recognition by citizens of the positive contribution that CSOs / networks make in enhancing local governance (Mohammed & Ruhangataremwa, 2008). The influence of civil society has led to greater participation and citizen networks have evolved into strategic alliances influencing various levels of policy making. However, the factors that affect CSOs in performing this role are not clear and this study focused on filling this gap.

2.2.3 The Role of Individuals in Networks

CSOs may engage with governments' policy processes by advocacy, lobbying and influencing both national and international policy-decisions to make more pro-poor policies (EU, 2005; NDNISP, 2006). However, in some cases CSOs may be captured by elite interests thereby affecting their ability to perform the envisaged roles (Bird, 2005). It is not clear whether the elites in LUNGOF have captured the pro poor exercise which this study sought to elucidate.

Quality dialogue with the state depends on citizens having sufficient knowledge and interest about the issues being discussed (NDNISP, 2006). However, the number of individuals with such knowledge on many issues is usually small (UNDP, 2009: 5). Improving the quality of dialogue may limit participation, while expanding participation may diminish quality. Achieving both participation and high quality dialogue can be hard to realise in a short term. This study sought to establish whether sufficient knowledge and interest about the issues affected LUNGOF or not.

2.2.3 Lack of Representation and Accountability

Recently, CSOs have also been challenged in terms of accountability and representation (UNDP, 2001). Some CSOs regard themselves as the representatives of the poor, but it is not clear to

what extent they really represent the interests of those for whom they claim to speak. Therefore, if CSOs are to be seen as legitimate, they will have to show that they have a constituency that gives them a mandate to speak on their behalf (UNDP, 2001). This study sought to establish whether accountability and representation problems affected LUNGOF or not.

A DCSN is an NGO/CSO established to promote civic advocacy, capacity building, fundraising as a way of contributing to society development and improve accountability of government institutions (Mohammed & Ruhangataremwa, 2008). While many Networks derive legitimacy from their members; they have often developed some organisational forms that give them a life of their own outside their membership, and in fact, individual interests of self-aggrandisement often take precedence (Liebler, 2004). Many CSOs/ networks are sometimes criticised for lack of representation or mandate and, in extreme cases, for not being accountable, democratic or transparent to their own members and constituencies. Failures in this regard compromise the ability of CSOs to contribute to internal democracy of the network that would propel them to explore the outside world. This study sought to ascertain whether there is accountability and representation in LUNGOF which the literature is silent on.

2.2.4 Challenges of Credibility, Reputation and Capacity

Some CSOs lack in-depth knowledge and awareness of the workings of government, and the making and consequences of public policy, and thus lack the intellectual capacity to challenge government (Ikelegbe, 2001). Makumbe (1998) notes that groups may articulate ethnic, regional, cultural and sectional interests and as a result civil society degenerates into an arena of intense conflict between civil groups of interests organized along these lines and these weaknesses undermine the capacity and potential of civil society and eventually reduce its effectiveness.

CSOs analysis tends to be based on ideological positions and insufficient understanding of political contexts, policy or budget constraints (Court et al 2006). Thus, CSOs may lack credibility among policy-makers and be excluded from decision-making processes. Many CSOs also need to improve their capacity to understand political processes. This knowledge is a crucial foundation to effective involvement in national and international policy processes and the influencing of national government policies (Court et al., 2006). In Uganda, CSOs are still in their nascent stages of development it is not clear whether there is lack of capacity to articulate issues of development in the local, national and global context or not. This study thus sought to establish whether this is a factor affecting their performance or not.

One of the problems facing civil society networks growth is that leaders and managers lack initiative, analytical capacity and conceptual clarity to take on challenging issues with their leaders. For CSOs to become more effective, De Coninck (2004), argues, they need to develop their autonomy, their self-confidence, their own benchmarks of success as well as strengthen internal cohesion of the sector. This and many other initiatives are desirable in developing an alternative world view of the sector that would portray CSOs in a good image with donors, government and the public in an endeavor to promote democratic governance. This study therefore sought to ascertain whether lack of initiative, analytical capacity and conceptual clarity to take on challenging issues with leaders also affected LUNGOF.

2.2.5 Limited Absorption Capacity and Poor Accountability

CSOs / Networks rarely utilize donor assistance to promote meaningful development and deepen democracy at local levels effectively (NDNSP, 2006). The absence of democracy in some CSOs reflects a strategic decision by its leaders to maximize their ability to make rapid decisions in a changing policy environment. Some NGO leaders behave like business executives, in terms of

salaries and style of life (The Economist, 2000). This has compromised many to the extent that they fear antagonising government in order to keep their jobs on which their families depend on. This study sought to establish if absorption and accountability deficits affected LUNGOF also.

The input of CSO into policymaking is constrained in countries with an adverse political environment (Court *et al.* (2006). But even in countries with a more open political context, CSOs often have a very limited impact on policy. Why? Effective policy engagement can be inhibited by some obstacles internal to CSOs (Court *et al.*, 2006). The major obstacles seem to be lack of human and financial resources and limited access to information (due to lack of transparency and accountability). It is not clear whether these also affect LUNGOF.

2.3 The Contextual Factors that inhibit CSO's Democratic Civic Participation Functions

There are three main functions of civil society namely; advocacy, monitoring and direct service delivery, (World Bank, 2003:3). However, achieving these roles can be affected by contextual factors reflected: in the legal and policy framework, the role of donors on deepening democracy programmes; the fragmented nature of CSOs and the unhealthy competition, overlapping roles and poor coordination. Thus, the literature review below is based on these factors accordingly.

2.3.1 The Policy and Regulatory Framework for CSOs in Uganda

The legal basis for CSO formation and the legal framework in which civil society operates is a critical aspect of state and civil society relations. Through these mechanisms the state can rather dictate the speed of CSO formation and in what sectors, both directly through permissive or harsh standards for formal recognition of organization and the associated direct financial support, tax benefits or other costs. The significance of the legal framework in Uganda is shown

(Cameron, 2008; DENIVA, 2006). Looking at the four indicators of; registration requirements, allowable advocacy activities; favourable tax laws to CSOs and tax benefits, the legal framework may not be restrictive to all CSOs. For example, it was noted that: “[a]lmost all the [surveyed] organisations that are registered had no major complaint about the NGO Statute (...) probably because the state has not enforced the draconian law” (Barya, 1998: 22-23).

However, with regard to registration, the CSO registration process seemed ‘not very supportive’ in view of five features: simplicity; rapidity; cheapness; compliance with legal provisions, and consistent application (DENIVA, 2006). The registration and oversight of NGOs provides, among others, for a Registration Board, within the Ministry of Internal Affairs. Application for registration as NGO follows a lengthy vetting processes. Some districts also require registration. Registration certificates are only issued for a specified period of time and renewal is sought from the Board offices in Kampala. This process indeed imposes “stringent legal restrictions”.

The Local Government Act (1997) provides freedom for NGOs to operate, but does not specify how NGO activities can, or should, be aligned with those of other development agents (Allavida 2003: 34) The Act also makes the executive committee of the district local council responsible for “monitoring and coordinating” the activities of NGOs. CBOs increasingly seek “registration” with district authorities. Overall, the registration process is not very supportive for CSOs.

The NGO Law has been perceived to be repressive and attempts to undermine the potential of civil society to contribute to the policy processes (Nyachonga, 2004; NGO Forum & DENIVA, 2006). The legislation among others subjects NGOs to restrictive periodical permit renewal system which may curtail NGOs/CSOs freedom. The NGO law limits the operations and freedoms of NGOs/DCSNs to effectively execute their roles.

With regard to allowable advocacy activities, there are instances of intimidation of CSOs, especially when advocacy work touches governance issues. The provisions of the new NGO law can be invoked. For instance, it provides for non-registration of any NGO “whose objectives are in contravention of any Government law”. In some cases the government discourages or reacts harshly towards NGOs on political issues, such as fighting corruption and civic education (Makara, 2000:4; Dicklich, 1998: 105). Largely, there are operational restrictions for CSOs.

In view of the tax laws favourable to CSOs, currently, while NGOs are not liable to corporation tax, they are expected to pay taxes on salaries and on goods and services (VAT). Although, in practice, not all NGOs fulfill obligations as employers to pay taxes, this is due to limited enforcement capacity of the tax authority (Barr, 2003:30). If followed this can be an obstacle.

Considering tax benefits for philanthropy, individual or company donors can benefit from some income tax relief under the 1998 Income Tax Act. The relief cannot exceed 5% of a person’s chargeable income and has to be made to an exempt organization, “any company, institution or irrevocable trust including a religious, charitable or educational institution of a public character”. But, this provision may not be well-known to the general public (CDRN, 2004:28). It is not clear how all this affects the performance of CSOs and consequently this study sought to establish whether the legal and policy framework is supportive or restrictive of LUNGOF activities.

2.3.2 The Role of Donors on Deepening Democracy Programmes

Civil society in Africa lacks autonomous and self-sustaining capacities and depends on foreign donors and sometimes on the state itself, resulting in foreign donors determining the agenda of interest which in some cases may run against those of the civil groups (Diamond, 1997). Funding for civil society has concentrated on NGOs (EU, 2005) and NGOs are less independent from governments. This implies that their accountability to local people and their communities is weak

(NDNSP, 2006). Support to CSOs has been highly concentrated to international or national NGOs (Stewart, 1997:26), at the expense of other civil society actors with broader membership. For example, trade unions and other mass organizations which could guarantee more participation than NGOs with limited membership are ignored (Bliss, 2003:198).

The performance of NGOs in democratization to check or correct government excesses has been questioned, because some NGOs are personally or institutionally tied to the government (Stewart, 1997). Political scientists have argued that international NGOs are not as independent from donor governments as they claim. Donors have—at least partly—outsourced the implementation of their development cooperation; official and NGO aid remain closely intertwined (Debiel & Sticht, 2005:12). The independence of NGOs is thus doubted.

Still, the operational challenges to CSOs result from the donor dependence syndrome Barya (1998: 24-25). For instance CSOs like; the Association of Women's Lawyers (FIDA (U)) 80%; the Uganda Small-Scale Industries Association (USSIA) 80%; Foundation for human Rights initiative (FHRI) 98% and Uganda Law Society (ULS) 80% *are* heavily dependent on foreign funding. The effect of this is for donors to determine the priorities of such CSOs and limit their operations even when necessary meaning their conditions are not supportive of CSOs' roles.

In addition, the direction of accountability is reversed within the civic organization, with leaders now reporting to donors rather than to members or clients. Moreover, reliance on funds from abroad can be a political liability, reducing the credibility of claims by associations to be authentic advocates for domestic constituencies and enabling host governments to dismiss them as agents of foreign interests (Bratton, 1994). This eventually spoils the relationship between government and civil society such that any suggestions from civil society to government on how to institute or improve existing democratic structures are not taken seriously by government,

citing the involvement of foreign players within the CSOs. This is usually the reason why many African governments accuse CSOs in their countries as being conduits through which foreign funding is channeled through to destabilize their countries.

The legitimacy of NGOs is also questioned, largely due to the prevailing division of tasks (Neubert, 2001). Funds are channeled from the donor governments to northern NGOs that subcontract implementation to southern NGOs (Neubert, 2001:61). In this case, the southern NGOs are accountable to northern counter-parts only instead of the local constituencies. Thus, many NGOs are regarded as consultants or small businesses with purely economic interests (Bliss, 2003:198; Langnau, 2003: 234; Schmidt, 2000:306). The southern NGOs while non-profit organizations, act like commercial consulting firms (Neubert, 2001: 63), financed by external mandates. This commercialization of civil society and especially advocacy or public policy work discourages other more legitimate local actors that are not receiving funds (Pouligny, 2005: 499) from participating. Civic engagement is susceptible to dominance by the 'commercial' NGOs, which will weaken the development of a vibrant civil society in the long run.

CSOs can promote local democracy through civic participation and other initiatives (Gaventa, 2006). However, in their endeavour to execute their mandate, CSOs are constrained by lack of own resources to sustain their activism and engagements (EU, 2005). CSOs operate with meagre resources and are externally influenced by the donor policies. This affects CSOs because it curtails their capacity to provide long term support and sustained engagement with local government, the community and other stakeholders to influence development processes. However, from the literature, it is not clear whether all the challenges exist to affect the performance of CSOs in Uganda and consequently this study sought to establish whether lack of own resources and donor conditionalities indeed affect the activities of LUNGOF.

2.3.3 The Fragmented Nature of CSOs

The role of Africa's civil society on democratization is very limited (Pinkney, 2003). This is because CSOs have been fragmented and the links between various CSOs such as social self-help groups and urban intellectuals to the formal political systems are fairly weak (Pinkney, 2003:104-5). The process of civic engagement needs better management, resources, commitment and time (Neubert, 2001:61). Locally, because of competition for scarce resources, the opportunity costs in terms of corruption, lack of commitment, poverty, individual survival and bureaucratic capacities diverts opportunities for effective participatory processes. Thus, achieving both participation and quality dialogue between the state and citizens is compromised and may involve trade - offs.

However, from the literature, it is not clear whether all the CSOs in Uganda are fragmented or not and also whether if they are fragmented, this affects their performance with regard to deepening democracy. Consequently, this study sought to establish whether CSOs such as LUNGOF are indeed fragmented to affect its activities.

2.3.4 Unhealthy Competition, Overlapping Roles and Poor Coordination

CSOs face difficulties working with local governments which have weak capacity (World Bank, 2006). Accordingly, CSOs set up parallel service delivery systems which undermine long-term sustainability of local governments. This plethora of CSOs institutions with overlapping roles complicates collaboration and can lead to duplication of efforts or high transaction costs. Finally, when CSOs become service providers and are partially dependent on government or donor agency, they lose their independent watchdog role (World Bank, 2006). This in most cases has resulted into failure to deliver on the roles for which they are established. However,

there is no evidence of this in LUNGOF. Thus, this study sought to establish whether unhealthy competition, overlapping roles and poor coordination in reality affect LUNGOF's operations.

2.4 The Outcomes of Enhanced Democratic Civic Participation

In this sub-section the literature on outcomes of civic participation was considered under eight sub-titles specifically: civic participation; active citizenship; citizen empowerment; electoral participation; voter education, voice and Demand; civic engagement; and political participation.

2.4.1 Civic Participation

Civic participation is conceptualised as the way in which citizens exercise voice through new forms of inclusion, consultation, and / or mobilization designed to inform and to influence large institutions and policies of governance (Gaventa,2006). Civil society provides the only viable opening for restructuring power and formulating a democratic social contract through effective civic participation. Increasing citizen participation in the policy formulation process is a key role for civil society. Gaventa and Valderrama, (1999) contend that participation takes place within the boundaries and limits of institutional frameworks and structures.

Evidence shows that CSOs are linked to democratic, transparent, and accountable governance of most Sub-Saharan nations, by active involvement in the struggles for democratization in South Africa, Congo, Niger, Guinea, Mauritania, and Nigeria, and multiparty democracy in Gabon, Cameroun, Kenya, Malawi, and Zambia (Makumbe, 1998). Grindle (1996), in a study of eight Latin American and African countries, found out that strengthened civil society enhanced public debates, media criticisms, political mobilization, public agitation, and contestation for increased participation over policy and governance, leading to the opening up of space for negotiation, redefinition and re-constitution of state-society and state-economy links.

The activities of active civil society in the democratization and anti-statist projects are enumerated by Diamond (1997), to include “challenging abuses, strengthening the rule of law, monitoring human rights, educating citizens about rights and responsibilities, building a culture of civic engagement, enhancing state responsiveness to societal interests and needs, and building a constituency for economic as well as political reforms”. Current development policies in Uganda provide for closer collaboration between government, private sector and civil society organisations in the field of governance (The National Development Plan, 2010-11/2012-15).

Most debates on CSO’s involvement in the democratization process articulate that CSOs have incredible implications for shaping and pluralizing power relations (Keane, 1988), widening the avenues of public representation of interests, individual and group influence and participation (Harbeson, 1992), creating a new political culture of citizenship that stresses rights, obligations, protest and contestation (Grindle, 1996), and prompting political liberalization (Keane, 1998).

