



**PERFORMANCE OF
SPECIAL GRANT FOR PERSONS WITH DISABILITIES
IN
IMPROVING THEIR LIVELIHOODS IN UGANDA**

November, 2018

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Acronyms

BTVET	Business, Technical, Vocational Education and Training
CAO	Chief Administrative Officer
CBO	Community Based Organisation
CBR	Community Based Rehabilitation
CDO	Community Development Officer
CRPD	Convention on the Rights of Persons with Disabilities
DCD	District Council for Disability
DCDO	District Community Development Officer
FY	Financial Year
ICOLEW	Integrated Community Learning for Wealth creation
MGLSD	Ministry of Gender, Labour and Social Development
NCD	National Council for Disability
NDP	National Development Plan
NPPA	National Programme Plan of Action on Disability,
OVC	Orphans and Vulnerable Children
PWDs	Persons with disabilities
SCDO	Senior Community Development Officer
SMS	Subject Matter Specialists
TIN	Tax Identification Number
UN	United Nations
UNAPD	Uganda National Action on Physical Disability
UNCRPD	United Nations Convention on the Rights of Persons with Disabilities
UWEP	Uganda Women Entrepreneurship Programme
WHO	World Health Organisation
YLP	Youth livelihood program

Acknowledgement

National Council for Disability wish to extend its sincere gratitude to all those that participated in the assessment of the special grant for persons with disabilities. These include Districts of Kayunga, Kampala, Wakiso, Mpigi, Dokolo, Iganga, Kiruhura and Mukono . The information gathered through the assessment is vital for informing policy and planning for persons with disabilities.

I call upon all Districts to comply by providing necessary information related to performance of the grant for easy monitoring and implementation in the subsequent years.

Yours



Beatrice Guzu

Executive Secretary

National Council for Disability

EXECUTIVE SUMMARY

National Council for Disability is a semi-autonomous government institution that was established by act of parliament (National Council for Disability Act, cap 14) in 2003 and inaugurated in 2004 as a monitoring mechanism to oversee effective implementation of programmes and policies for Persons with Disabilities by all actors and advice on gaps for appropriate service delivery.

Section 6 (f) of the NCD Act, cap 14, provides for the functions of the Council among which is to conduct or commission surveys and research inquiries for purposes of informing policy and planning. NCD is also mandated under Section 6 (j) of the NCD Act, cap 14, to identify and give guidelines to organisations working for Persons with Disabilities;

It's from this background that NCD has endeavored to monitor the performance of the special grant in improving livelihoods of persons with disabilities.

The Government through the Ministry of Gender, Labour and Social Development (MGLSD) started giving out a Special Grant to Persons with Disability who are well organised in groups in the FY 2009/10. The purpose of the grant was to support income generating activities of Persons with Disabilities, to provide employment, improve the income status and enable them become partners in the development process of the country.

The FY2010/11 to date, 3 billion was earmarked for this grant for all Districts in Uganda. Unlike the first year where 48 Districts received the same amount to 30millions. However, in subsequent years it kept on changing, the Districts became so many and the grant was rolled to all districts in Uganda, the grant remained 3 billion and the amount received per Districts kept on decreasing as the Districts increase and population of persons with disabilities increasing as well.

The National Housing and Population Census Final-Report (2016), indicates that Persons with Disabilities overall, for the population aged 2 years and above the disability prevalence rate was 12.4 percent of the Ugandan population. This indicates that the special grant should be shared amongst that population and it is meager to support their livelihoods.

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This study is aimed at establishing the Government support to Persons with Disabilities in improving their livelihoods; identify the factors that affect socio-economic empowerment of Persons with Disabilities and analyze the existing policies and ratifications of international instruments by Government of Uganda to ensure Person with Disabilities attain their full potential and the general objective to examine the social-economic empowerment attained by Persons with Disabilities through accessing Special grant in the selected Districts.

The study was an exploratory research that used a qualitative approach to data collection and analysis

The major findings of the study include: The special grant is a national program that operates in all districts of Uganda; The government of Uganda allocates Ushs.3 billion that is shared by all districts; These funds are allocated through District special Grant Committees; This grant targets the most vulnerable Persons with Disabilities who have organized themselves into groups; According to the Implementation Guidelines for Social Development Sector Conditional Grant (2011); This grant supports income generating initiatives which include but are not limited to the following: Agricultural production(crop and animal husbandry) ,events management Micro and scale businesses, Environmental, cultural heritage, Tourism, Telecommunication, Apiary and Metal works and woodwork. Achievements from the grant of the grant are as follows; improved livelihoods through grant funds to start businesses; group formation and social interactions; Learning from each other's simple business skills; good saving culture and some beneficiaries are able to pay school fees for their children; able to access basic health needs.

Major challenges affecting the grant; Limited funds, the three billion has not change since the grant started yet districts are mushrooming daily. Most beneficiaries get 2 million; Lack of clear guidelines; National steering committee never sat since the grant started operating; Corruption and misappropriation of the grant at District levels; Misuse of the grant by the beneficiaries; Merging the grant into social development fund; The grant is hard to monitor since there was no clear

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baseline, no clear monitoring and evaluation system; Limited knowledge/skills of proposal writing which is a requirement; Lack of group cohesion, negative mindset of handouts; Poor selection of enterprises; No clear reporting mechanisms by the beneficiaries; Poor record keeping by the beneficiaries; Limited marketing skills; Limited accessibility (physical and information); Poor leadership; Complicated requirements to access the grant; bigger groups of 30 people plus benefiting two Million or less.