The decentralisation policy was meant to deepen democracy by enabling citizens to take decisions, which affect their lives and the communities in which they live. The policy provided popular participation of all citizens including vulnerable and marginalised groups in democratic governance. This offered an expanded role for CSOs which are the representatives of grass-root communities (CDRN, 2007; Weyers, 1998). However, while improvement in CSOs’ and local communities’ involvement in Local Government planning processes such as participation in the budget conferences has been noted, no evidence has been established in the literature reflecting the outcomes of enhanced democratic civic participation. The study this sought to establish whether LUNGOF’s activities have indeed enhanced civic participation of the beneficiaries.

2.4.2 Active Citizenship

Citizenship literally refers to the vertical relationship or social contract between state and citizen, implying the rights and responsibilities that a citizen can legitimately claim from the state and which the state can legitimately expect of its citizens (Narayan, 1995). Active citizenship can contribute to good governance and therefore democracy (*Ibid*, 1995). Direct citizens' participation in governance promotes a healthy democracy because it enhances active citizenship and governments' responsiveness in ways more effective than the traditional forms of representative democracy, (Narayan, 1995, Goetz & Gaventa, 2001).

Civic participation in deepening democracy can be seen as a right and a principle rather than a favour bestowed by government (Goetz & Gaventa, 2001). This right is more empowering and enables citizens to claim their rights and entitlements. A rights approach creates a dynamic way where citizens can engage their leaders at the local government level for the benefit of the larger population that is often excluded from the formal development processes. The study sought to learn whether LUNGOF's activities have indeed generated active citizenship by the beneficiaries. Civil society plays the crucial role of legitimating state power through norm setting of operative rules of politics, and the reconstruction of public responsibility (Bratton, 1992; Azarya, 1992; Patterson, 1998). Hence, it has been argued rightly that 'the legitimacy of a political leaders' claim to exercise state power thus derives from civil society' (Chazan, 1994).

2.4.3 Citizens Empowerment

A society can be considered democratic if its citizens feel empowered with information, knowledge and ability to change things (NDNSP, 2006). In such a situation, governments work for citizens rather than against them. This is because citizens and governments are able to create spaces for working together. Citizen participation allows them to negotiate with government and

not simply accept the terms of development. However, this is not possible without the critical input of CSOs as champions of change. The study sought to establish whether LUNGOF's activities have indeed generated citizens' empowerment by the beneficiaries as an outcome that the DCSN has achieved to result in participatory development at the local government levels.

2.4.4 Electoral Participation

Participation in political activity or elections is a core component of citizenship in a democracy (Court et al., 2006). The most basic democratic right and responsibility is voting in elections. Without a voting citizenry there is no democracy. There are of course many other forms of political participation but voting is the easiest, most visible, and the most routinely counted. Many CSOs also need to improve their capacity to understand political processes. This awareness is the basis to effective involvement in national and international policy processes (Court et al., 2006). Franklin's (2004) argues that patterns of voter turnout are generational and change relative to the competitiveness of the election. However, there are signs of alienation and cynicism among young people about public life and electoral participation (Kerr, 2003). This has led to their possible disconnection and disengagement with electoral participation. For instance, in the USA one quarter of youth thought their vote didn't make any difference and the same proportion said that they didn't have enough information about candidates' (Horrwit, 1999).

The most influential set of ideas are those relating to social capital as espoused by Robert Putnam in *Bowling Alone* (2000). Putnam argues that the decline in levels of social capital explains the decline in electoral participation internationally. Briefly, when social capital is high, then people feel part of society and are interested in what happens to others so politics matters to them. Social capital depends upon people interacting, doing things in a variety of groups, getting to know a wide range of people, experiencing being involved with others. The interaction need

not be political engagement. Joining groups of any kind, like sports clubs, music groups, church, unions, social groups are all vital as they bring people together and everyone has experience, and perhaps some understanding of the lives of others and how political issues affect them. The study sought to establish whether LUNGOF's activities have increased electoral participation.

2.4.5 Voter Education

CSOs can be helpful in pre-election voter awareness campaigns (PRIA, 2009). These campaigns aim at making people aware of: the value of their participation in the electoral processes either as voters or candidates; the modes of participation; the procedure to become eligible for voting and to actually cast their vote; the ways to assess the poll-worthiness of a candidate. The goal of a pre-election voter awareness campaign is to create an environment for free and fair elections, and to encourage in particular, the participation of marginalized groups such as women, the minorities, special ethnic communities and the poor. The study sought to establish whether LUNGOF's activities involved voter education as an outcome of civic democratic participation.

2.4.6 Voice and Demand

Goetz and Gaventa (2001) have defined voice as a variety of mechanisms (formal and informal) through which people express their preferences, opinions and views. It can include complaint, organised protest, boycott of elections, petitioning decision makers, to lobbying and participation in decision making, product delivery or policy implementation. CSO are agents for protecting and promoting the values and interests of various groups in the areas they serve (NDNSP, 2006).

CSOs provide a platform and space for constant policy advocacy to influence local development and service delivery to citizens. In Uganda, this has been done through participatory poverty assessment processes and formulation of poverty reduction strategies (NDNSP, 2006). DCSN's advocacy has been vibrant on issues of participatory budgeting, public expenditure tracking and

budget watchdogs. Such initiatives and others reinforce public institutions' systems of accountability such as accounting and auditing and political checks and balances. This encourages citizens to dialogue constructively with state officials; be more open and responsive, thus shaping democratic governance at local levels (NDNSP, 2006).

Conversely, Sharma (2008) warns of the need to be aware of the possibility of elite capture at national and sub-national levels, within civil society and other groups claiming to represent voice and interests of the people. There are important concerns with the uncritical acceptance of concepts of voice, accountability and civic engagement without considering imbalances of power, inequality and prejudice. This can lead to the marginalisation of the voice of some (vulnerable groups such as the poor) and the dominance of the voice (and interests) of more powerful people or the most dominant groups. The UPPAP II report, (2002) contends that people at local level lack awareness on their rights and opportunities in relation to public resources, limited opportunities and service delivery use. This raises concerns on issues of legitimacy and accountability on the part of CSO/NGOs. The study sought to establish whether LUNGOF's activities enhanced voice and demand as a direct outcome of civic democratic participation.

2.4.7 Civic Engagement

Civic engagement is a process where citizens or their representatives are able to engage and influence public processes, in order to achieve civic objectives and contribute to decision making processes (Malik, & Wagle, 2002). Civic engagement outlines multiple ways that the citizen or group of citizens can engage with the state in a collective effort and voice as CSOs. Civic engagement is a process, not an event and so is broader than the notion of participation, (The UNDP Human Development Report, 1993). Civic engagement is a tool for deepening democratic governance through channels of voice and interface with the state. It is one of the key elements

of citizens' participation and another approach to participatory development. This process embodies the idea that citizens can: help themselves; articulate own development needs; determine their destiny; be active participants development and that development works better for them if done "bottom-up" rather than "top-down" (Nierras, etal, 2002).

There is evidence that DCSNs in Uganda have involved local government in their own activities, by participating in government programmes, demonstrating impact to the needs of its people that local governments would achieve the pro-poor objectives. Initiatives aimed at strengthening voice are intended to move citizen engagement with the state beyond consultative processes to more direct forms of influence over policy and spending decisions. However, there is no evidence that LUNGOF's activities have enhanced civic engagement, thus this study.

2.4.8 Political Participation

CSOs play a role in supporting democracy by stimulating political participation (Diamond, 1999; Katusiimeh, 2004). In emerging democracies, voluntary political participation is low as political indifference and apathy may slow down participation levels (*Ibid*, 1999). Thus, CSOs can supplement the role of political parties in encouraging people to get involved in politics, mainly as voters in elections. Political participation enhances the legitimacy and the institutionalization of democratic government, as vital for deepening democracy (Diamond, 1999: 242).

Civil society's role in empowering the people is well recognized. CSOs in many democracies perform the function of representing the interests and asserting the rights and power of the people. In several new democracies, many interest groups are loosely organized and unable to articulate their interests. Civil-society organizations can come in and help interest groups and people to fight more effectively for their interests, thereby empowering them (*Ibid*.1999, p. 244).

Civil-society organizations also can train future political leaders. Those who are involved in the activities of such groups learn how to organize and motivate people, publicize programs, reconcile conflicts and build alliances. This teaches people to deal efficiently with political challenges and can mold competent political leaders (*Ibid.*1999, p. 245).

A strong and reliable civil society can represent the interests of the people and the community and serve as a check on the use of power by the state (Katusiimeh, 2004). CSOs cannot play their role effectively without the participation of most citizens. Civic engagement is the most common activity of promoting a democratic political culture. Importantly, many CSOs in their methods of work make efforts to promote participatory processes through civic education programmes. Many innovative civic educational methodologies are utilised in these activities, including public education through the mass media, approaches involving citizen participation in community development initiatives and promotion of linkages between CSOs and government institutions.

The choice of a policy – and possible mitigation measures - is a highly political affair and arguably, robust evidence has less effect than the institutions, structures and processes that govern political life in a country (Court et al., 2006). CSOs are often part of this political life, directly engaging through political parties, politically motivated campaigns or social movements, or indirectly shaping the intellectual debate, advising political actors, or forming partnerships with the media and the private sector. However, a focus on delivery of services or research often means that CSOs have a limited understanding of their political environment (Court et al., 2006). However, there is no evidence that DCSNs' activities have enhanced political participation. Thus, this study sought to establish specifically whether LUNGOF's activities enhanced political participation as an outcome of civic democratic participation.

In conclusion, the literature demonstrated the existing knowledge, identified the knowledge gaps about the factors that affect CSOs and significant outcomes critical to the deepening democracy agenda. These gaps formed the basis upon which data was collected and the report written. The findings of the study were also based on the identified gaps.

Chapter Three: Methodology

3.0 Introduction

This chapter presents the methodology that was used to undertake the study. Methodology is presented under the following sub-themes: research design; area of study; study population, sample size and selection; data collection techniques; data reliability and validity; data presentation and processing, data analysis and data interpretation.

3.1 Research Design

The study adopted a case study design that is cross sectional and exploratory in nature. This method is appropriate for the study because the researcher only collected data from the sampled population that relates to a particular period of 10 years spanning from 2001 to 2011. The study employed both qualitative and quantitative approaches to data collection, presentation, analysis and management. A case study design also gave the study a holistic, descriptive and in-depth analysis of the factors that affect CSOs in the process of deepening democracy.

3.2 The Area of Study

This study was conducted at the Luweero NGO Forum (LUNGOF) in Luweero district. Luweero District is located in central Uganda with a population 474,000 according to the last Population Census, of 2002. Luweero District is sub-divided into; two counties, four town councils and ten Sub-counties. LUNGOF was purposively selected because of its current record as one of the vibrant District Civil Society Network's (DCSN) championing the CS mandate of deepening democracy at local levels. The DCSN's perceived credibility and performance presented an opportunity to the researcher to assess the factors (propelling or inhibiting) affecting its operations in pursuit of empowering local communities and deepening local democracy.

3.3 Study Population Sample Size and Selection

This study was conducted in two randomly selected parishes of Wobulenzi Town Council which falls under LUNGOF jurisdiction. LUNGOF consists of 86 Member Organisations (MOs). LUNGOF's outreach activities in MOs are distributed in all the district's administrative units. The study area, population and sample size were conveniently selected in view of time, and resource constraints. The researcher then purposively selected other stakeholders who are knowledgeable on the subject as key informants. Their categories were distributed in Table 1 below.

Table 1: Respondents Distribution by Category and Sampling Technique

No.	Respondent Category	Sex of the Respondent		Total	Sampling Technique
		Females	Males		
1.	District Top Officials (CAO, LCV, RDC & CDO)	1	3	4	Purposive Sampling
2.	Town Council Officials (Mayor, LC3 Chairperson and 6 Councillors)	4	4	8	Purposive Sampling
3.	Members of LUNGOF	5	5	10	Purposive Sampling
4.	Community Members of Lowest Levels of Governance (Villages).	60	60	120	Cluster Sampling
	Totals	71	72	142	

Category one includes district top officials namely; CAO, LCV, RDC and the CDO, category two includes town council officials namely; the mayor, the LC3 chairperson and six local councillors; and category three consists of the members of LUNGOF. The above respondents were selected using purposive sampling. This is because the respondents in these categories were deemed knowledgeable on the subject under investigation (deepening democracy). The fourth category involved community members from the lowest governance levels (villages). The respondents from this category were selected using random cluster sampling which partitioned

the population into sub-groups in view of the diverse elements of each cluster. In addition, randomisation in this process gave all the elements equal chance to be involved into the study.

3.4 Data Collection Techniques and Instruments

The data was collected using both qualitative and quantitative research methods. The study used the questionnaire, interview guide and documentary review guide as the main data collection tools. Questionnaires were used to collect quantitative data factors affecting CSOs in deepening democracy while interviews and Focus Group Discussions generated the qualitative data on the same subject. These instruments were adopted in view of the nature of the required data to be collected, the available time and the study objectives. These instruments jointly enabled the collection of primary data on the factors that affect the CSOs in deepening democracy.

Questionnaires and interviews were administered on district officials namely; CAO, LCV, RDC and the CDO and the town council officials namely; the mayor, the LC3 chairperson and six local councillors on the factors that affect the CSOs in deepening democracy. This is because these respondents were literate and could respond to the issues in the instruments independently while at the community (village) level, the respondents were put into FGDs because most of them were illiterate and needed to be moderated to get the appropriate responses what they perceived to be the factors that affect the CSOs in deepening democracy.

Furthermore, the interviews contained both open and close ended which allowed the respondents to answer the questions freely without any limitations. It also enabled deeper interaction and reflection by the respondents on their knowledge and involvement in the deepening democracy agenda by the CSOs. Similarly, the Questionnaires were administered to respondents in the first three categories with the aim of finding out the factors that affect CSOs in involving them in

civic activities related to deepening democracy and also to suggest recommendations for policy makers to consider in improving the deepening of local democracy in the study area.

Focus group discussions were administered to respondents from the villages or lowest local governments. Specifically, the respondents were asked to describe their experiences of their participation in deepening of local democracy in their area in groups of between 8 - 12 respondents. The FGDs enabled the researcher to get data from the respondents in their own perspectives and words. They supplemented on each other's responses to clarify their ideas, which is not possible with interviews and questionnaires. The FGDs were useful in cross validating the data generated by questionnaires especially on the extent of participation and the factors that hinder CSOs in deepening of local democracy.

Conversely, secondary data on factors that affect the CSOs in deepening democracy was collected using the documentary guide. This was based on the key study variables to generate what the other scholars have established to support the study findings. The observation technique also helped the researcher to observe scenarios in which democratic practices manifest or do not to supplement the findings by other respondents.

3.5 Data Validity and Reliability

To establish content validity; that is the degree to which the research instruments actually measures the traits for which they were designed, the researcher measured the Content Validity Index (CVI) whose formula is: The number of questions declared valid divided (\div) by the total number of items or questions in the instrument (Amin, 2005: 228). The instruments are valid if this measure generates an index equal to (\Rightarrow) 0.7 or greater than (\geq) 0.7. In this study, the index generated was 0.9 implying that the tools used generated valid data.

To establish rigour and reliability (Padgett, 1998), the research instruments were pre-tested to ensure that they are consistent, stable and dependable. Second, the researcher employed auditing during initial data analysis. After this initial analysis, the researcher employed: triangulation, peer reviewing, and member checking to ensure reliability (Bowen, 2005; Padgett, 1998). In peer reviewing, a colleague with expertise in qualitative methods examined the FGD transcripts, which identified concepts, categories, and themes of the findings. Member checks were conducted by telephoning five of the FGD participants and checking with them the accuracy of the findings and observations. Finally, data - source triangulation, was used where data from the FGD transcripts was supplemented with observations of the discussions and with the interview findings from other respondents. This process allowed for participant validation of the findings.

3.6 Data Presentation and Processing

The collected data was presented on the basis of the themes of the study. It also presented the background information on the respondents. This was necessary, to ascertain the ability of the respondents to generate adequate and credible information relevant to the study. The second part of data presentation focused on the study findings from the field in line with the independent, intervening and dependent variables accordingly. The third part involved data processing where the data was edited and cross-validated to ensure accuracy, legibility and completeness.