Conclusions and Recommendations to improve grant performance; though numerous challenges faced grant implementation, it can be deduced that this grant has enabled some persons with disabilities to have capital for setting up micro income generating activities and accelerating the already existing ones. These activities to a smaller extent have improved the standards of living of Persons with Disabilities. Therefore, the study recommends the following;

The desired enterprises should be subjected to a market analysis to inform the final decision of either dropping or taking them on by vetting committee; Groups should be trained in basic business management skills before applying for any grant; Set up clear management structure for the grant at all levels; Increase on the grant and manage like other grants of government, MGLSD should lobby the Ministry of Finance to increase the fund; Increase the funds that goes to groups; National steering committee assume its mandate to guide the grant performance; Design a clear grant guideline that suits beneficiaries level of education and disseminate it; Develop clear monitoring and evaluation system for the grant; MGLSD should disseminate legal and policy framework related to disability; NCD should constitute a national training and monitoring team to support the grant; The grant should be separated from social development grant for easy monitoring ;NCD and other stakeholders popularize the grant and lobby for external funds from development partners.

1.0 Overview of National Council for Disability NCD and its mandate

The Council for Disability is a semi-autonomous government institution that was established by act of parliament (The National Council for Disability Act, cap 14) in 2003 and inaugurated in 2004 as a monitoring mechanism to oversee effective implementation of programmes and policies for Persons with Disabilities by all actors and advice on gaps for appropriate service delivery.

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It's from this background that NCD has endeavored to monitor the monitor the performance of the special grant in improving livelihoods of persons with disabilities.

1.1 Back ground

The Government through the Ministry of Gender, Labour and Social Development (MGLSD) therefore started giving out a Special Grant to Persons with Disabilities who are well organised in groups in the FY 2009/10. The purpose of the grant was to support income generating activities of Persons with Disabilities, to provide employment, improve the income status and enable them become partners in the development process of the country.

The first Financial Year (2009/10) of this programme, 48 Districts (12 per region) each received 30 million, totaling to 1.44billion that was released by the Government. The FY2010/11 to date, 3 billion has been earmarked for this grant for all Districts in Uganda. Unlike the first year where all the 48 districts received the same amount (30millions), the criterion has changed over time and each district will receive an amount depending on how many sub-counties it has. That is to say the district with more sub- counties receives more money than that with a few sub-counties (UNAPD, 2010).

During the celebration of International Day for Persons with disabilities, the Minister of Labour Gender and Social Development, announced that government was set to increase budgetary allocation for special grants for persons living with disabilities.

“With effect from next financial year (2016/2017), government will be considerably increasing funding to Persons with Disabilities. However, this has never been realized instead the grant was merged into the social development fund which has put it to the discretion of District local governments to determine how much should be for Persons with Disabilities” (Mafumba Isaac, 2017, The New vision, Uganda).

According to (Nyakato & Anne Mugisa, 2012), empowerment of Persons with Disabilities means that every Person with Disabilities is able to access their rights and entitlements established by the Government of Uganda. Despite the call, it is widely recognized that only modest gains have been achieved as such Persons with Disabilities are exposed to both social and economic setbacks which include; poverty, denial of social belonging and exposure to discrimination.

Governments and legislative bodies at all levels therefore have played key roles in promoting disability-inclusive development.

“Through public participation, engagement with citizens and stakeholders, particularly persons with disabilities and their organizations, and the provision of relevant information, responsive policies and programmes that target the underlying causes of poverty among persons with disabilities can now be pursued.” (UNCRPD State parties conference, 2015)

1.2 Data on Disability

The National Housing and Population Census Final-Report (2016), indicates that Persons with Disabilities overall, for the population aged 2 years and above the disability prevalence rate was 12.4 percent while the equivalent for 5 years and above was close to 14 percent. Sex differentials revealed that disability is higher among women compared to men (15% and 10% respectively). The disability prevalence rate was higher among those living in the rural areas compared to those in the urban areas (15% and 12% respectively).

The Uganda Functional Difficulties Survey (2017) domesticating the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD) defines persons with disabilities as, those who have long-term physical,

mental, intellectual or sensory impairments, which in interaction with various barriers may hinder their full and effective participation in society on an equal basis with others. This definition is equally accepted by the National Policy on Disability in Uganda (2006), the Disability Act (2006) and, the National Council for Disability Act (2003).

The disability community represents a big population of persons below poverty level who require support to improve their livelihood. The group seldom participates in government livelihood programmes due to legal, policy, societal and cultural beliefs and system-related challenges. These challenges include: lack of access to information and physical environment, unclear definition and classification of persons with negative societal attitudes, poverty that drives financial exclusion and, communally reinforced stigma and discrimination among others.

1.3 Legal frameworks relating to disability and economic empowerment

The Government of Uganda has adopted a number of national, regional and international legal instruments related to improving the social-economic wellbeing of people with disabilities, including their right to productive and decent work and basic services. The following are the major legal instruments listed below;

The Constitution of the Republic of Uganda (1995)

The constitution of the Republic of Uganda is supreme law; under its objectives, among all the legal provisions, it upholds the Rights of all Ugandans including those of PWDS among others. The same Constitution provides for Affirmative action for marginalized persons. Article 21 prohibits discrimination against people with disabilities in this case all persons with disabilities are supposed to be considered in all livelihood programmes of government and other development partners without discrimination.

Objective VII: “The State shall make reasonable provision for the welfare and maintenance of the aged”. And many of them have a disability due to old age.”

Objective XI (i): “The State shall give the highest priority to the enactment of legislation establishing measures that protect and enhance the right of the people to equal opportunities in development”.

Objective XIV (b): “All Ugandans shall enjoy rights and opportunities and access to education, health services, clean and safe water, work, decent shelter, adequate clothing, food security and pension and retirement benefits”.

It is from this back ground that special grant for persons with disabilities was put in place to ensure Persons with Disabilities can earn a livelihood and get out of abject poverty, be in position to attain the basic needs of life that include; food, shelter and medical care.

The business, technical, vocational education training Act, 2008

The Business, Technical, Vocational Education and Training (BTVET) Act, No. 12, 2008, promotes equitable access to education and training for all disadvantaged groups, including disabled people. It's so paramount to those who access special grant, with skills gained from the vocational trainings it makes it easy for those persons to put the skill to use and gain income.

Persons with Disabilities Act, 2006

The Persons with Disabilities Act 2006 emphasizes measures to promote productivity and employment of PWDs. In this case, The Uganda Employment Act serves as a mechanism for agencies to promote the employment service for all Ugandans. While the 2nd Uganda National Development Plan (NDP 2015) is a guideline to promote productivity, Development and economic growth for this country, the National Policy on Disability (2006), as a specific framework for duty bearers emphasizes promotion of employment to Person with Disabilities.

The Local Government Act (1997) as amended

The Act mandates Local Government Authorities to formulate by-laws within their jurisdiction that reflect and implement the national legal framework. Some districts like Iganga, Wakiso and Gulu have gonr ahead to come up with ordinances on Persons with Disability and employment is one of the sections.

The Equal Opportunities Act, 2006

The Act is mandated to eliminate discrimination and inequalities against any individual or group of people. The commission also takes affirmative action in favor of groups marginalized on the basis of gender, age, disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them.

The Land Act (1998)

The Act provides People with Disabilities with an opportunity to have a share in the customary land. In Soroti District, some of the special grant projects like piggery are carried out on such land. However, the National

Land Policy 2013 does not consider the rights of persons with disabilities yet it's a working document of Government that guides implementation of activities related to land ownership and management.

1.4 Policies, plans and guidelines

National Policy on disability

Uganda's national policy on disability provides for human rights-based approach to development, however it does not explicitly elaborate on how interventions relating to disability would be funded and managed but does mention the fact that disability is multi-sectoral and hence the need of each sector to deal with disability in its area of mandate and focus. Therefore, the review of this policy is long overdue and it requires urgent attention if persons with disabilities are to benefit from it.

The Policy on Disability provides that local authorities are mandated to coordinate, supervise and mobilize resources for Persons with Disabilities (PWDs), initiate and implement appropriate interventions among others. In order to support the above mandate, the central government provides a Special Grant for Persons with Disabilities (SGPWD) as a social safety net to ensure that PWDs establish income generating activities of their choice that can bolster their incomes, reduce inequality and unemployment.

Second National Development Plan (NDPII) 2015/16 – 2019/20

Theme: "Strengthening Uganda's Competitiveness for Sustainable Wealth Creation, Employment and Inclusive Growth". Also, The Community Based Rehabilitation strategy emphasizes the equalization of opportunities, rehabilitation and inclusion of Persons with Disabilities in their communities. This is one of the Government strategies towards interventions of Persons with Disabilities. However, funding is accessed by only 26 districts in the Country.

Uganda Vision 2040

Theme: "A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years". According to Section 4.3.2 Care and Protection for the Vulnerable Population Groups, The Vision recognizes the plight of persons with disability: The state recognizes the need to provide assistance to people who are vulnerable either by age, social class, location, disability, gender, disaster or do not earn any income.

Guidelines on Disability (2012)

The main objective of these guidelines is to guide various stakeholders in implementing the National Policy on Disability, the National Programme Plan of Action (NPPA) on Disability, the UN Convention on the Rights of Persons with Disabilities and WHO CBR guidelines. Another objective is to guide the mobilization and utilization of human, financial and logical resources for programmes on disability.

On the international level, Article 27 of the **UN Convention on the rights of PWDs states that**

“States Parties recognize the right of persons with disabilities to work, on an equal basis with others; this includes the right to the opportunity to gain a living by work freely chosen or accepted in a labor market and work environment that is open, inclusive and accessible to persons with disabilities. States Parties shall safeguard and promote the realization of the right to work, including for those who acquire a disability during the course of employment, by taking appropriate steps.”

Despite the enabling policy and legal instruments, it was established that the general socio-economic status of Persons with Disabilities especially women and children with disabilities in Uganda is generally still poor. Persons with Disabilities have limited access to employment opportunities, minimal or no savings, low literacy levels, poor health and mainly rely on labor incomes.

1.5 Purpose of the study

This study was aimed at establishing the Government support to PWDs in improving their livelihoods; identify the factors that affect socio-economic empowerment of Persons with Disabilities and analyze the existing policies and ratifications of international instruments by Government of Uganda to ensure Persons with Disabilities attain their full potential.

1.6 Objectives of the study

1.6.1 General Objectives

To examine the social-economic empowerment attained by Persons with Disabilities through accessing Special grant in the selected Districts.

1.6.2 Specific Objectives

1. To establish the support given to Persons with Disabilities through

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- special grant programme in the selected Districts
 2. To establish factors affecting effectiveness and efficiency of the special grant for Persons with Disabilities in these Districts and;
 3. To suggest ways for improving the performance of the grant for Persons with Disabilities.

1.7 Research question

- What is the support given to Persons with disabilities through the special grant programme?
- What are the factors affecting effectiveness and efficiency of the special grant for persons with disabilities in Uganda?
- What are the suggested ways to improve performance of the grant

2.0 Methodology

The study was an exploratory research that used a qualitative approach to data collection and analysis

2.1 The methods used included:

Literature review of the existing reports and publications related to the grant; Key informant interviews with community development office at districts, beneficiaries of the grant and political leadership of Persons with Disabilities; observations was done by looking at what Persons with Disabilities were doing using the grant and; we conducted workshops with key stakeholders, to gather more information related to the special grant

2.2 Sample population

The total sample from the 5 districts was 100 participants who included: Special grant beneficiaries, district officials and, leaders of Persons with Disabilities.

3.0 Findings

3.1 The support given to Persons with disabilities through the special grant programme

3.2 District performances with special grant

The findings presented here are from the following Districts, Mpigi, Wakiso, Mukono, Dokolo, Iganga, Kiruhura, Kampala City and Kayunga. The districts under assessment are at different level of development in terms of implementing the special grant for persons with disabilities. The Districts under assessment five of them are among the first 48 district that received special grant from the start in the FY 2009/10 these include; Kampala, Kayunga, Mukono, Mpigi, Wakiso among others.