3.7 Data Analysis and Interpretation

The research data was analysed, discussed and interpreted under the themes derived from the research questions, objectives and study variables in the contextual framework. For in-depth qualitative analysis of the finding, content analysis based on themes and sub-themes of the study was employed. These were supplemented by the verbatim quotations of the respondents' opinions that have been translated and presented in English. For quantitative data, excel was

used to generate frequencies were used to calculate percentages that were later interpreted using tables to assess the factors affecting the role of CSOs in strengthening local democracy. Some descriptive statistics were also used by the researcher to make inferences from the study findings.

3.8 Ethical Considerations

The researcher was conscious of some anticipated ethical issues and therefore guaranteed confidentiality, informed consent and anonymity. The researcher ensured that people's consent (respondents and key informants) was politely sought. Importantly, prior precautions were made to adequately inform all participants on important aspects of the study about which they were requested to participate. Confidentiality was upheld in regard to the information that people are in control of, who had information about them or who may intrude in their lives. The researcher took responsibility over issues of human dignity and well-meaning of her intentions.

3.9 Limitations of the study

Conducting research in areas, where most people are averagely poor posed a big challenge. Mobilising and getting people to respond to the semi-structured interviews and FGDs raised a lot of expectations from these respondents in anticipation of some money for facilitation. This was a challenge to the researcher in view of limited resources. However, the researcher was able to explain the benefits of this research to their community and that it was purely for academic purposes. This explanation was understood and approved by respondents thus giving data.

There was a limitation of getting data from literate respondents and LUNGOF staff who argued that the required data was sensitive thus a feeling to with-hold some information from the researcher. Therefore, this made data collection hard. The researcher spent more time explaining to officials the purpose of research with the introduction letter from the university; and was able to convince the respondents who finally agreed to give data.

Chapter Four: Study Findings, Discussion and Analysis

4.0 Introduction

This chapter presents the study findings, discussion and analysis in relation to the research objectives. These are presented under the following sub headings: background information on respondents; operational factors affecting the DCSN; the contextual factors affecting the DCSN; the outcomes of the DCSN's contribution and; recommendations to policy makers for enhancing the DCSN's role in deepening local democracy.

4.1 Background Information on Respondents

Four categories of respondents participated in the study: (i) District top officials, (ii) Town Council officials, (iii) Staff and Members of LUNGOF and (iv) Community members at the lowest levels of governance (villages). The study targeted 142 respondents and of these 122 respondents participated implying a response rate 86% which is representative enough for the credibility of the research findings. The respondents' sex and role category are summarised below:

Table 2: Respondents by Sex and Role Category

No	Respondent Role Category	Females	%	Males	%	Total	Percentage (%)
1.	District Top Officials (CAO, LCV, RDC & CDO)	1	25	3	75	4	100
2.	Town Council Officials (Mayor, LC3 Chairperson and 6 Councillors)	3	38	5	63	8	100
3.	Staff & Members of LUNGOF	6	60	4	40	10	100
4.	Community Members of Lowest Levels of Governance (Villages).	40	40	60	60	100	100
	Total	50	41	72	59	122	100

Source: *Researcher's Analysis*

From the above table, it is observed that few females participated in the study. A number of reasons can be given for that: At the district level, very few women occupy top positions of

leadership both at the District and Town Council level with the exception of LUNGOF governance structures where women constitute more than 60% of representation. It was also due to few women in the district who had attained higher level of education so as to qualify to occupy those positions. At community level, full participation of women was limited by other factors (in particular the triple roles of women: community work, reproductive and productive roles) that tend to take away women’s time and therefore prevent them to participate effectively.

This can be graphically presented as in Figure 2 below:

Figure 2: Respondents by Sex and Role Category

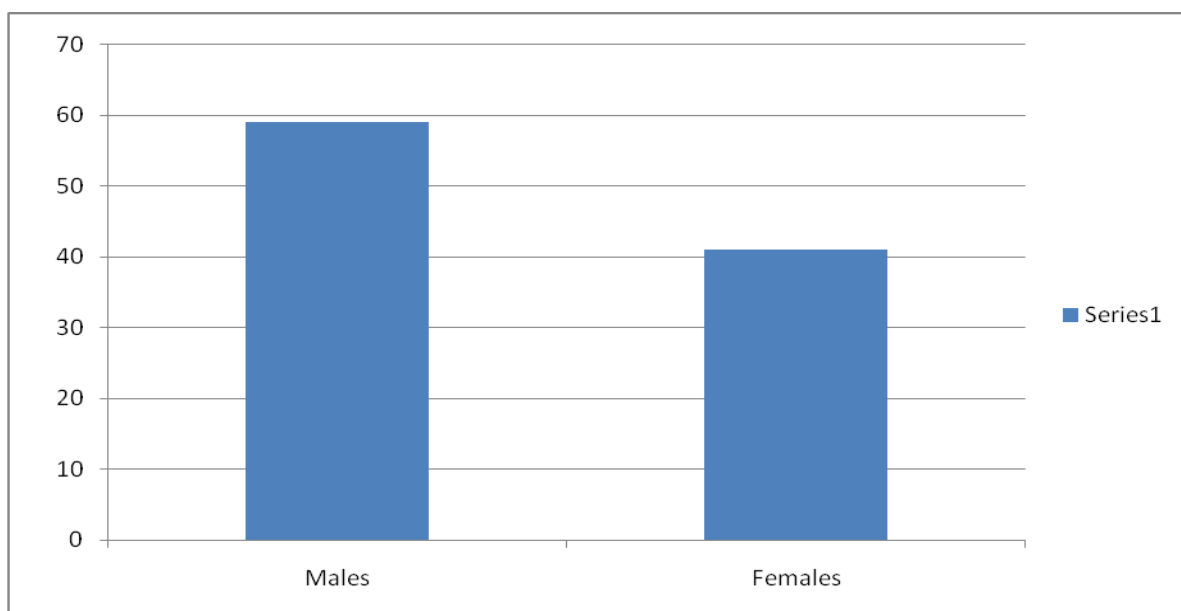


Table 3: Respondents by Sex and Age Brackets

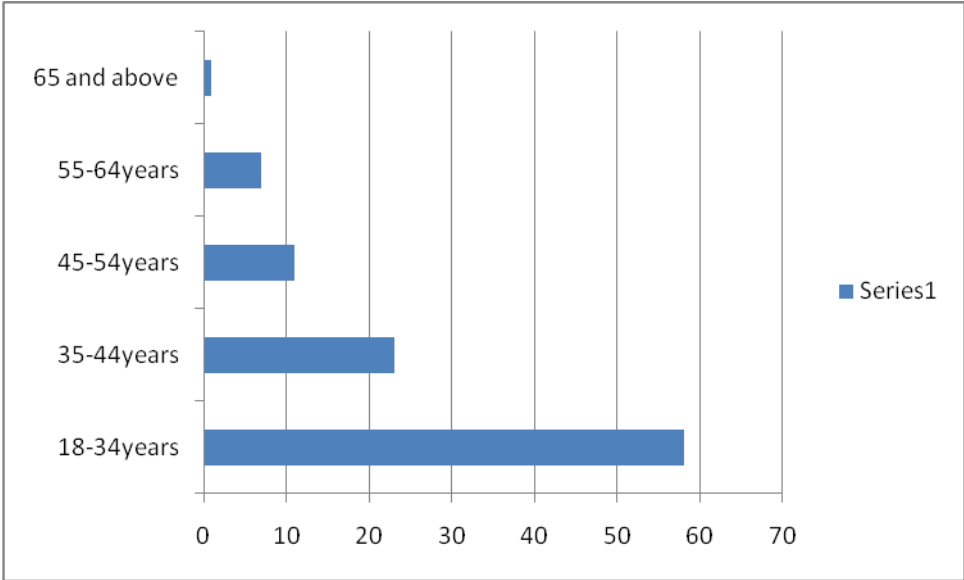
Age Bracket	Females	%	Males	%	Total	Percent (%)
18-34years	30	25	41	34	71	58
35-44years	10	8	18	15	28	23
45-54years	06	5	07	6	13	11
55-64years	04	3	04	3	08	7
65 and above	00	0.0	02	2	02	1
Total	50	41	72	59	122	100

Source: *Researcher’s Analysis*

From the above table, most respondents were between 18-34 years of age. This category constituted 58% of the total respondents. Overall, the interest in the NGO civic work was expressed to be higher among the youth and middle age groups between 20 and 54 and less among the elderly. The reasons for this included: the high prevalence of graduate youth and middle age group people from tertiary institutions. Majority of these have a keen interest to participate in the NGO/CSOs work on a voluntary basis in hope of future employment. The elderly, that is those above 55 years of age were said to be constrained by mobility than younger people. It was also mentioned that most people in this upper age category tend to spend most of their time on their retirement investment such as agriculture, business and other gainful work.

These can graphically be presented as follows:

Figure 3: Respondents by Sex and Age Brackets



In this study, two sessions were held. First was a Focus Group Discussion on selected topics, ranging from the assessment of LUNGOF operations; contextual factors; the outcomes of the DCSN’s contribution to recommendations. The researcher ensured that the views, comments and remarks made by all respondents during the discussions remained anonymous so that participants

expressed their views in a relaxed manner without fear of any stakeholders’ reprisals. Second was a short survey assessment conducted using score card grids. To ensure respondents familiarity with the assessments, informal discussions were held first. The process prepared respondents to understand the score card grid so as to respond to each category of assessment carefully and to provide accurate responses as possible. This is provided in Annex 1. Explanations of this chapter follow the structure of the assessment score card grids backed with responses from the informal interactions and FGDs.

4.2 Operational Factors that affect the DCSN

This section consists of two types of assessments namely: Assessment Grid of LUNGOF organisational capacity and operations and grid for task execution, mobilisation, engagement and collaborations. The findings were given below:

Table 4: Assessment Grid of LUNGOF Organisational Capacity and Operations

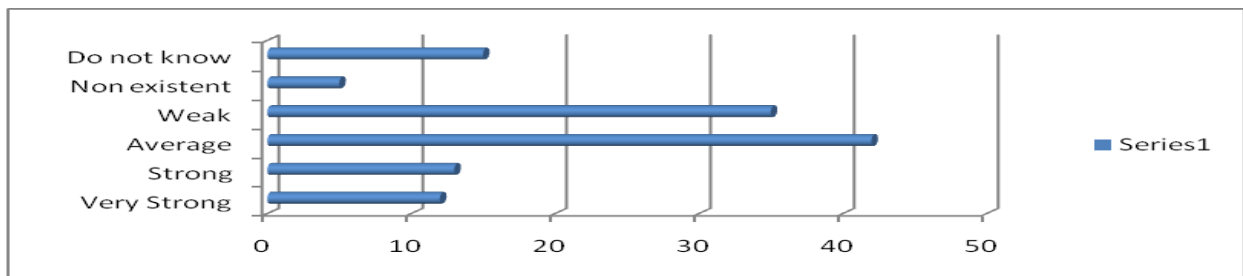
Assessment Indicators	Frequencies						Total
	Very Strong	Strong	Average	Weak	Non existent	Do not know	
Internal credibility	12	13	42	35	5	15	122
Functional Secretariat	24	28	32	21	0	17	122
Compliance with Legal and Policy requirements	13	23	45	10	7	24	122
Strategies for activity implementation	16	31	32	12	5	26	122
Financial Accountability Procedures	22	25	49	10	3	13	122

4.2.1 Internal Credibility of LUNGOF

From Table 4 above, respondents rated internal credibility of LUNGOF as: 10% very strong; 11% strong; 34% average; 29% weak; 4% non-existent and; 12% do not know. The internal credibility was measured in terms of adherence to principles of good governance; existence of a Board of directors, a constitution and fair representation on the board. Generally, 82 respondents (69%) overwhelmingly felt that the internal credibility of LUNGOF is below average.

This can be graphically presented as follows:

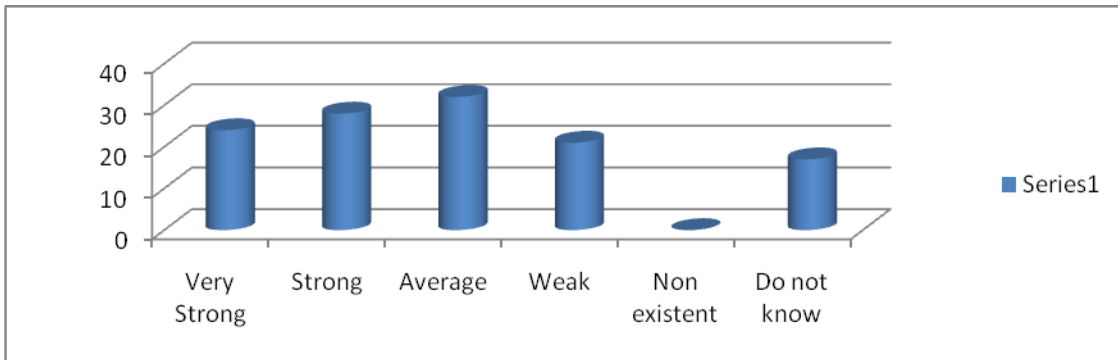
Figure 4: Internal Credibility of LUNGOF



4.2.2 Existence of a Functional Secretariat

With regard to existence of a functional secretariat, the following responses were given: 20% very strong; 23% strong; 22% average; 17% weak; and 14% do not know. 52 respondents (43%) appreciated that LUNGOF has a well established functional secretariat with staff to coordinate and execute its mandate including programming civic engagement activities; it has communication mechanisms with members and the outside world and keeps records of its work. However, 39 respondents (22%) rated LUNGOF secretariat average and (17%) rated it as weak citing gaps in LUNGOF secretariat of understaffing, limited managerial and analytical capacity to oversee organisational programming activities for the DCSNs and to effectively promote and participate in civic activities. This can be graphically presented as follows:

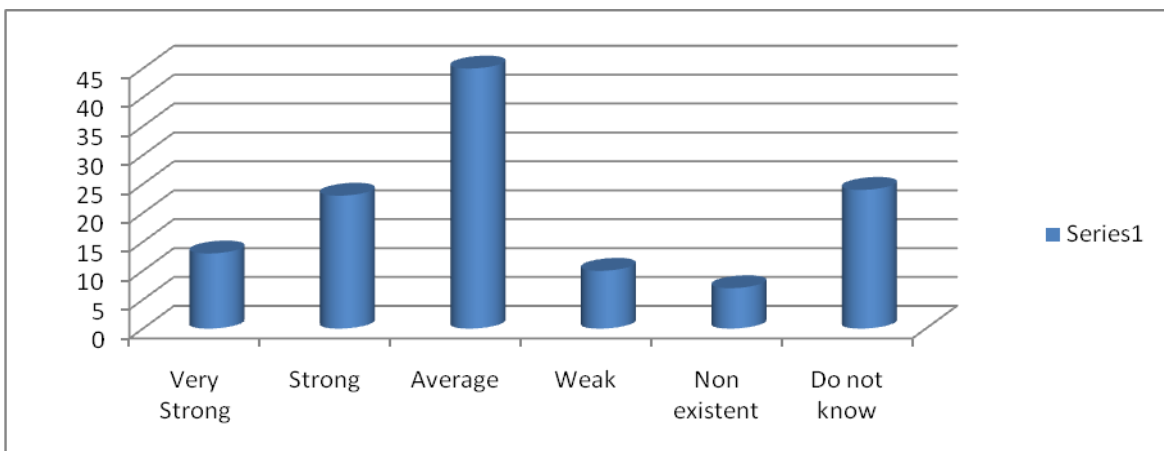
Figure 5: Existence of a Functional Secretariat



4.2.3 LUNGOF's Compliance with the NGO/CSOs Legal and Policy Requirements

With regard to LUNGOF's compliance with the NGO/CSOs legal and policy requirements, the responses were: 11% very strong; 19% strong; 37% average; 8% weak; 6% nonexistent and; 19% do not know. The study found that LUNGOF has a well defined constitution, existence of basic policies (finance and human resource guidelines) and a clear definition of core values that the organisation exhibits. The responses showed that LUNGOF has fairly complied with the NGO/ SCOs legal and policy requirements. This has been presented graphically in Figure 6 below:

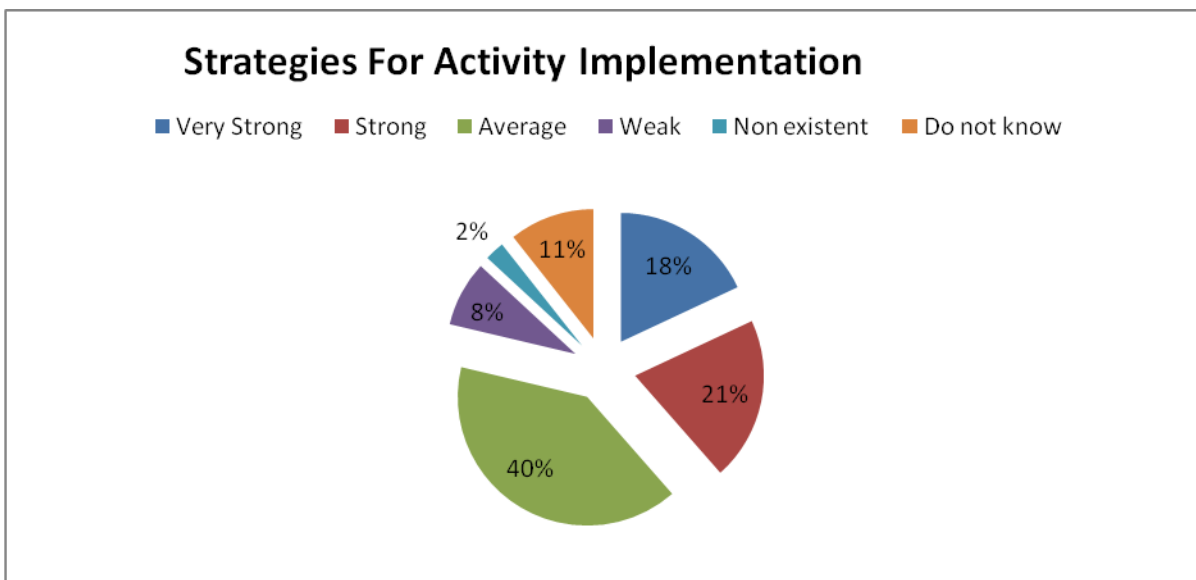
Figure 6: Compliance with the NGO/CSOs Legal and Policy Requirements



4.2.4 Strategies for Activity Implementation

With regard to strategies for activity implementation, the following responses were given: 13% very strong; 25% strong; 27% average; 10% weak; 4% none existent and; 21% do not know. To a certain extent, 47 respondents (38%) said LUNGOF has viable approaches of advocacy, networking, membership mobilization strategy, communication, partnership, and fundraising. These were considered essential prerequisites for resource mobilisation, civic participation programming, activity implementation and engagement. In contrast, 44 respondents (37%) were critical that despite LUNGOF having in place the requisite approaches for activity implementation, not much has been done to apply such approaches in promoting civic participation. Second, the identified approaches in place are short of practical and proactive mechanisms for implementation of civic participation programs. A lot of work is therefore mostly administrative, inward looking and there is not much exploration of synergies between various networks or with other organisations towards making civic participation a reality. This has been presented graphically in Figure 7 below:

Figure 7: Strategies for Activity Implementation



4.2.5 LUNGOF's Financial Accountability Procedures

With regard to existence of financial accountability procedures that guide LUNGOF operations in this field, the responses were given as follows: 18% very strong; 20% strong; 40% average; 9% weak; 2% none existent and; 11% do not know. 96 respondents (78%) said LUNGOF has in place clear and properly utilised financial accountability procedures; a clear up to-date financial policy, procedures and guidelines; up to date books of accounts; audited accounts for the past two years; bank account and open choice of signatories. Graphical presentation of LUNGOF's Financial Accountability Procedures is given in Figure 8 below:

Figure 8: Financial Accountability Procedures



Conversely, in view of the stated findings regarding LUNGOF's organisational capacity and operations, the study established a number of loopholes as some of the daunting challenges limiting the DCSN in pursuit of civic engagement mandate. First, the failure of the governance body to comply with governance standards to promote internal democracy was cited as one of the weaknesses of LUNGOF. The study also established that the board is dominated by a few elite members who have monopolised decision making since establishment of the DCSN, to date. The difficulty with this is that the network is identified intimately with particular individuals rather than with the MOs and beneficiaries. Some of the policy regulations and procedures were

found to be by passed / over ruled by the governance body hence revealing loopholes of lack of accountability and transparency. This was found to be one of the factors limiting participatory decision making and internal democracy in the organisation.

Some of the NGOs/DCSNs are not doing the needful because of the founder syndrome effect. Most of them have been formed by dishonest people in disguise to help the community. (A District Official, Luwero)

In the actual sense, the founder members have cut a niche in owning these organisations as a means of employment and survival, (A member of the Community).

Second, the study also established that despite the existence of a well-established and functional secretariat with staff to coordinate and execute its civic mandate, LUNGOF is a recent establishment. Therefore, it has capacity gaps ranging from understaffing, poor governance, limited managerial and analytical capacity to initiate strategic civic engagement programs. Lack of requisite capacity was found to be one of the factors undermining the DCSN and its members to perfect the masterly of civic participation and engagement.

Third, LUNGOF being a DCSN operating at the community level, it has diverse membership base and high expectations from the public compounded by the poverty levels of the community, demand for facilitation, and funding expectations. That presents a lot of challenges in maintaining a level of relevance to the often changing needs of the MOs, the community and other stakeholders at local level. Despite the organisation's initiative to put in place viable programmes of activity implementation, they were found to be short of innovative approaches to try and improve the level of participation of MOs and community who are the target of the Organisation. Failure to stimulate the target groups and other stakeholders buy in into the activities of the organisation was found to be one of the flaws of LUNGOF to effectively promote civic engagement and entrench local democracy.

4.2.6 Assessment of the DCSN’s Mobilisation, Engagement and Collaborations

LUNGOF was assessed to ascertain its existing capacity in establishing strategic links and relationships it has with other organisations through constituency building, forming alliances and coalitions and interface with Local government officials and other stakeholders. The findings were given as below:

Table 5: Assessment Grid for LUNGOF Task Execution, Mobilisation, Engagement and Collaborations

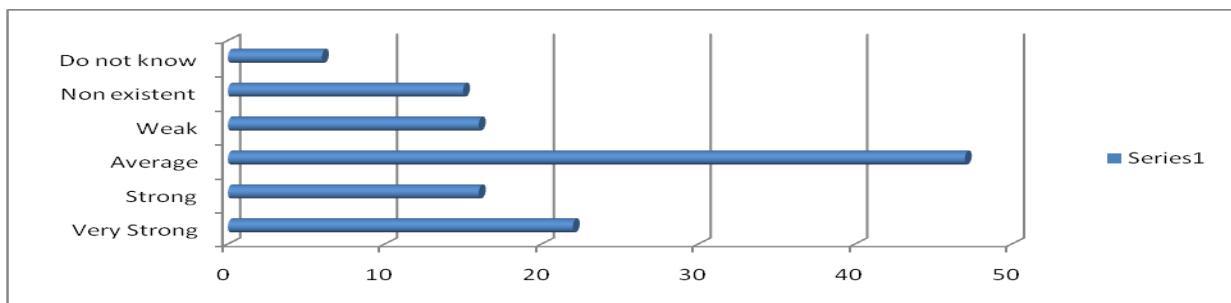
Criteria for Assessment	Frequencies						
	Very Strong	Strong	Average	Weak	Non existent	Do not know	Total
Success in support to Membership / constituencies	22	16	47	16	15	6	122
The image of the organisation	21	43	30	9	12	7	122
The organisation is seen as a viable partner (plays a complementary role) with the LG and other stakeholders on issues of local development.	22	30	36	10	17	7	122
The organisation engages the community on issues of concern.	31	21	23	15	19	13	122

4.2.6.1 LUNGOF’s Success in Support of Membership

With regard to the criteria on success in support to membership and constituencies the responses were: 18% very strong; 13% strong; 39% average; 13% weak; 12% none existent and; 5% do not know. Generally, 70 respondents (57%) said that LUNGOF has viable approaches used to mobilise and reach the constituencies, has established a wide network of constituency engagements with various stakeholders including government agencies, private and civil society agencies. Those who were not in support of this view were concerned that despite having been in touch with the DCSN, the DCSN has not responded to the challenge of maintaining relevance to the needs of different stakeholders. Considering the variety of member organisations that make

up a DN and expectations of other stakeholders, information availability and therefore a good mechanism for monitoring of issues applicable to the target constituencies is important. In particular, issues affecting member organisations or opportunities for civic participation and advocacy have not been identified and made known to the MOs who have different interests and interpretation of issues and who therefore need skills and information to identify opportunities to do actual networking with the larger constituencies. This has been presented graphically in Figure 9 below:

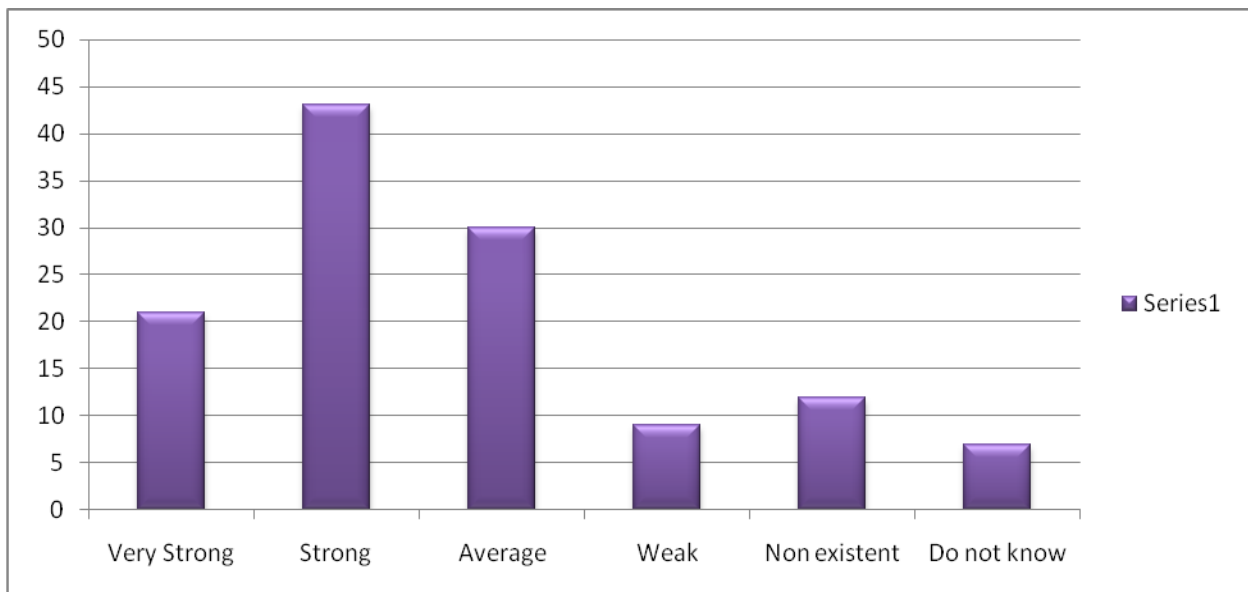
Figure 9: LUNGOF’s Support to Membership



4.2.6.2 The Image of LUNGOF

In regard to the image of the organisation, the responses were: 17% very strong; 35% strong; 25% average; 7% weak; 10% none existent and 6% do not know. Generally, 77 respondents (63%) acknowledged that LUNGOF has an established record of managing relationships with other stakeholders. The DCSN enjoys a cordial working relationship with the Local Governments and other players at local and national level. Evidence to back this was based on several Memorandum of Understanding (MOUs) signed between the Local Governments, National Networks (Uganda National NGO Forum), International organisations and the private sector on issues of local development collaboration. This is illustrated in Figure 10 below:

Figure 10: The Image of LUNGOF



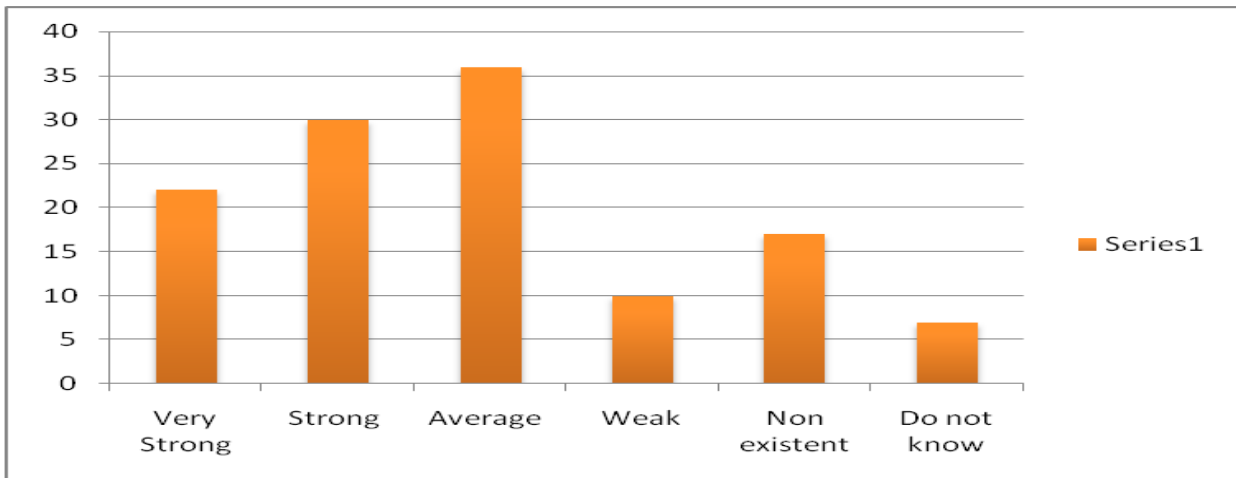
4.2.6.3 Complementary Role of LUNGOF in the Local Development Process

In regard to the complementary role that LUNGOF plays in the local development process, the responses were: 18% very strong; 25% strong; 30% average; 8% weak; 14% none existent and; 5% do not know. The positive responses 88 (73%) said that LUNGOF had made a fairly good contribution in mobilising community members to participate in issues that concern local development in their areas of jurisdiction. Therefore, LUNGOF is recognised by the Local Government and other partners as a viable partner that has utilised space for civil society to participate and contribute in the policy formulation processes.

The local government (Luwero District) has on several occasions provided space and regular invitation to the DCSN to engage with them on issues of local development (specifically the LG has been extending invitation for civil society participation and input in the policy formulation and has been responsive to issues of concern raised by civil society), (LCV Councillor, Luwero)

The complementary role of LUNGOF has been presented graphically in Figure 11:

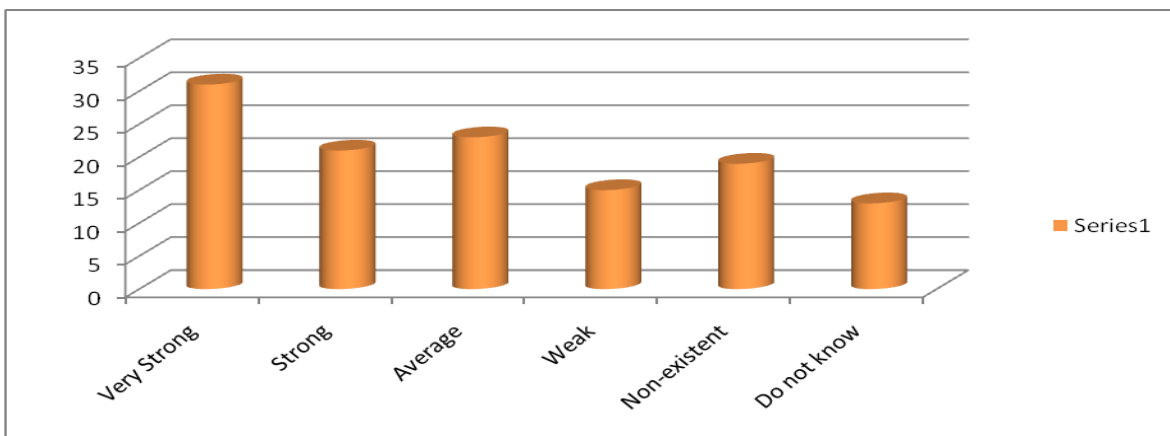
Figure 11: The Complementary Role of LUNGOF at LG level



4.2.6.4 LUNGOF's Engagement with the Community on Issues of Civic Participation

With regard to LUNGOF's engagement with the community on issues of civic participation, the responses were: 25% very strong; 17% strong; 19% average; 12% weak; 16% none existent and; 11% do not know. A large number of respondents (75 respondents- 61%) said that the DCSN has a record in organising and mobilising the community to understand issues beyond their immediate confine as well as action taken on key policy issues of community concern. This is presented graphically in Figure 12:

Figure 12: Engagement with the Community on Issues of Civic Participation



4.3 Assessment of the Contextual Factors Affecting the DCSN

Assessment of LUNGOF contextual operating environment was based on four indicators namely: broad economic factors; links established with various CSOs, Local Governments and other stakeholders; coordination and collaboration and the legal and policy frameworks. The responses were given in Table 6 below.