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The special grant for Persons with Disabilities started in 2009/2010 financial year in 48 districts of Uganda and later was rolled to all Districts in the country. The grant for every financial year is 3 billion Uganda Shillings that is given out to groups comprised of only Persons with Disabilities with in Districts. The grant is managed at District level where funds are disbursed directly from Ministry of finance. The grant had a special vote per District till it was merged into special development fund in 2017

3.2.1 Guidelines for disbursing the grant to groups

The Special Grant for Persons with Disabilities which started in 2009/10 FY is a Country wide affirmative programme for employment creation, in the fulfillment of both the national and international legal framework on employment, where the Persons with Disabilities who have formed income generation groups can be assisted to boost their projects. The guidelines for the implementation of the special grant are as follows;

- The grant is to be conveyed to the most vulnerable Persons with Disabilities
- Groups and Associations of PWDs at community level
- Parents and Care Givers of Children with Disabilities as well as uni-disability groups.

In this case, the issue of vulnerability becomes hard for the grants committee to assess because of some of the set criteria indicated below; These requirements needed for a group to receive the grant include; members ought to come from the same village, they present a project proposal, should have a bank account, TIN number and a minimum of 10 people and a group should have been operational for at least one year in order to be considered for this grant. While the formation of a group of Persons with Disabilities of ten people and above could be easily achievable, the team was informed by the Persons with Disabilities that the registration process is rather hard bearing in mind the distance from the villages to the sub county and the district. In addition, some Persons with Disabilities who are wheelchair users find it difficult to process such registration up to district level. It is expensive and most of the offices are inaccessible.

The study was informed that the condition of being in existence for at least one would be achieved but when we compare this term and the other ongoing programmes of the Youth and the Women, this condition is not reflected, the Persons with Disabilities complained

As mentioned earlier, the negative societal attitudes towards Persons with Disabilities, arising from fear, ignorance, superstitions and lack of awareness of rights of Persons with Disabilities, less education, inadequate skills training, and the condition of subjecting the formed group to write a project proposal is rather hard. According to implementation guideline for the social development sector conditional grants FY2011/12, the sample proposal form is attached however; this form is not given to the groups of Persons with Disabilities during the advertising of the grants in the districts of Kayunga and Mukono. As a result, they are technically kicked out.

The districts of Mpigi and Mukono make an effort to follow the Special Grant guidelines being used, a key informant informed the study that the guidelines got lost in the course of the transfer from former office block to the new office block, through data collection it was established that Kayunga and Dokolo Districts were using the guidelines that were issued by ministry of gender labor and social development in April 2010.

3.2.2 Composition of the SPG vetting committees

The special grant vetting committee is comprised of CAO, DCDO, Chairperson District Union of Persons with Disabilities, one Deaf, one blind and a person representing Physical disability. During the study, it was established that vetting committees vary from district to district. There are Districts where council for disability representative is a member of the vetting committee while others have scrapped them. The vetting committee major role is to ensure funds are allocated through the District Special Grants Committee which is chaired by the Chief Administrative Officer (CAO). For this grant to be effective there is need to review the program and develop policy documents to guide the funds management that is uniform in all districts.

3.3 Districts under review

3.3.1. Mpigi District Special grant performance

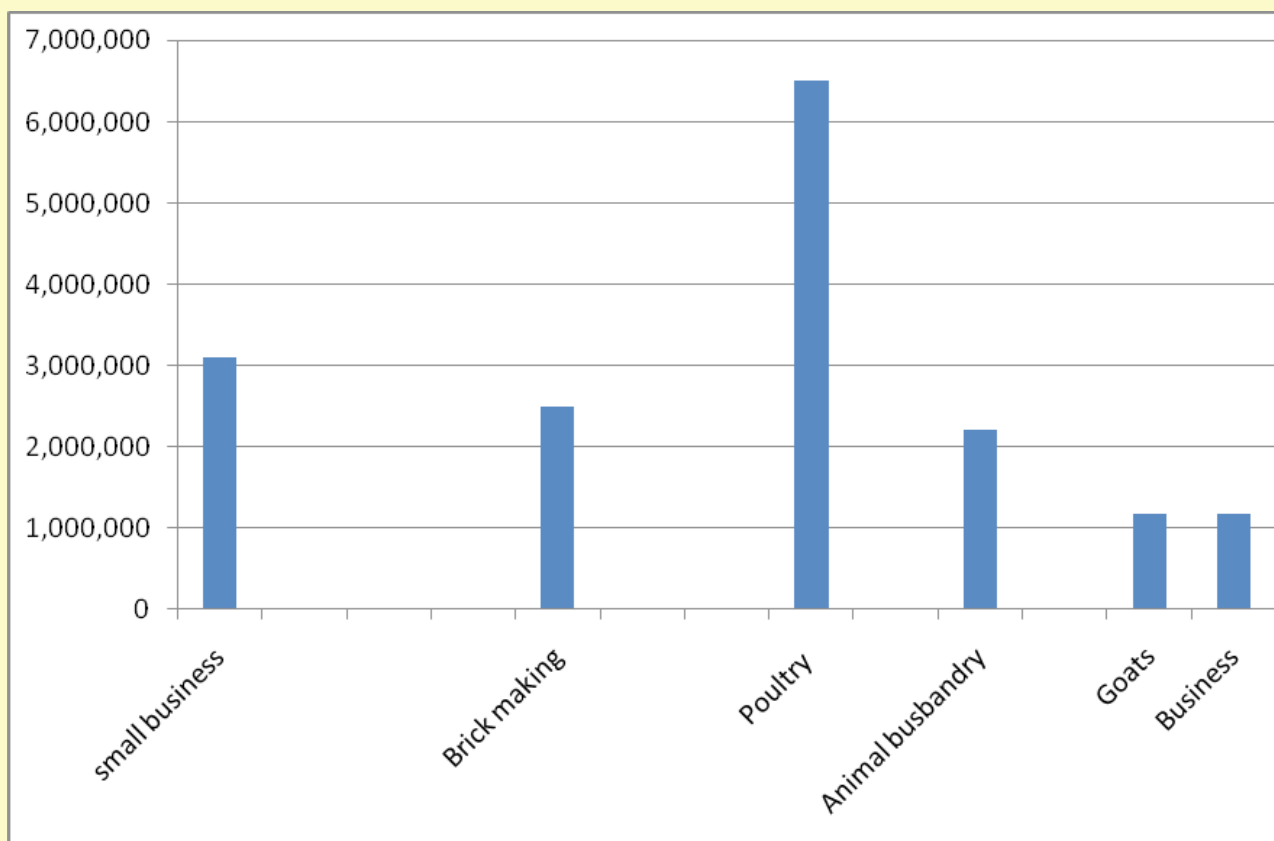
In the FY 2017/2018, Mpigi District received 18,740,000million from the basket of Social Development Conditional Grant a (39.4% disability grant). According to the finding from the District respondents, 15% of the 18 million facilitate the vetting committee that select beneficiaries and the balance is used to facilitate leaders of the groups' orientation workshop.

During the financial year 2017.18, the District planned to fund 7 groups but managed to support only 6 groups due to limited funds. Mpigi District vetting committee is comprised of the following members; ACAO I [in charge Disabilities] Chairperson ;DCDO/ Secretary ;Chairperson District Union of PWDs; one representative for the deaf; one for the blind ;one representative for Persons with Physical disabilities, and in case of Mpigi is a woman.

The maximum amount dispersed in the financial year 2017/18 was UGX. 6.5million, medium 4million, and minimum 1.16 million. The beneficiaries invested in sweater knitting, brick laying boosting petty businesses, poultry among others. The groups that received the grant include; Afaayo Disability Group; Agaliawamu development group; StAnthony School for the Deaf; Mpigi Person with Intellectual Difficulties; Abavubuka Abalikoobulemu twekembe and Abalema tukolerewamu development group.

The graph below shows the funds received enterprises and groups that received special grant for Persons with Disabilities in Mpigi District FY 2017/18.

Graph 1: **Special grants' recipients in Wakiso FY, 2017/18**



Source: Mpigi Community development office

The group that received the highest amount of the grant was St. Anthony School for the Deaf, they received 6,500,000/= and they venture in poultry. The farm is located in Butanga village in Nkozi Sub-county. The funds were used to purchase 2,000 layers, poultry feeds, deformers and food supplements among others.

The achievements received are from profits after sale and the surplus is fed onto students for nutritional purposes. The picture below show what is happening on the farm;

Figure1: Poultry Farm at St Anthony School for the Deaf in Butanga village-Nkozi, Mpigi District



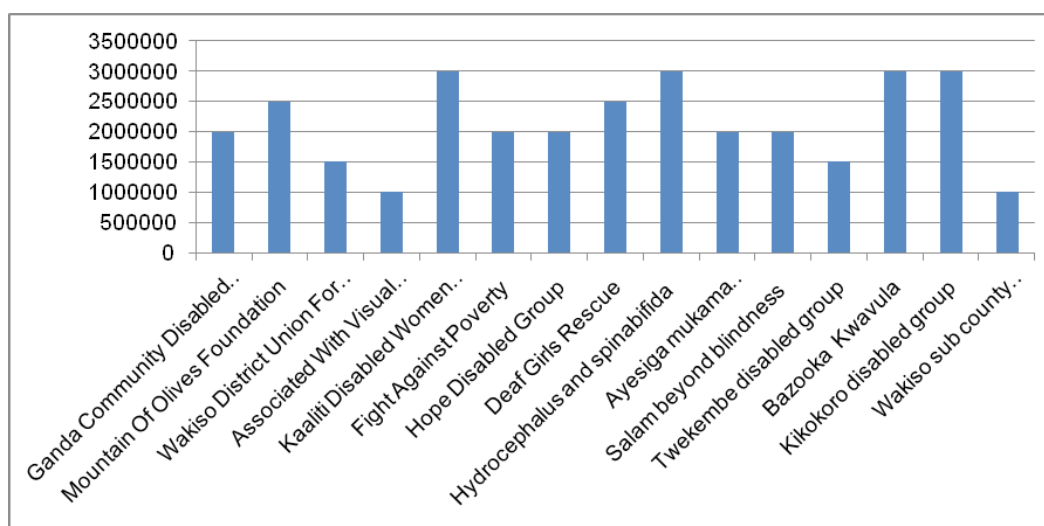
Photo Credit: Mpigi Community Development Officer

3.3.2 Wakiso District Special grant performance

Wakiso District has been benefiting from the special grant for Persons with Disabilities since inception 2009, financial year 2016/17 and 2017/18 the district dispersed thirty-two million (32,000,000/=) to 15 and 16 groups of Persons with Disabilities respectively. The highest amount received was 3,000,000/= and the lowest amount received was 1,500,000/=. The groups majorly used the money in business related enterprises that include shops, tailoring, chalk making, events management and stationary while others dealt in agricultural enterprises that include poultry, piggery among others.

The graph below shows the funds received enterprises and groups that received special grant for Persons with Disabilities in Wakiso District FY 2017/18.

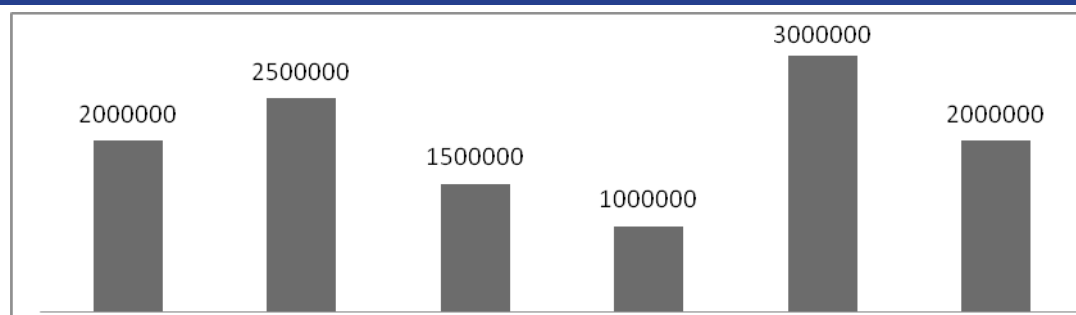
Graph 2: Special grants' recipients in Wakiso FY, 2016-2017 and 2017/18



Source: Report from Wakiso District Community Development office

In Wakiso District, the grant funds reduced and the groups that were given support also decreased, in the financial year 2017/18. The funds were given to only six groups as indicated in the table below. The funds disbursed totaled to 12 million

Graph 1: Group that received special grant for persons with disabilities in Wakiso FY, 2017/18



Source: Report from Wakiso District Community Development office.