Table 6: Assessment Tool of LUNGOF Contextual Environment

Criteria for Assessment	Favourable	Not-favourable	Do not know	Total
Broad Economic Factors	33	72	17	122
Links with various CSOs and other Stakeholders	68	41	13	122
Coordination and collaboration	24	84	14	122
The legal and policy frameworks	48	59	15	122

4.3.1 Broad Economic Factors

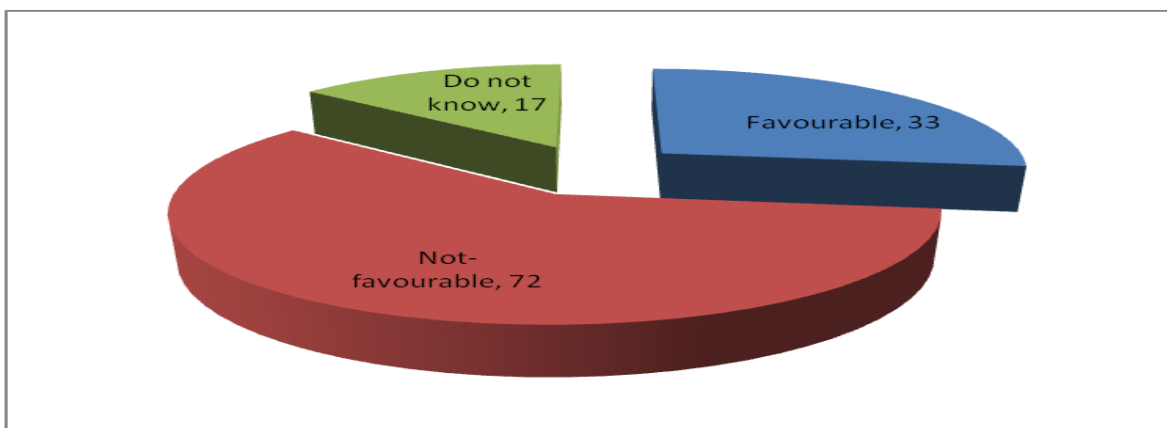
From table 7 above, 33 respondents (27%) said the broad economic factors were favourable, 72 respondents (59%) said the broad economic factors were not favourable while 17 respondents (14%) do not know. The assessment was based on the following indicators: donor support, policies and conditions that impinge on financing of NGO/DCSNs activities, that is to say, international markets and the nature of development assistance. The study established that while the NGO Sector has continued to thrive, its survival has been dependent entirely on external donor support in form of donations and grants. DCSNs by virtue of their belonging to a similar family of the NGO sector have not been free from similar challenges associated with donor dependence. DCSNs often receive one off support for specific activities through which member organisations are involved to play their roles. This was explained as one of the constraining factors that has curtailed the capacity of LUNGOF to provide long term support and sustain

engagement with its MOs on issues of civic participation. The study found out that LUNGOF being in its nascent stages of development, its resource base is meagre and not sustainable.

Donor funding that LUNGOF has managed to solicit is always limited and conditioned to capacity building of MOs. This has meant failure of LUNGOF to fully engage MOs and communities in strategic activities of civic participation. Given that most of the activities that involve citizens' participation in governance processes require financial support, failure to raise adequate resources has implied organising such events as a one-off show. Although the DCSN has taken initiative at improving its resource base through soliciting donor funding, and membership subscription, it is still struggling to become self-sustaining, (A member of LUNGOF Board of Directors).

With the economic down turn of the International markets characterised by the credit crunch that has had an effect on donor support, external funding for NGOs has most probably become unreliable for NGOs/DCSNs that rely heavily on donor funding. The graphical presentation of broad economic factors is given in Figure 13:

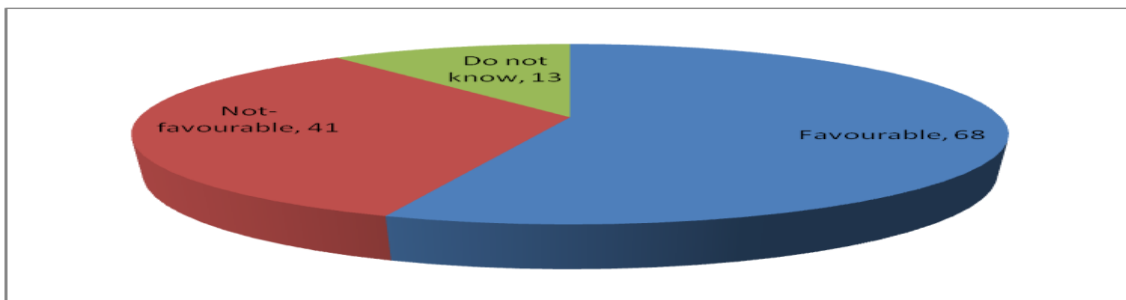
Figure 13: Broad Economic Factors



4.3.2 Links between LUNGOF and other Stakeholders

In regard to links established between LUNGOF and other stakeholders, 68 respondents (56%) said they were favourable, 41 respondents (34%) said they are not favourable, while 13 respondents (10%) do not know. The popular perceptions were positive. The study established that existence of collaborative links initiated by parent Networks were favourable for the DCSNs to interface with other stakeholders. The explanation for this was that LUNGOF like other DCSNs is affiliated to at least one of the two national networks (that is, DENIVA and Uganda National NGO Forum) as well as other organisations at local, national and international levels. This has opened up channels for LUNGOF to interface with other likeminded organisations, Donors and government institutions on issues of public policy, civic participation and tapped into opportunities for funding. This has been presented graphically in figure 14.

Figure 14: Links between LUNGOF and other Stakeholders



4.3.3 LUNGOF's Collaborations with other Organisations/Stakeholders

An assessment of the extent to which LUNGOF has established collaborations with other organisations and enjoys widespread legitimacy was assessed basing on: the extent to which a DCSN is able to collaborate with other organisations or faces stiff competition from other NGOS/DCSNs; the degree of collaboration and harmonised coordination between the DCSN and other CSOs; the degree of tolerance for other CSOs and MOs; the degree of participation in economic, social, and political life at national, regional, and local levels.

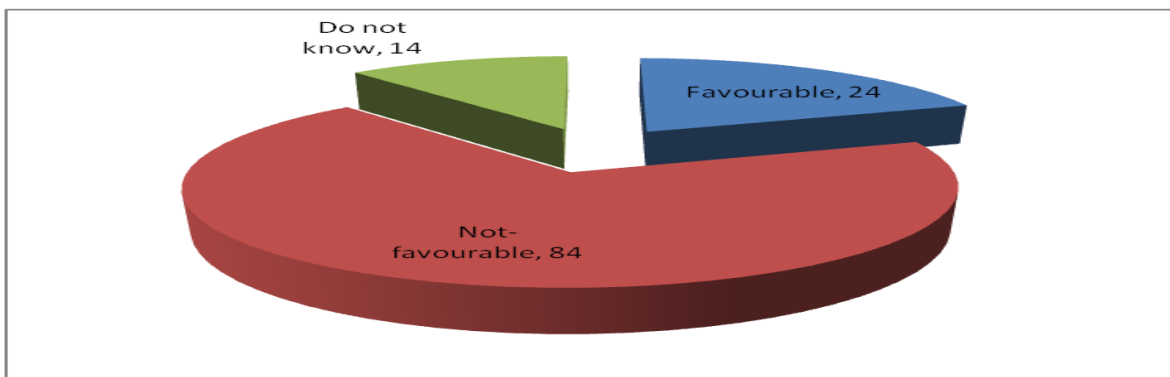
In regard to coordination and collaboration initiatives established between LUNGOF and other organisation, 24 respondents (20%) said that the coordination and collaboration initiatives established between LUNGOF and other organisations were favourable for its operations, 84 respondents (69%) said they were not favourable, while 11% do not know. On a positive note, it was mentioned that LUNGOF has played a complementary role to the Local Government on issues of civic participation. The DCSN has in the process interfaced with the State, like minded organisations and development partners to advocate for pro-poor policies. This was attributed to the degree of collaborative initiatives established overtime between NGOs, the state and other stakeholders.

Conversely, the overwhelming negative responses given pointed to the unhealthy competition and sometimes hostility that exists between NGOs in Uganda that is not favourable.

It is difficult to bring different groups of CSOs to work towards a recognised common objective. Whereas competition is healthy for the growth of CSOs in the sector, the daunting challenge is that CSOs are not engaged in working together and to playing a complementary role that would harness their potential in promoting a common cause. LUNGOF like any other DCSN has not been free from this challenge, (District Official, Luwero).

The DCSN is faced with stiff completion from other CSOs particularly the giant ‘well established organisations that have already cut a niche in the NGO/CSOs work. This has resulted in duplication of efforts and therefore rivalry between parent networks and MOs and with the networks and other CSOs. This was mentioned as one of the major setbacks undermining LUNGOF’s role to effectively promote civic participation and affected its growth. This has been presented graphically in Figure 15:

Figure 15: Coordination and collaboration



4.3.4 The Legal and Policy Frameworks

The degree to which the legal and policy frameworks are favourable to LUNGOF's operations was assessed against the following indicators: the laws and regulations affecting the NGO/Civil Society operations in Uganda, 48 respondents (39%) said the legal and policy frameworks for NGO/CSO operations is favourable, 59 respondents (48%) said the legal and policy frameworks is not favourable, while 15 respondents (12%) do not know. The positive responses were given in appreciation of the operating environment for NGO/CSOs operations that has been conducive since the NRM government came into power in 1986 to-date. It was further acknowledged the government has put in place enabling legal, policy and institutional frameworks notably the decentralisation policy (1993), the Constitution of Uganda (1995), the Local Governments Act (1997) among others for the NGO and the state to interface in the local development planning processes. Both the legal and policy framework are accommodative of the government political will to support NGO /CSOs operations in pursuit of civic participation.

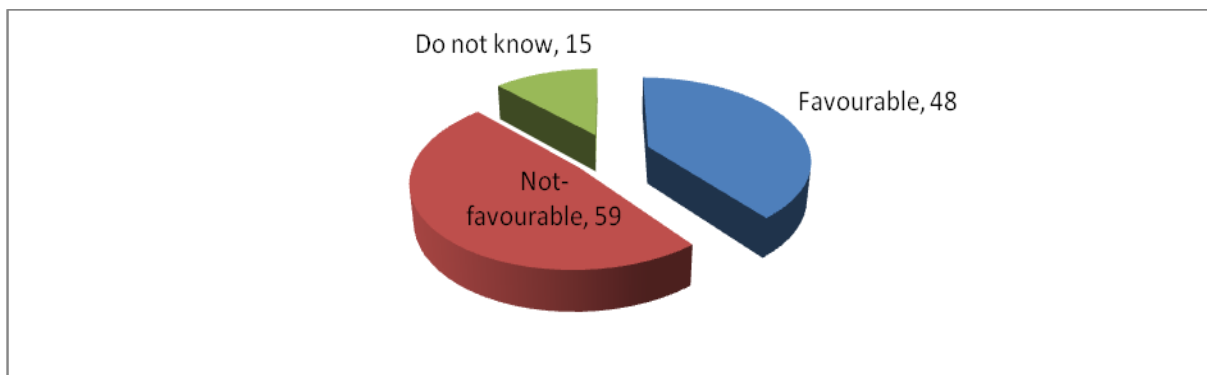
On the contrary, the negative responses pointed to the state rhetoric on increasing participation and civil society involvement in the policy processes.

CSOs relationship and engagement with local governments can be referred to as “a marriage of convenience”. The two come together as a conditionality to achieve specific

objectives. Many a times, the NGO engagement with the state is constrained by bureaucracy tendencies and failure of state operatives and technocrats to appreciate the complementary role that NGOs play in the development process. This is one of the limitations failing state institutional support and political will for meaningful citizens' participation, (A member of LUNGOF).

Respondents raised fears about the NGO Registration (Amendment) Act 2006 as a restrictive law that enables the government to exercise substantial control over the operations of CSOs through the required registration process for NGOs. Under this Act, government has the power to regulate the dissolution of NGOs, provides room to manipulate its powers and prevent some NGOs from existing or operating consistently. This could have serious implications on the freedom of CSO/NGOs to engage and implement their civic mandate hence limit citizens participation in governance processes. This is presented graphically in Figure 16:

Figure 16: The legal and Policy Frameworks



4.4 The Outcomes of the DCSN's Contribution in Strengthening Citizens Participation

This section sought to ascertain the effect of the DCSN in empowering community members and beneficiaries with skills, knowledge and power to exercise their roles of active citizenship. The responses were given below:

Table 7: Measuring Civic Participation and Empowerment Outcomes

Civic Participation Outcomes	1 Strongly Agree	2 Agree	3 Strongly Disagree	4 Disagree	5 Not sure
Civic Indicators					
Community is knowledgeable about their civic roles – actively participates in local development processes.	24	39	21	33	05
Community voluntarily participates in local governance programmes (that is. awareness of choices identification and setting of priorities in the local development planning).	20	23	35	42	02
Community members have gained confidence, self-esteem and ability to take action.	12	22	56	32	00
Electoral Indicators					
Community participates in the voting processes	60	49	08	04	01
Community has knowledge of voter education	31	49	25	17	00
Community influences campaign manifestos	13	20	49	33	07
Political Voice Indicators					
CSOs utilises space of political participation- engaging local leaders on issues of governance	23	28	44	23	04
Community advocates for own and other groups rights- knowledge of rights and how to claim them.	17	30	34	25	16
Community has knowledge of local policy making processes (analytical skills, policy/budget monitoring, and raising of critical issues)	09	14	52	36	11

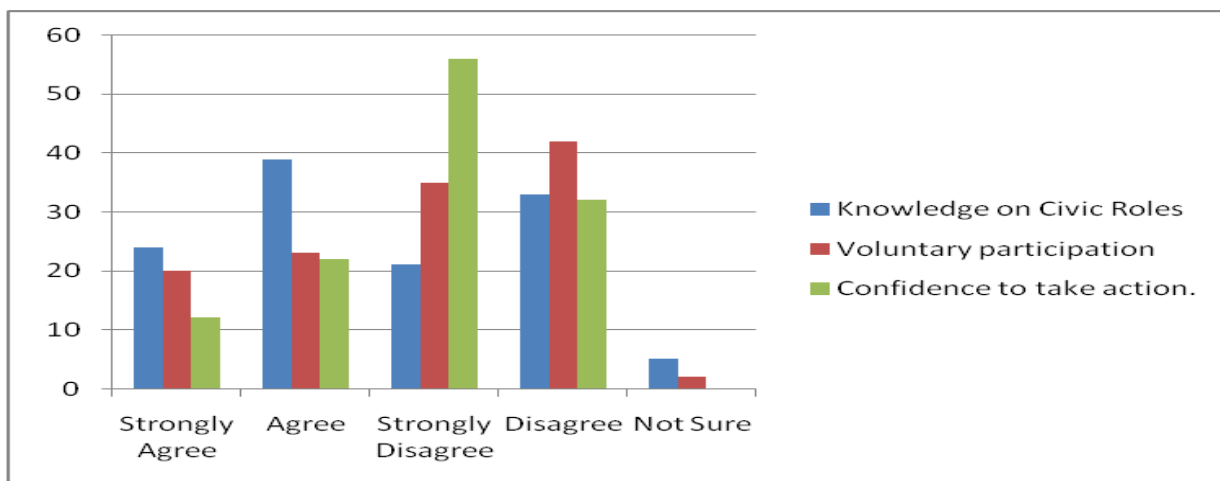
From table 6 above, civic outcomes were measured using three major indicators namely; civic, electoral and political voice.