3.3.3 Dokolo District special grant performance

Table 1: Dokolo District special grant beneficiary groups for the FY 2017/18

Group Name	Location	Activity	Grant received (Ugx)
Angwalo Dang Dano	Adok	Goats Rearing	1,200,000
Goro Dwong PWD Group	Dokolo TC	Gaots Rearing	1,200,000
Bedo Angwalo Pe Nyutu Goro PWD Group	Agwata	Goats Rearing	1,200,000
Woro Mite PWD Group	Dokolo TC	Goats Rearing	1,200,000
Angwalo Pe Kun PWD Group	Okwalongwen	Goats Rearing	1,200,000
Angwalo Omia Diro PWD	Okwongodul	Goats Rearing	1,200,000
Note Ber Pwd Group	Kwera	Sheep Rearing	1,200,000
Acwec Tek Pwd Group	Adeknino	Goats Rearing	1,200,000
Ogoro Onote Pwd Group	Kangai	Goats Rearing	1,200,000
Note En Teko Pwd Group	Kangai	Sheep Rearing	1,200,000

Source: Report from Dokolo District Community Development office

3.3.4 Kayunga District

In Kayunga district, the special grant funds release per quarter is at 6.5 million per quarter, which makes 26 Million per year. Each quarter, the funds are disbursed to at least 3 to 4 groups. In the financial year 2017/18 a total of 10 groups received the special grant in Kayunga. It was established that in the very financial year, 16 million was provided to cater for special grant which is very minimal to impact on the lives of Persons with Disabilities where the majority are in abject poverty. The SCDO Kayunga reported remarkable reduction of the special grant funds for Persons with Disabilities and Community Based Rehabilitation (CBR) programme at district level for a number of reasons that has led to the introduction of Persons with Disabilities to other grants like Operation wealth creation, youth livelihood programmes and Uganda women empowerment fund among others.

3.4 Factors affecting effectiveness and efficiency of the special grant for persons with disabilities in Uganda

3.4.1 Benefits persons with disabilities have achieved from accessing the grant

Through the reports gathered and key informant interviews conducted, it was established that there a few members of the groups that reported improved livelihoods through grant funds; they reported to have managed to start businesses.

The grant has built social relations of persons with disabilities, to be a group member you get out of home meet new people in meetings and this comes with lessons to learn, friendship and thus building confidence and self-esteem of persons with disabilities. They learn to express themselves and have given them friends who assist in information flow. The group formation has helped them to join other government programs like community driven development, women fund, youth livelihood programs and operation wealth creation among others, the social interactions are also important to build on their social cohesion abilities.

It was established that some Districts offer business management skills to the beneficiaries during orientation with reference to Mpigi District. Other than Learning from each other's simple business skills, the community development departments go an extra mile to train them in simple book keeping skills, financial management and savings to ensure they can run their enterprises with knowledge and skills.

The beneficiaries of special grant have also improved their saving culture, this is developed over time. This is also an indication that the funds have contributed to their incomes and some beneficiaries are able to pay school fees for their

children; are able to access basic health needs and other basic necessities of life like food, shelter and clothing's.

3.4.2 Challenges in the effective implementation of the Special Grant

Persons with disabilities are among the poorest of the poor and most of them are from either poor families or discriminated which has affected their social and many of them are illiterates. This has a negative effect on their access to the grant since they hardly fulfill the requirements of the grant which include group formation, development of a group constitution, constrained by exorbitant costs to which caters for TIN number creation which require filling online forms of URA and access to internet, transport costs and other accessibility needs. Payment for group registration at both Town Council and District levels takes money which often times is not in the disposal of the group members.

In some District, constraining by-laws have been developed which has made it hard for Persons with Disabilities to access the grant, for instance Kayunga District, reported that a new formulated by-law requires groups at Town Council level are supposed to pay 20,000 per group to access the grant while rural sub-county counties do not pay that fee.

High transport costs have also affect many Persons with Disabilities who would be interested to access the grant most especially those who are wheel chair users and those who need guides and sign language interpreters incur double transport costs to most to the district headquarters to deliver the group file and follow up on the decisions of the district special grant disbursements from the committee which seats only at District headquarters only.

Through this assessment, it was established that the grant has no clear monitoring and support supervision to steer its effective management and implementation. It was further established that apart from the validation exercise which is done before the vetting of the application, there was no established evidence of monitoring of the groups that benefited from the grant. The special grant guidelines are also silent on monitoring the beneficiary groups the reason why most of the funds received have been mismanaged since many beneficiaries think the funds received being a grant is to be used in any manner they are pleased of. More to note, it was further found out that the groups do not submit in the quarterly reports as a requirement for the grant and for any registered CBO in the district. This hinders the constant follow up by the CDOs in the respective areas

The assessment learnt of poor leadership of the groups; many of the group leaders has failed to stick to the primary purpose of the funds committed too at the time of applying for the funds; members tend to deviate from the primary purpose of the money and divert the usage of the money soon as they receive it.

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The money is divided for individual projects/use soon as the money is received. Many have used the grant as charismas gift, school fees, medical care and food among others.

Misappropriation of the special grant in the process of meeting the grant requirements that include transport, formation of the constitution, development of the proposal and opening up bank account. It was established that some districts technocrats in the office of community development that deal directly with grant have taken advantage of all these procidures thus taking advantage of the individual founders /leaders of the groups ending losing the grant to foot the bills herein. Once the money gets to the account –it is all spent by the group leader who is corrupt and selfish. A particular case was cited by one of the leaders where the founder used 2.5 million which was received for purposes of buying two exotic milk cows to be rolled out for members to benefit; the intention was to facilitate members multiply cows and give to members of the group on rotational basis. However, when the money was received in August 2017, the only items found in one of the monitoring visits held in October 2017 (two months later) was a small pig and a cock-(chicken). When the group founder was probed by the monitoring team, she replied that she was yet planning to get more items for the group and yet the group account did not have any more money.

Limited capacity to develop fundable proposals by the groups has also failed many persons with disabilities from accessing the grant and a few dominating accesses every financial year. Also, persons with disabilities have failed to access the grant due to poor choice of enterprise and lack of knowledge and skills in specific enterprises like production related enterprises. During the assessment, it was established that, persons with disabilities have not utilized the Sub county level Subject Matter Specialists (SMS) to guide then on writing fundable proposals, hence when their proposals are reviewed by the district level SMS they hardly pass. There is need for enhancing coordination mechanisms and building capacity of the beneficiaries in proposal writing and understanding of roles of some government departments at all levels. The special grant programme does not provide for training of members in the basis of management of projects especially for those in production related sector. And the capacity to demand for services of the Sub county SMS appears to be weak.

It has been established that negative mind-set has affected group performance, many of the beneficiaries of the group prefer handouts to working and making profits out of the grant. It should be noted persons with disabilities still hold a mindset of surviving on the handouts the reason when the grant is received; it's spent on a short time possible. In some groups once money gets on the group account, the negative dynamics set in; failure to manage group dynamics, funds

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ends up being shared and spent.

Capturing records of the enterprises- from baseline; and later on managing records to be able to demonstrate progress was still a challenge.

Limited markets to sale their products; those who ventured in goats rearing their reasons were more focused on their ability to look after the goats as opposed to what the market out there dictated. In the long run, the markets were not available for goats. It should be noted that enterprise selection is a process. It requires plenty of time to dialogue, analyze market trends, budgeting etc. yet the technical is small in numbers and demanded by other big programmes like UWEP, YLP, and Integrated Community Learning for Wealth creation (ICOLEW), and OVC – vocational skilling.

4.0 Major observations that require attention

After looking at the different literature i.e. the existing laws, policies and programmes, reports from both the districts and the information from the field visits, the team identified some gaps which need attention. These include;

Limited funding of the grant, Since the policy was passed in 2009 with a budget of 3 billion that was given to 49 Districts of Uganda, this has never changed to any better yet the districts have increased to 122 districts and new ones are in offing. This has affected performance of the grant thus can improve the income levels and livelihoods of Persons with Disabilities.

Amount received; there is no clear criterion which is indicated either in the guidelines or at the Ministry headquarters on the amount of funds which go to the districts. As a result, the districts find it hard to plan for the groups to be given the funds and the money to be used for administering the grant including the monitoring and support supervision. In addition, this leaves the CDOs at the sub counties in a situation where they cannot adequately advise the applicants on how much they should expect.

Number of groups; the guidelines are silent on the number of groups to be considered, and the balance of all sub counties in every district. They only mention the selection criteria which are also rather hard to meet bearing in mind the education and exposure levels of the Persons with Disabilities in the rural sub counties. The absence of prior knowledge on how much the district expects also puts the vetting committees in a hard position to advise the groups.

The study established that since the 2009 when the policy was passed, the National Steering committee has never sat to deliberate on matters concerning the grant. However, the special grant guidelines have been reviewed four times

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and during the fourth review, the District Council for Disability was removed from the vetting committee and left to take on the monitoring role which has no clear budget to implement it. The removal of District Council for Disability on the vetting committee leaves a vacuum of impartiality; this may be jeopardizing the entire process. It should further be noted that, the reviews in the guidelines done were out of order since the National steering committee which is supposed to guide the technical personnel did contribute to the reviewing of the guidelines.

The vetting committee; while the guidelines are clear on the people to sit on the committee, DCD leadership was scrapped from the committee yet the Council is supposed to sit on the National Steering Committee. This is a gap and it affects council monitoring role because you cannot hold a person countable when you are denied a chance to approve the resources given. Thus anomaly needs agent attention. The guidelines still are not clear on how to determine the vulnerability of the group this makes it hard for the vetting committee to determine the most vulnerable who is legible to access the grant. An example is where they are expected to network with other institutions which give funding in the district. This is a good activity to be carried out but it is impossible because of the little resources given to them. In order to talk to the youth or the women committees, they have to organize formal meetings and such meetings have to be funded.

The application process; The aim of putting in place the special grant was to improve the PWDs' livelihoods in the fulfillment of a number of policies and programmes for development, However, in most of the districts, the Persons with Disabilities groups are not assisted during the application process. They are subjected to writing a proposal which is even hard for both the youth and the women. Although the draft proposal form was put in "Implementation guidelines for the social development sector conditional grants FY2009/11, most districts do not avail these forms to the Persons with Disabilities groups. These two other programmes developed a form for the groups to ease the process but the special grant has none. The districts which have did it out of their initiatives.

Monitoring and support supervision; It is not indicated either in the guidelines or in the reports apart from Wakiso that the groups which succeed in getting the grants are first given some kind of training or induction. This puts both the groups and the CDOs in a hard position especially among the group members that this is a grant not a loan. At times this leads to the misuse of such funds. The lack of the project implementation guidelines for each group coupled with the failure of the supervisors to have timely monitoring puts the grant results at risk.

Report writing; It is not indicated in the guidelines that the groups are expected to hand in timely reports however it is a policy that every CBO in the district is

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expected to give an annual report of its activities in the previous year. With this assumption, reports are always expected but from the field visits, it was realized that these reports do not come. It makes it difficult for the CDO to make a follow up. That is why it was mentioned in the challenges that some groups disintegrate after receiving the funds.

5.0 Limitations of the study

The study was conducted with limited scope due to financial constraints that could not allow it study special grant in the entire country which would have been ideal to inform planning, budgeting and implementation of the grant.