4.4.1 Civic Indicators

With regard to civic indicators, 52% (63 respondents) said the community is knowledgeable of their civic roles, 44% (54 respondents) said community is not knowledgeable on its civic roles, while 04% (05 respondents) were not sure. Second, 35% (43 respondents) said the community voluntarily participates in local governance programmes, 63% (77 respondents) said the community does not voluntarily participate in local governance programmes while 02% (02 respondents) were not sure. Thirdly, 28% (34 respondents) said the community members have gained confidence, self-esteem and ability to take action on issues of civic participation and local

governance, while 72 % (88 respondents) said the community members have not gained confidence, self-esteem and ability to take action in governance issues. This is presented graphically in Figure 17:

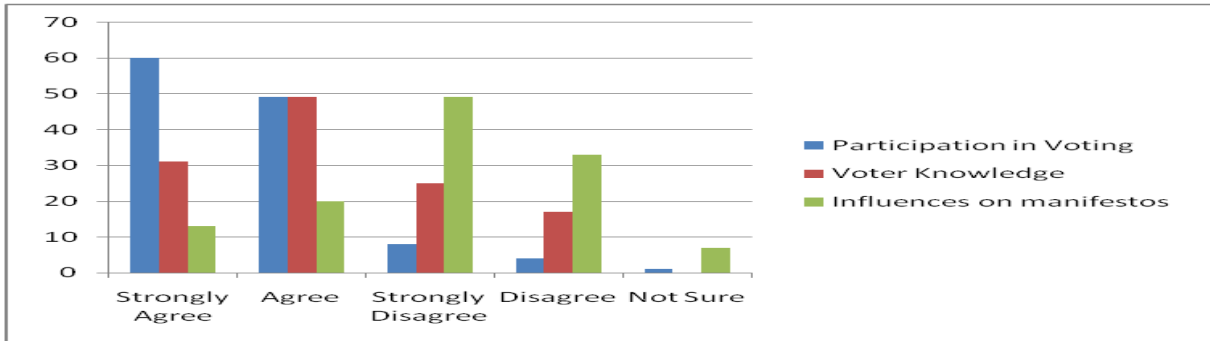
Figure 17: Civic Indicators



4.4.2 Electoral Indicators

With regard to the electoral indicators; firstly, 109 respondents (89%) said the community participates in the voting processes, 12 respondents (10%) said the community doesn't participate in the voting processes, while 01 respondent (1%) wasn't sure. Secondly, 80 respondents (66%) said the community has knowledge of voter education, 42% respondents (34%) said the community is not knowledgeable on voter education. Thirdly, 33 respondents (27%) said the community influences campaign manifestos, 82 respondents (67%) said community does not influence campaign manifestos, while 07 respondents (06%) were not sure. This has been presented graphically in Figure 18:

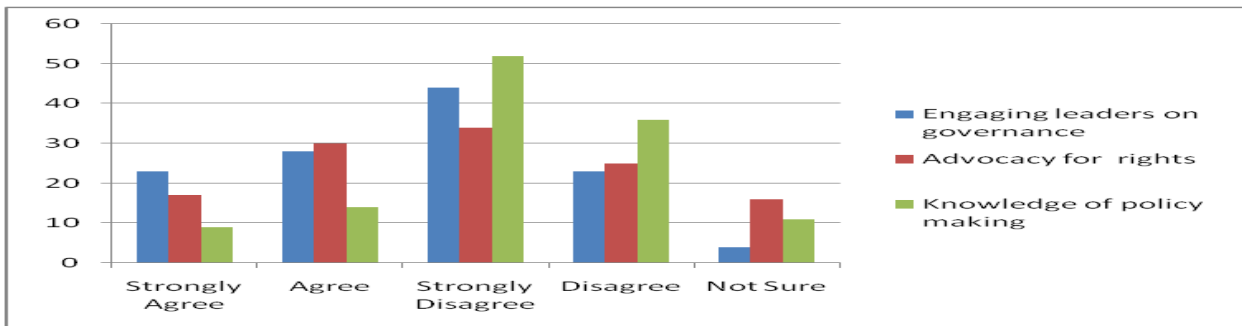
Figure 18: Electoral Indicators



4.4.3 Political Voice Indicators

First, 51 respondents (42%) said CSOs utilise space of political participation, 67 respondents (55%) said CSOs do not utilise space of political participation, while 04 respondents (03%) were not sure. Secondly, 47 respondents (39%) said the community advocates for their own and other groups’ rights, 59 respondents (48%) said the community does not advocate for its and other groups’ rights, while 16 respondents (13%) were not sure. Thirdly, 23 respondents (18%) said the community has knowledge and contributes to the local policy making processes, 88 respondents (73%) said the community does not have the knowledge of local policy making processes, while 11 respondents (09%) were not sure. This has been illustrated graphically in figure 19:

Figure 19: Political Voice Indicators



4.5 Recommendations for Enhancing the DCNs role in Deepening Democracy

This section is the last thematic area and specifically looks at the suggestions and recommendations given by respondents to the policy makers for enhancing the DCSN's effectiveness in promoting civic participation. This has been analysed in Table 8 below and the proceeding section.

Table 8: Recommendations by the Respondents

Issue	Recommendations	Frequency	Percentage
Incentives that encourage the participation of community members in local governance processes	Mobilisation and sensitisation of community members about their civic rights	34	28%
	Empowerment of community members about their constitutional and universal human rights to appreciate their civic roles	61	50%
	To provide opportunities for information sharing and engagement between the community and other stakeholders in development.	15	12%
	No comment	12	10%
	Total	122	100%
Enhancing the capacity of a DCSN to play its role effectively in strengthening civic participation	Strengthen internal democratic governance and enhance stakeholder participatory processes.	41	34%
	Intensify capacity building for community empowerment of issues of public policy, participation, and public governance.	35	29%
	Generate own resources to become self-sustaining and reliant.	38	31%
	No comment	8	6%
	Total	122	100%
The role of different stakeholders in strengthening civic participation	Lobby for improved relationship between the state and NGOs/CSOs for a favourable operating environment	32	26%
	Promote effective partnerships between the CSOs and different stakeholders.	44	36%

	Initiate civic participation initiatives that complement DCSNs/CSO work	27	22%
	No comment	19	16%
	Total	122	100%
Recommendations to policy makers on strengthening DCSNs role in promoting civic engagement	Create a regulatory framework that is favourable for NGOs/CSOs to harness their potential in development.	33	27%
	Local governments through local councils to make bye-laws on enforcement of citizens' participation.	31	25%
	Provide resources to facilitate LGs initiatives that promote and enforce bottom up planning.	56	46%
	No comment	2	2%
	Total	122	100%
Other comments	CSOs need to engage in constructive criticism and dialogue in order to improve their relationship with government and other stakeholders.	53	43%
	The DCSNs need to maintain their relevance to member organisations	45	37%
	No comment	24	20%
	Total	122	100%

Source: Researchers own analysis

From the above table, respondents interviewed recommended incentives that encourage the participation of community members in local governance in the following categories: 34 responses (28%) suggested mobilization and sensitization of community members about their constitutional and universal human rights to appreciate their civic roles; 15 respondents (12%) suggested that opportunities be provided for information sharing and engagement between the community and other stakeholders in development; and 12 respondents (10%) gave no comments. Importantly, respondents suggested that government should identify a mechanism in which the people in the communities can be sensitized to participate in local governance.

In regard to enhancing the capacity of a DCSN to play its role effectively in strengthening civic participation, respondents interviewed recommended the following; 41 respondents (34%) suggested the need to strengthen internal democratic governance and enhancement of stakeholder participation; 35 respondents (29%) suggested initiatives to intensify capacity building for community empowerment on issues of public policy, participation, and public governance; 38 respondents (31%) suggested that a DCSN needs to generate own resources to become self sustaining and reliant ; and 8 respondents (6%) gave no comments.

In regard to recommendations to policy makers on strengthening DCSNs role in promoting civic engagement; 33 respondents (27%) recommended the need to create a regulatory framework that is favourable for NGOs/CSOs to operate without threats and harness their potential in development; 31 respondents (25%) recommended the need for LGs through local councils to make bye-laws on enforcement of citizens participation; 56 respondents (46%) recommended the need to provide resources to facilitate LGs initiatives that promote and enforce bottom up planning; and 2 respondents (2%) gave no comments.

Other comments were given with the following responses; 53 respondents (43%) recommended the need for CSOs to engage in constructive criticism and dialogue to improve their relationship with government and other stakeholders; 45 respondents (37%) recommended that the DCSNs need to maintain its relevance to the needs of its MOs; and 24 respondents (20%) made no comment.

Chapter Five: Summary, Conclusions and Recommendations

5.0. Introduction

This chapter presents the summary, conclusions and recommendations in harmony with the study objectives.

5.1 Summary of Study Findings

The summary is presented in accordance with the study objectives.

5.1.1 The Operational Factors that affect the DCSN

The operational factors that affect LUNGOF as a DCSN were assessed *vis-a-vis* organisational capacity and operations, task execution, mobilisation, engagement and collaborations. The study established that LUNGOF has well established internal governance structures and policies to promote good governance and participatory decision making. However, 82 respondents (69%) overwhelmingly felt that the internal credibility of LUNGOF is below average. Despite LUNGOF's establishment of requisite governance structures in place, the study established challenges and its failure as a governance body to fully comply with specific standards. For instance, the governance body's decision making has been dominated by a few elite members since establishment of the DCSN. This limits members' participation to promote internal democracy and frustrates their contribution to organisational decision making and management.

As to the existence of a functional secretariat: 20% agreed very strongly; 23% strongly; 22% agreed averagely; 17% said it was weak; while 14% did not know. 52 respondents (43%) appreciated that LUNGOF has a well established and functional secretariat with staff to coordinate and execute its mandate including civic engagement activities; it has communication mechanisms with members and the outside world and keeps records of its work. However, 39

respondents (22%) rated LUNGOF secretariat averagely and (17%) rated it as weak citing understaffing, limited managerial and analytical capacity to oversee organisational activities for the DCSNs and failure to effectively promote and participate in civic activities.

Regarding LUNGOF's compliance with the NGO/CSOs legal and policy requirements, the responses were: 11% very strong; 19% strong; 37% average; 8% weak; 6% nonexistent and; 19% do not know. The study found that LUNGOF has a well defined constitution, existence of basic policies (finance, human resource and gender) and a clear definition of core values. These responses showed LUNGOF's fair compliance with the NGOs' legal and policy requirements.

On the strategies for activity implementation, the following responses were given: 13% very strong; 25% strong; 27% average; 10% weak; 4% none existent and; 21% do not know. 47 respondents (38%) said LUNGOF had viable approaches of advocacy, networking, membership mobilization strategy, communication, partnership, and fundraising. These were considered essential prerequisites for resource mobilisation, civic participation, activity implementation and engagement. In contrast, 44 respondents (37%) were critical that despite LUNGOF having in place the requisite approaches for activity implementation, not much has been done to apply them constructively in a proactive manner that promotes civic participation. Most work is administrative, inward looking and no exploration of synergies between various networks or with other organisations to make civic participation a reality.

Relating to the existence of financial accountability procedures that guide LUNGOF operations, the responses were given as follows: 18% very strong; 20% strong; 40% average; 9% weak; 2% nonexistent and; 11% do not know. 96 respondents (78%) said LUNGOF has in place clear and proper financial accountability procedures; a financial policy and guidelines; current books of accounts; audited accounts for two previous years; bank account and open choice of signatories.

LUNGOF was assessed to ascertain its existing capacity in establishing strategic links and relationships it has with other organisations through constituency building, forming alliances and Coalitions and interface with Local government officials and other stakeholders. With regard to the criteria on success in support to membership and constituencies the responses were: 18% very strong; 13% strong; 39% average; 13% weak; 12% none existent and; 5% do not know. 70 respondents (57%) said that LUNGOF has viable approaches used to mobilise and reach the constituencies, has established a wide network of constituency engagements with various stakeholders including government agencies, private and civil society agencies.

In regard to the image of the organisation, the responses were: 17% very strong; 35% strong; 25% average; 7% weak; 10% none existent and 6% do not know. 77 respondents (63%) acknowledged that LUNGOF has an established record of managing relationships with other stakeholders. The DCSN enjoys a cordial working relationship with the Local Governments and other players at local and national level. Evidence to back this was based on several Memorandum of Understanding (MOUs) signed between the Local Governments, National Networks (Uganda National NGO Forum), International organisations and the private sector on issues of local development collaboration.

In regard to the complementary role that LUNGOF plays in the local development process, the responses were: 18% very strong; 25% strong; 30% average; 8% weak; 14% none existent and; 5% do not know. The positive responses 88 (73%) said that LUNGOF had made a fairly good contribution in mobilising community members to participate in issues that concern local development in their areas of jurisdiction. Therefore, LUNGOF is recognised by the Local Government and other partners as a viable partner that has fairly utilised space for civil society to participate and contribute in the policy formulation processes.

With regard to LUNGOF's engagement with the community on issues of civic participation, the responses were: 25% very strong; 17% strong; 19% average; 12% weak; 16% none existent and; 11% do not know. 75 respondents (61%) said that the DCSN has a record in organising and mobilising the community to understand issues beyond their immediate confine as well as action taken on key policy issues of community concern.

The study established; despite the overwhelming positive responses given on LUNGOF's existence of sound governance structures, policies and regulations, existence of viable approaches of activity implementation and formation of collaborative networks, a number of loopholes were unearthed as some of the daunting challenges limiting the DCSN in pursuit of its civic engagement mandate. These include; The failure of the governance body to comply with internal democratic governance standards was highlighted as one of the weaknesses of LUNGOF; Some of the policy regulations and procedures were found to be by passed / over ruled by the governance body; LUNGOF operations is constrained by serious capacity gaps ranging from understaffing, poor governance, limited managerial and analytical capacity to initiate strategic civic engagement programs; lack of innovative approaches for activity implementation; and mechanisms to maintain a level of relevance to the often changing needs of the target groups. Some of the factors mentioned above were found to undermine the DCSN's capacity to perfect the masterly of civic participation and engagement.

5.1.2 Contextual Factors that Affect the DCSN

Assessment of LUNGOF contextual operating environment was based on four indicators namely: broad economic factors; links established with various CSOs, Local Governments and other stakeholders; coordination and collaboration and the legal and policy frameworks. The study established; that 33 respondents (27%) said the broad economic factors were favourable,

72 respondents (59%) said the broad economic factors were not favourable while 17 respondents (14%) did not know. While the NGO Sector has continued to thrive, its survival has been dependent entirely on external donor support in form of donations and grants. DCSNs by virtue of their belonging to a similar family of the NGO sector have not been free from the challenges associated with donor dependence. The study found out that LUNGOF being in its nascent stages of development, its resource base is meagre and not sustainable to enable it support the overwhelming mandate of civic engagement.

Secondly, 68 respondents (56%) said the links between LUNGOF, various CSOs and other stakeholders were favourable, 41 respondents (34%) said they were not favourable, while 13 respondents (10%) did not know. The popular perceptions were positive of LUNGOF's initiative to establish collaborative links with parent Networks that are favourable for the DCSNs to interface with other stakeholders.