During data collection some districts were not cooperative to provide sufficient information related to the grant, these Districts include Mukono, Kayunga and Kampala Districts.

6.0 Recommendations

- The term “vulnerability among the benefiting groups for Persons with Disabilities should be defined so as toward the grant to the right groups. There should be a clearer criterion;
- MGLSD should disseminate legal and policy framework on ageing to district leaders including older persons with the aim of increasing awareness on issues and concerns of older persons and Persons with Disabilities;
- Bearing in mind the education levels of the vulnerable Persons with Disabilities, the already drafted proposal guidelines should be availed to them to fill so as to ease the application process;
- MGLSD should appeal to Ministry of finance to reverse the guideline where the special grant comes as a conditional grant because the negative attitude towards them by some officers still exists;
- The amount of funds given to the groups should be revised upwards bearing in mind the present economic situation;
- MGLSD should put aside some funds to continuously monitor the implementation of projects which benefit from the special grant. This will assist in tracking progress and the groups will be encouraged to give in written reports and;

- The desired enterprises MUST be subjected to a market analysis to inform the final decision of either dropping or taking them on. Groups must be prepared to have a business mind set if they are to achieve the three objectives of the Special Grant.

Annexes: Main enterprises supported

Annex 1: Summary of Mpigi district special grant beneficiaries for the FY 2017-18

NO	NAME OF THE GROUP	ENTERPRISE	SECTOR	AMOUNT	CONTACT PERSON
1	Afaayo Disability Group	Boosting the production of sweaters [purchase of a knitting machine, punch cards, and yarn bells]	Cottage knitting industry	3,094,000=	Ssemakula George Bazze 0782 797 414
2	Agali awamu development group	Brick making	Construction	2,500,000=	Namirembe Miriam 0776 350 113
3	St Anthony School for the Deaf	Poultry –feeds, de-wormers, supplementary feed for 2,000 layers	Production	6,500,000=	Fr. Anthony Ssenkaayi 0779 822 952 0758 339 967
4	Mpigi Person with Intellectual Difficulties	Pig rearing Pigs, feeds and treatment	Production	2,200,000=	Mutebi G.W. 0782 011969 0705 365 348
5	Abavubuka Abaliko obulemu twekembe	Goat rearing	Production	1,168,000=	Ssemwanga Alophose 0756 060 741

6	Abalema tukolere wamu development group	Boosting of petty businesses	business	1,168,000/=	
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**Annex 2: Summary of Wakiso District special grant beneficiaries
for the FY 2016-17**

WAKISO DISTRICT LOCAL GOVERNMENT



PWD PROJECTS FUNDED IN FY 2016/17

No	Name of Group	Location	Amount Received	Project Enterprise	Contact Person
Sub County: Masuulita					
1.	Kabaale Parents of Children with Disabilities	Kabaale Ward	2,500,000/=	Plastic Chairs	Nakiryowa Jane
2.	Kanzize Disabled Group	Kanzize Ward	1,700,000/=	Plastic Chairs	Ojolong James
3.	Bbaale Disabled Group	Bbaale Parish	2,500,000/=	Cattle Keeping	Kabuye Martin
4.	Tuwubaali Disabled Group	Tawbaani Parish	1,700,000/=	Candle Making	Misinde Lawrence
5.	Mmanze Disabled Group	Mmmanze Parish	2,500,000/=	Candle Making	Nalubega Sarah
6.	Luguungude Disabled Group	Luguungudde Parish	2,000,000/=	Plastic Chairs	Namutebi Joweria
7.	Katikamu Pael Group	Katikamu Ward	2,000,000/=	Candle Making	Mirembe
8.	Wabiyinja Disabled Group	Lwemwedde Parish	2,000,000/=	Plastic Chairs	Kiyaga Duncan
KAKIRI					

9.	Agaliawamu Sentema Disabled Group	Sentema	2,000,000/=		Birabwa Eron
10.	Bazooka Kwavula	Lubbe	2,000,000/=		
11.	SsiButesobola Disabled Group	Kikandwa	2,000,000/=		
Sub county: Mmende					
12.	Kaaliti Disabled Women Network		3,000,000/=		Mumbejja Mazzi Deborah
13.	Fight Against Poverty		2,000,000/=		
14.	Hope Disabled Group		2,000,000/=		
15.	Deaf Girls Rescue		2,500,000/=		Rehema Malome
Sub County: Wakiso					
16.	Salam Beyond Blindness				

Annex 3: Summary of Wakiso district special grant beneficiaries for the FY 2017-18

No	Name of Group	enterprise	Location	Amount
1.	Ganda Community Disabled Development Association	Stationery	Ganda-Nansana municipal council	2,000,000/=
2.	Mountain of Olives Foundation	Down Syndrome	Wakiso	2,500,000/=

3.	Wakiso District Union for The Disabled People	Projector	Wakiso	1,500,000/=
4.	Associated with Visual Impairment	Popcorn	Kajjansi Town Council	1,000,000/=
5.	Kaaliti Disabled Women Network	Chalk making	Mende sub county	3,000,000/=
6.	Fight Against Poverty	cha	Mende sub county	2,000,000/=
7.	Hope Disabled Group		Mende sub county	2,000,000/=
8.	Deaf Girls Rescue		Mende sub county	2,500,000/=
9.	Hydrocephalus and spina-bifida	Katabi town council		3,000,000/=
10.	Ayesiga mukama women,group		Masulita sub county	2,000,000/=
11.	Salam beyond blindness	Tailoring	Wakiso town council	2,000,000/=
12.	Twekembe disabled group	tailoring	Kakiri sub county	1,500,000/=
13.	Bazooka kwavula	piggery	Kakiri county	3,000,000
14	Kikokoro disabled group		Wakiso town council	3000000/=
15	Wakiso sub county development initiative	Tailoring		1,000,000/=

Source: Community Development office-Wakiso District

Performance of Special Grant for Persons with Disabilities in improving their Livelihoods in Uganda

Appendices 4: Pictures of enterprises of Beneficiates in Mpigi District



Source: Mpigi Community Development Office