An assessment of the extent to which LUNGOF has established collaborations with other organisations and enjoys widespread legitimacy established; 24 respondents (20%) said that the coordination and collaboration initiatives established between LUNGOF and other organisations were favourable for its operations, 84 respondents (69%) said that the existing coordination and collaboration initiatives were not favourable, while 11% did not know. Positively, it was mentioned that LUNGOF has played a complementary role to the Local Government and has in the process interfaced with the State, like minded organisations and development partners to advocate for pro-poor policies. In contrast however, the overwhelming negative responses pointed to the unhealthy competition and sometimes hostility that exists between NGOs in Uganda that was not favourable. The study established that the DCSN is faced with stiff competition from other CSOs particularly the giant 'well established organisations that have already cut a niche in the NGO/CSOs work. This has resulted in duplication of efforts and

therefore rivalry between parent networks and MOs and with the networks and other CSOs. This was mentioned as one of the major setbacks undermining LUNGOF's role to effectively promote civic participation as well as affected its growth and development.

As to the laws and regulations affecting the NGO/Civil Society operations, the study established; 48 respondents (39%) said the legal and policy frameworks for NGO/CSO operations was favourable, 59 respondents (48%) said the legal and policy frameworks was not favourable, while 15 respondents (12%) did not know. The positive responses were given in appreciation of the legal and policy environment for NGO/CSOs operations that has been conducive since the NRM government took over power since 1986 to-date. Conversely, the negative responses pointed to the state rhetoric on increasing participation and civil society involvement in the policy processes that have not translated into deliberate actions. The NGO Registration (Amendment) Act 2006 was cited as one of the restrictive laws through which government has the power to regulate the dissolution of NGOs, provides room to manipulate its powers and prevent some NGOs from existing or operating consistently. This could have serious implications on the freedom of CSO/NGOs to engage and implement their civic mandate hence limit citizens participation in governance processes.

5.1.3 The Outcomes of the DCSN's Contribution in Strengthening Citizens Participation

With regard to civic indicators; 52% (63 respondents) said the community was knowledgeable of their civic roles, 44% (54 respondents) said community was not knowledgeable on their civic roles, while 04% (05 respondents) were not sure. Secondly, 35% (43 respondents) said the community voluntarily participated in local governance programmes, 63% (77 respondents) said the community did not voluntarily participate in local governance programmes while 02% (02 respondents) were not sure. Thirdly, 28% (34 respondents) said the community members had

gained confidence, self-esteem and ability to take action on issues of civic participation and local governance, while 72 % (88 respondents) said the community members had not gained confidence, self esteem and ability to take action in governance issues.

With regard to the electoral indicators: 109 respondents (89%) said the community participates in the voting processes, 12 respondents (10%) said the community does not participate in the voting processes, while 01 respondent (1%) was not sure. Secondly, 80 respondents (66%) said the community has knowledge on voter education, 42% respondents (34%) said the community is not knowledgeable on voter education. Thirdly, 33 respondents (27%) said the community influences campaign manifestos, 82 respondents (67%) said community does not influence campaign manifestos, while 07 respondents (06%) were not sure.

Concerning political voice indicators; 51 respondents (42%) said CSOs utilise space of political participation, 67 respondents (55%) said CSOs do not utilise space of political participation, while 04 respondents (03%) were not sure. Secondly, 47 respondents (39%) said the community advocates for their own and other groups' rights, 59 respondents (48%) said the community does not advocate for its and other groups' rights, while 16 respondents (13%) were not sure. Thirdly, 23 respondents (18%) said the community has knowledge and contributes to the local policy making processes, 88 respondents (73%) said the community does not have the knowledge of local policy making processes, while 11 respondents (09%) were not sure.

5.2 Conclusions

The conclusions are presented in accordance with the study objectives.

5.2.1 The Operational Factors that Affect the DCSN

First, LUNGOF has in place the requisite governance structures and policies in place (the Board of Directors, Constitution, Financial Guidelines, Human Resource and Gender policies among others). Second, the organisation has viable approaches used to mobilise and reach the constituencies, has established a wide network of constituency engagements with various stakeholders including government agencies, private and civil society agencies. The study concluded that LUNGOF has fairly complied with the NGO/CSOs legal and policy requirements. This has earned the DCSN credibility to win the will of key stakeholders including MOs, community members, Local Government and Donors in support of civic activities.

On the other hand, however, loopholes in the governance and management of the DCSN were established among other factors including; dominance of a few elite individuals who identify intimately with the organisation rather than MOs. The study concludes that the ability of civil society organisations to contribute to civic engagement and deepening local democracy is greatly compromised by lack of internal democracy at the organisation level. A case in point is when MOs and stakeholders are not given an opportunity to fully participate and exercise power in decision making or freely partake in the activities of the organisation. In view of the above, when CSOs do not adequately reflect democratic standards, it puts their legitimacy and credibility in question and hence their right and claims to influence others.

LUNGOF has a well established functional secretariat with staff to coordinate and execute its civic mandate. However, given that the organisation is a recent establishment, it has capacity gaps ranging from understaffing, poor governance, limited managerial and analytical capacity to initiate strategic civic engagement programs. The study concluded that lack of requisite capacity

undermines the DCSN and its members to perfect the masterly of civic participation and engagement.

5.1.2 Contextual Factors that affect the DCSN

LUNGOF is in its nascent stages of development with limited resources that do not sustain the DCSN's operations in pursuit of its mandate. DCSNs often receive one off support for specific activities through which MOs and beneficiaries are involved to play their roles. The study concludes that lack of own generated funds and resource base adversely affects the DCSNs efficiency and effectiveness to provide long term support for civic participation and deepening of local democracy.

Second, in pursuit of its mandate, the NGO sector in Uganda is faced with a host of other challenges including among others- poor institutional linkages, unnecessary competition, poor co-ordination and networking which have all led to duplication of effort and wastage of resources. The DCSNs are faced with stiff competition from other CSOs particularly the giant 'well established' organisations that have already cut a niche in the NGO/CSOs work. This creates rivalry between parent networks and MOs and with the DCSN and other CSOs. The study concludes that LUNGOF being a DCSN of recent establishment, its ability to develop capacity to effectively promote civic participation has been greatly undermined by some of the aforementioned challenges.

While stakeholders acknowledged LUNGOF's role in raising issues of civic participation, engagement with Local Governments and accountability, it has minimally achieved the expectations of its membership. This is due to the diverse nature of the organisation's membership which has disparities in terms of: skills, capacity, effective representation, influence and expectation making it untenable to effectively co-ordinate and fulfil its obligations to

stakeholders. In addition, the DCSN in its endeavour to promote civic participation is faced with the difficulty in engaging with local government due to limited information, limited analytical and managerial capacity in managing this interaction. As a result, the DCSN has not adequately responded to the challenge of maintaining relevance to the needs of different MOs. This has undermined potential opportunities to effectively participate in promoting and explaining civic participation initiatives.

The study concludes that, some of the opportunities for the DCSN/CSOs engagement in the Local development planning and interface with the local governments on issues of civic participation and local democracy have not been fully exploited.

The government has put in place enabling legal, policy and institutional frameworks for the NGO and the state to interface in the local development and planning processes. Both the legal and policy framework commend in strongest terms the government political will to support NGO /CSOs operations in pursuit of civic participation through the local governance structures. However, the Civil Society is sceptical about the spirit within which the government proposed an NGO Registration (Amendment) Act 2006 that threatens to curtail the operations of NGOs/CSOs through: dissolution of NGOs; provides room to manipulate its powers and prevent some NGOs from existing or operating consistently. The study concludes that the NGO Law has serious implications on the freedom of CSO/NGOs to engage and implement their civic mandate hence limit citizens participation in promoting local democracy.

5.1.3 The Outcomes of the DCSN's Contribution in Strengthening Citizens Participation

Civic Participation outcomes- The study concluded that the level of empowerment that the target groups have attained has not translated into much appreciation of their civic roles. This is so in view of the fact that the DCSN civic engagement initiatives have only provided for the few target

groups and some isolated community members. Moreover, these initiatives most often are arranged on a 'piece meal' basis. Therefore, the capacity of the ordinary people to become agents of active citizenship and take action on issues of public governance is still a farfetched dream than what it is expected to be.

Electoral processes – Despite the role of LUNGOF in enhancing the communities to participate in electro processes including voter education and participation in the voting process, there are signs of alienation and cynicism among the community about public life and electoral participation. This has led to their possible disconnection and disinterest in promoting public governance. Most members of the community who are eligible voters have limited knowledge about their role to participate in the electro process and lack analytical capacity to comprehend and influence campaign manifestos. This is partly because little or no voter education is undertaken by Electoral Commission prior to the voting exercise. The DCSN only takes part in this process as a 'one off activity' and only when sub-contracted by other CSOs at national level. The study concluded that focusing on public policy issues including influencing the electoral processes may not be one of the core areas of focus for LUNGOF. This has had a limit on the community participation in influencing the electro process as a way of promoting democratic governance.

Political Voice- LUNGOF's approaches to promote civic engagement programs were found to be lacking innovative civic/political educational approaches including public education through the mass media, approaches involving citizen participation in community development planning and promotion of linkages between CSOs and government institutions. In conclusion, this has greatly undermined the DCSN and community initiatives to effectively engage with the state institutions on issues of local governance and democratisation.

Generally, the study concludes that; declarations of intent for LUNGOF to promote local democracy through civic participation exist, but local governance, the main vehicle through which civic engagement can be best promoted, is far from being entrenched at the local level. Although the DCSN has done a great deal of work, there is still a struggle both internally and externally (through engagement with LGs) to establish effective institutional mechanisms for ensuring institutional response, transparency, accountability, efficiency and effectiveness in promoting civic participation.

5.3 Recommendations

The recommendations are presented in accordance with the study objectives. For a DCSN to be effective and efficient in promoting civic participation and engagement, it is important that preparations for building the necessary capacity that is commensurate to the expected mandate be nurtured. Therefore, the fairly well established structure of LUNGOF and the existing linkages with LG needs to be strengthened to support its role in deepening democracy through increased interface with Local Government structures, information sharing roles and networking.

The DCSN in its endeavour to address loopholes in governance, management, programme approach, collaboration, and engagement with stakeholders, needs to embrace internal democratic governance and participatory planning (bottom up and top down) at all levels of operations. When fully adopted and practised, have the potential to promote democratic leadership, provide opportunities for stakeholders to identify and articulate the priority needs of the target groups.

For a DCSN to effectively champion civic engagement programmes, there is need to devise proactive approaches to respond to the challenge of maintaining relevance to the needs of MOs, target groups and other stakeholders.

Community empowerment on issues of public policy, participation, and public governance is a long term process that requires patience and cannot be achieved in a short period of time. In order for the CSOs to make a meaningful contribution in this area, there is need to invest a lot in resource generation, community mobilisation, sensitisation and empowerment for a lengthy period of time.

The CS needs to operate in an environment and space that is favourable for them to contribute positively to democracy, governance and development. The CS needs to work collectively in lobbying the state institutions to repeal its decision in the NGO Registration (Amendment) Act 2006 so as to remove threats and repressive attempts to undermine their potential contribution to governance processes. This could improve the CS and state relationships and make it beneficial in pursuit of meaningful civic participation hence promote local democracy.

The DCSN governance body, management and MOs need to continuously engage on a number of issues, interact with similar organisations as well as LGs. This could enable the CS to improve their working relationships, strengthen their collaboration, participation as well as that of the target groups in local governance planning processes, which has continued to be weak, despite the CSOs identity as the ‘voice of the people’.

There is need for CS to work towards promoting effective partnerships between them and different stakeholders (other NGOs, DCSNs, Local Governments, and the private sector). This is one of the strategic means for addressing a host of development challenges in a coordinated, comprehensive and cost-effective manner.

Lastly, there is need for CS being to proactively promote multi-stakeholder dialogue and participation to deepen democracy and support local development through consultative processes and consensus building on critical issues.

References

- Allavida. (2003). *An Introduction to the Non-Profit Sector In Uganda*. London: Allavida.
- Amin, M.E. (2005). *Social Science Research - Conception, Methodology and Analysis*. Kampala: Makerere University Printery.
- Azarya,V. (1992). *Civil Society and Disengagement in Africa*. In Harbeson *et al.*, *Civil Society and the State in Africa*. Boulder, CO: Lynne Rienner.
- Bahro, R. (1978). *The Alternative in Eastern Europe*. London: New Left Books.
- Barr, A. etal. (2003). *Non-Governmental Organisations in Uganda: A report to the government of Uganda*. Oxford: Centre for the Study of African Economics, Department of Economics, Oxford University.
- Barya, J. J. (1998). *The domestic Context for Civil Society in Uganda; Analysis of the legal, political, and economic aspects*. *An unpublished paper presented at the workshop on "foreign political aid, democratization and civil society in Africa*. Johannesburg.
- Bird, K. Curran, Z. Evans, A and Plageron, S. (2005). *'What has DFID learned from the PSIA process'*, *ODI paper produced for DFID*. London : Overseas Development Institute.
- Bliss, F. (2003). *'Was ist Zivilgesellschaft?'*. *E + Z Entwicklung und Zusammenarbeit* (5/2003), 195-9.
- Bowen, G. L. (2005). *Preparing a qualitative research-based dissertation: Lessons learned*. *The Qualitative Report*, 10(2), 208-222.
- Bratton, M. (1994). *Beyond the State: civil society and associational life in Africa*. *World Politics*, 51(3), 407-430.
- _____. (1992). *Civil society and political transitions in Africa*. In Harbeson et al., *Civil Society and the State in Africa*, 33-50.
- Cameron, L. (2008). *Civil Society Engagement in Asia: Six Country Profiles*. Honolulu East-West Center: Asia Pacific Governance and Democracy Initiative (AGDI).
- CDRN. (2007). *Facilitating and mentoring forum District CSO Networks to engage with local Government in poverty reduction efforts, (2005-2006): An Evaluation Report of CDRN's Support*.
- _____. (2004). *Working together or undermining each other? Development Actors and Funding Flows: implications for Civil Society organisations in Uganda*. Kampala: CDRN Civil society Research papers, 6.

- Chazan, N. (1992, 1994). State and Society in Africa: images and challenges. In D.Rothchild & N.Chazan, *The Precarious Balance: State and Society in Africa*, Boulder,CO: Westview,
- Christiano, T. (1996). The Rule of the Many: Fundamental Issues in Democratic Theory. Boulder, CO: Westview Press.
- Collins English Dictionary - Complete and Unabridged (10 ed.). (2009). Harper Collins Publishers.
- Court, J. E. Mendizabal,D. Osborne and J.Young. (2006). 'Policy engagement: how civil society can be more effective'. London: Overseas Development Institute.
- Dahal, D. (2002). Governance Challenges for Nepal. In Readings on Governance and Development. Dahal, Dev,(2002): Governance Challenges for Nepal. In Readings on Governance Brighton: IDS.: Dahal, Dev,(2002): Governance: Institute of Governance and Development, Kathmandu, IDS Working Paper no. 138.
- Debiel, T. and Sticht M. (2005). "Towards a New Profile? Development, Humanitarian and Conflict- Resolution NGOs in the Age of Globalization.". Duisburg: Institute for Development and Peace INEF, Report no. 79.
- DeConinck, J. (2004). Current Procedures and Policies Dominating Aid: Building Strong Relationships and Enabling NGOs to meet their Stated Aims? A summary report on research carried out in Uganda 2000-04. Kampala: CDRN: Uganda. Unpublished Report.
- Diamond, Lary. (1999). Development Democracy: Toward Consolidation. Baltimore: The Johns Hopkins University Press.
- _____. (1997, 2008). The Spirit of Democracy: The Struggle to Build Free Societies Throughout the World. Times Books.
- _____. (July 1994). 'Rethinking Civil Society: Towards Democratic Consolidation'. *Journal of Democracy* , Vol.5 (No.3).
- Dicklich, S. (1998). The Elusive Promise of NGOs in Africa. Lessons from Uganda. London.
- Ehrlich, T. (Ed.). (2000). Civic Responsibility and Higher Education. Phoenix, Arizona: American Council on Education and Oryx Press.
- EU. (2005). Civil Society Capacity Building Project: Identification and Capacity Assessment of Civil Society Networks. Final Report (unpublished). NGO Forum Final Report (unpublished).
- Foley, M. W. (1996). 'The Paradox of Civil Society'. *Journal of Democracy* , 7 (3), 38-52.

- Franklin, M. (2004). *Voter Turnout and the Dynamics of Electoral Competition in Established Democracies since 1945*. Cambridge: Cambridge University Press.
- Gaventa, John. (2005). *'Reflections on the Uses of the Power Cube Approach for Analyzing the Spaces, Places and Dynamics of Civil Society Participation and Engagement'*. Gaventa, John (2005), 'Reflections on the Uses of the Power Cube Approach for Analysis unpublished paper prepared for Dutch CFA evaluation, 'Assessing Civil Society Participation as supported by Cordaid, Hivos, Novib and Plan Netherlands'.
- _____. (2006). *'Triumph, Deficit or Contestation: Deepening the "Deepening Democracy" Debate'*. Brighton: Institute of Development Studies, IDS Working Paper 264.
- Gaventa John and Camilo Valderrama. (1999). *Participation, Citizenship and Local Governance*. Institute of Development Studies.
- Gill, G. (2000). *The Dynamics of Democratization: Elites, Civil Society and the Transition Process*. London: Macmillan Press Limited.
- Goetz, A. M. and Gaventa, J (2001). *Bringing Citizen Voice and Client Focus into Service*.
- Grindle, M.S. (1996). *Challenging the State: Crisis and innovation in Latin America and Africa*. Cambridge University Press.
- Government of Uganda. (2010). *National Development Plan: A Transformed Ugandan Society from A Peasant to a Modern and Prosperous Country within 30 years*. Kampala: Government Printery.
- _____. (1995). *The Constitution of Uganda*. Kampala: The Law Development Centre.
- _____. (1997). *The Local Governments Act*. Kampala: The Law Development Centre.
- Harbeson, J.W. (1992, 1994). *Civil Society and the State in Africa*. Lynne Rienner: Boulder: CO.
- Horwitt, S. (1991). *New Millennium Project: American youth attitudes on politics, citizenship, government, and voting*. Lexington, KY: National Association of Secretaries of State.
- Ikelegbe, A. (2001). *The perverse manifestation of civil society: Evidence from Nigeria*. *The Journal of Modern African Studies*, 39(1), 1-24.
- Katusiimeh, M. (2004). *Civil Society Organisations and Democratic Consolidation in Uganda*. *Journal of International Affairs* , 7 (1 & 2), 99 – 116.
- Keane, J. (1998). *Democracy and Civil Society*, Verso, London.
- _____. (1988). *Civil Society and the State*, Verso, London.
- Kerr, D. (2003). *Citizenship Education in England: The Making of a New Subject*.
- Lauth, H. (2003). "Ambivalenzen der Zivilgesellschaft in Hinsicht auf Demokratie und soziale Inklusion." *Nord-Süd aktuell* (2/2003), 223-32.

- Liebler, Claudia. (2004). “NGO Networks: Building Capacity in a Changing World.”. Washington D C: Agency for International Development/Bureau for Democracy, Conflict and Humanitarian Assistance / Office of Private Voluntary Cooperation-American Schools and Hospitals Abroad.
- Mafeje, A. (2002). Democratic Governance and New Democracy in Africa: Agenda for the Future. Nairobi, Kenya.
- Makara, Sabiiti. (2000). NGOs in Uganda: Their Typologies, Roles and Functions in Uganda. Kampala: Centre for Basic Research.
- Makumbe, J. (1998). Participatory Development: The Case of Zimbabwe. *Human Rights Bulletin*, 21-25.
- Malik, K. and Waglé, S. (2002). Civic engagement and development: Introducing the issues in Fukuda- Parr, Lopes, and Malik (Eds Eds) (2002) Capacity for development: new solutions to old problems. London: Earthscan.
- Mohammed Shariff and Allen Ruhangataremwa. (2008). Baseline Information of National District Network Support Programme. Kampala: NGO Forum Unpublished Report.
- Nabacwa, M. S. (2004). Working in Gender and Development in the in the Ugandan Context.
- Narayan, D. (1995). ‘The contribution of people’s participation: Evidence from 121 rural water supply projects’. Washington D.C.: World Bank: Evidence from Environmentally Sustainable Development Occasional Papers Series, 1.
- NDNSP, (2006) Report on an Organisational Scan of Process Facilitators Supporting District Networks in Uganda: National District Network Support Programme, authored by Santa Vusia I. Kayonga.
- Neubert, D. (2001). “ Die Globalisierung eines Organisationsmodells: Nicht – Regierungsorganisationen in Afrika.” In, U. Bauer, H. Egbert, and F. Jäger, eds., Interkulturelle Beziehungen und Kulturwandel in Afrika, 51-69. Frankfurt am Main: Peter Lang.
- NGO Forum and DENIVA. (2006). A Narrowing Space for NGO Operations in Uganda - An analysis of the implications of the NGO Registration (Amendment) Act, 2006. Kampala: DENIVA.
- Nierras,R. Bishop,E. Abao, C and Ross-Millianos, K. (2002). ‘Making Participatory Planning in Local Governance Happen’, unpublished mimeograph, LOGOLink/Institute of Development Studies, January. Institute of Development Studies.

- Nyanchoga, S. (2004). *Civil Society in Kaiser, P et al (eds), Democratic Transitions in East Africa*. England and USA: Ashgate.
- Padgett, D. K. (1998). *Qualitative methods in social work research: Challenges and rewards*. Thousand Oaks, CA: Sage
- Patterson, L. (1998). *Civil Society: Enlightenment Ideal and Demotic Nationalism*. Duke University Press: London.
- Peinado, M. M. (2003). *The Role of NGOs and the Civil Society in Peace and Reconciliation Processes*. Retrieved March 31, 2011, from <http://www.asef.org/documents/peinado.PDF>.
- Pinkney, R. (2003). *Democracy in the Third World*. Boulder, CO: Lynne Rienner.
- Pouligny, B. (2005). *“Civil Society and Post-Conflict Peacebuilding: Ambiguities of International Programmes Aimed at Building ‘New’ Societies.” Security Dialogue*. London: Sage Publications.
- PRIA. (2009). *Pre-election Voter Awareness Campaign: A Workshop paper on Good Practices in Strengthening Local Governance in India*. New Delhi: Local Government Initiative South Asia of Swiss Development Cooperation.
- Przeworski, Adam. (1991). *Democracy and the Market; Political and Economic Reforms in Eastern Europe and Latin America*. Cambridge: Cambridge University Press.
- Putnam, R. (2000). *Bowling Alone*. New York: Simon & Schuster.
- Sanam , Naraghi Anderlini & JudyEl-Bushra. (2004). *What is Civil Society?* London: The London School of Economics and Political Science
<http://www.lse.ac.uk/collections/CCS/what_is_civil_society.htm>.
- Schmidt.S. (2000). *“Die Rolle von Zivilgesellschaften in afrikanischen Systemwechseln.”In W. Merkel, Systemwechsel 5*. Opladen: 295-334: Leske+Budrich.
- Sharma B. (2008). *Voice, Accountability and Civic Engagement: A Conceptual Overview*. Overseas Development Institute.
- Stewart, S. (1997). *“Happy Ever After in the Marketplace. Non-governmental Organizations and Uncivil Society.”. Review of African Political Economy , 24 (71), 11-34.*
- The Economist. (2000, January 25). *NGOs: Sins of the Secular Missionaries*. *Economist* , p. 25.
- World Bank. (2006). *CSOs in Fragile States: How Can They Contribute to Strengthening Local Civil Society and Governance?* . Washington D.C: World Bank – Inter Action Workshop Series on Civil Society Engagement.
- _____. (2002). *Empowerment and Poverty Reduction: A Source Book*. PREME: WorldBank.

- _____. (2001). *Organizing Participatory Processes in the PRSP*. Washington: The World Bank.
- _____. (2001). *World Development Report: Attacking Poverty. Authored by S.Tikare, D.Youssef, P.Donnely-Roark and P.Shah*. New York: Oxford University Press.
- UGMP (2009). *Progress, Stagnation or Regression: Discerning Governance Trends in Uganda (2004-2008)*. Kampala: UGMP
- UNDP. (2009). *Voice, Accountability and Civic Engagement: A conceptual overview*. UNDP. Discussion Paper Number 14.
- _____. (2002). *Human Development Report: Deepening Democracy in a Fragmented World*. New York: Oxford University Press.
- _____. (2001). *'UNDP and Civil Society Organizations: A policy of engagement'*.
- _____. (1997). *Governance for Sustainable Human Development, A UNDP Policy Paper*. UNDP.
- _____. (1993). *Human Development Report: People's Participation*.
- Upadhyay, M. (2006). *Good Governance and Human Development in Nepal. Readings in Human Development*. UNDP. Kathmandu: UNDP.
- Weyers, H. (1998). *Participatory Training for Development: Community Learning*. Western Cape: National Book Printers, Western Cape.
- White, G. (2004). *Civil society in democratization*. (BurnellPeterandCalvertPeter, Ed.) Routledge.
- Wraith Ronald and Simpkins Edgar. (1963). *Corruption in Developing Countries*. London: Allen and Unwin.

APPENDICES: Research Instruments

Appendix 1: Assessment Grid of LUNGOF's Organisational Capacity and Operations

Objective one: *What operational factors affect the DCSN to enhance local civic participation in governance?*

Assessment Indicators						
	Very Strong	Strong	Average	Weak	Non existent	Do not know
Internal credibility						
Functional Secretariat						
Compliance with Legal and Policy requirements						
Strategies for activity implementation						
Financial Accountability Procedures						

Appendix 2: Assessment Grid for LUNGOF Task Execution, Mobilisation, Engagement and Collaborations

Criteria for Assessment	Very Strong	Strong	Average	Weak	Non existent	Do not know
Success in support to Membership / constituencies						
The image of the organisation						
The organisation is seen as a viable partner (plays a complementary role) with the LG and other stakeholders on issues of local development.						
The organisation engages the community on issues of concern.						

Appendix 3: Assessment Tool of LUNGOF Contextual Environment

Objective two: *What contextual factors affect the DCSN in promoting local civic participation?*

Criteria for Assessment	Favourable	Not-favourable	Do not know
Broad Economic Factors			
Links with various CSOs and other Stakeholders			
Coordination and collaboration			
The legal and policy frameworks			

Appendix 4: Measuring Civic Participation and Empowerment Outcomes

Objective three: *What outcomes arise out of the DCSN's role in the promotion of civic participation?*

Civic Participation Outcomes	1 Strongly Agree	2 Agree	3 Strongly Disagree	4 Disagree	5 Not sure
Civic Indicators					
Community is knowledgeable about their civic roles – actively participates in local development processes.					
Community voluntarily participates in local governance programmes (that is. awareness of choices identification and setting of priorities in the local development planning).					
Community members have gained confidence, self esteem and ability to take action.					
Electoral Indicators					
Community participates in the voting processes					
Community has knowledge of voter education					
Community influences campaign manifestos					
Political Voice Indicators					
CSOs utilises space of political participation- engaging local leaders on issues of governance					
Community advocates for own and other groups rights- knowledge of rights and how to claim them.					
Community has knowledge of local policy making processes (analytical skills, policy/budget monitoring, and raising of critical issues)					

Appendix 5: Recommendations by the Respondents

Objective four: *To make recommendations for enhancing the DCSN's role in deepening local democracy*

Table 9 Recommendations by the Respondents

Issue	Recommendations	Frequency	Percentage
Incentives that encourage the participation of community members in local governance processes	Mobilisation and sensitisation of community members about their civic rights		
	Empowerment of community members about their constitutional and universal human rights to appreciate their civic roles		
	To provide opportunities for information sharing and engagement between the community and other stakeholders in development.		
	No comment		
	Total		
Enhancing the capacity of a DCSN to play its role effectively in strengthening civic participation	Strengthen internal democratic governance and enhance stakeholder participatory processes.		
	Intensify capacity building for community empowerment of issues of public policy, participation, and public governance.		
	Generate own resources to become self-sustaining and reliant.		
	No comment		
	Total		
The role of different stakeholders in strengthening civic participation	Lobby for improved relationship between the state and NGOs/CSOs for a favourable operating environment		
	Promote effective partnerships between the CSOs and different stakeholders.		
	Initiate civic participation initiatives that complement DCSNs/CSO work		
	No comment		
	Total		

Recommendations to policy makers on strengthening DCSNs role in promoting civic engagement	Create a regulatory framework that is favourable for NGOs/CSOs to harness their potential in development.		
	Local governments through local councils to make bye-laws on enforcement of citizens' participation.		
	Provide resources to facilitate LGs initiatives that promote and enforce bottom up planning.		
	No comment		
	Total		
Other comments	CSOs need to engage in constructive criticism and dialogue in order to improve their relationship with government and other stakeholders.		
	The DCSNs need to maintain their relevance to member organisations		
	No comment		
	Total		

Appendix 6: Interview Guide for Key Informants and Focus Group Discussions

The Focus Group Discussions centred on the following issues:

Objective one: *What operational factors affect the DCSN to enhance local civic participation in governance?*

Organisational Capacity and Operations

- (i) What do you consider to be the key characteristics of internal operating mechanisms of a DCSN?
- (ii) What do you know about the internal credibility of LUNGOF?
- (iii) Does LUNGOF have a functional Secretariat? What capacity does it have to execute its mandate of civic engagement?
- (iv) How has LUNGOF complied with the legal and policy requirements that guide NGO operations in Uganda? What policies in the organisation guide its operations on that?
- (v) What strategies has LUNGOF devised to guide its activity implementation?
- (vi) Does LUNGOF have in place guidelines and procedures for financial accountability?

LUNGOF's Task Execution, Mobilisation, Engagement and Collaborations

- (i) What do you consider as key strategies for a DCSN to effectively execute its mandate to mobilise, engage and collaborate with various stakeholders?
- (ii) What organisation successes has LUNGOF registered in support of membership and other target groups?
- (iii) What image does LUNGOF depict as a DCSN championing civic participation at local governance levels?
- (iv) What partnerships has LUNGOF created with other stakeholders in local development?
- (v) How has LUNGOF engaged with the community on issues of concern? What successes has it registered?

Objective two: *What contextual factors affect the DCSN in promoting local civic participation?*

LUNGOF's Contextual Environment

- (i) What are the broad economic factors affecting LUNGOF in pursuit of civic engagement?
How favourable has been the donor policies to the DCSNs operations?
- (ii) What links/networks has the organisation established with various CSOs and other stakeholders? Of what importance are the Networks/collaborations to LUNGOF's operations?
- (iii) How favourable is the government legal and policy framework for CSOs operations? How has it affected the DCSN's operations to execute its mandate?

Objective three: *What outcomes arise out of the DCSN's role in promotion of civic participation?*

Civic Participation and Empowerment Outcomes

Civic Indicators

- (i) What activities has LUNGOF conducted in your district about civic rights, roles and responsibilities?
- (ii) Does the community have knowledge of their civic roles?
- (iii) Please mention any initiatives where the community in your area have actively participated in the local development processes?
- (iv) In what initiatives has the community exercised a spirit of voluntarism to participate in the local governance programs?
- (v) Does the community exercise confidence, self esteem and ability to take action on issues concerning local development?

Electoral Indicators

- (i) What role has LUNGOF played in sensitising the communities about voter education?
- (ii) What knowledge does the community have on voter education?
- (iii) Does the community participate in the voting processes? Please give an example where they have actively participated.
- (iv) How has the community utilised the knowledge and skills to influence campaign manifestos of political contestants? What effect has it had on the local election processes?

Political Voice Indicators

- (i) What has been the role of LUNGOF in preparing CSOs to utilise space for engagement with local leaders on issues of governance?
- (ii) What initiatives has LUNGOF made to empower the community about their rights?
- (iii) Does the community have knowledge of local policy making processes? Please mention examples?

Objective four: *To make recommendations for enhancing the DCSN's role in deepening local democracy*

- (i) Are there any incentives that encourage the participation of community members in local governance processes?
- (ii) What should CSOs do to effectively promote civic participation initiatives?
- (iii) What should be the role of different stakeholders in addressing such issues?
- (iv) What recommendations would you give policy makers that will strengthen DCSNs role in promoting civic engagement?
- (v) Do you have any other comments you would like to make in relation to the effectiveness of DCSNs in promoting civic engagement?