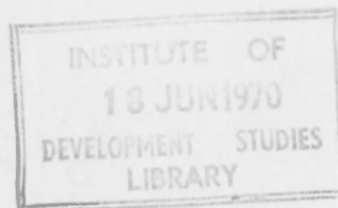


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DEVELOPMENT PROBLEMS AS SEEN FROM THE VIEWPOINT OF A
REGIONAL ADMINISTRATION.

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These papers are prepared as a basis for Seminar discussion.
They are not publications and are subject to revision.

DEVELOPMENT PROBLEMS AS SEEN FROM THE
VIEWPOINT OF A REGIONAL ADMINISTRATION

INTRODUCTION :

The exploitation of scientific and technical possibilities is of distinct importance for the development of the whole world today.¹ It is therefore, necessary to establish a balance between theoretical and applied research. At this juncture I would like to maintain that the time to indulge in polemics concerning the question of whether theoretical research is better than applied and vice versa is completely gone. Therefore, I would like to suggest that the study of the problems of economic development generally and development problems in Uganda in particular should be accorded priority in this Department of Economics at Makerere.

THE IMPORTANCE OF ECONOMIC PLANNING :

Many economists have asserted that in the current world situation, no developing Country can hope to achieve steady progress without Planning and some form of organization of its resources.² Obviously, the scope of the economy which its planning covers must, of course, depend on the nature of the resources which are at the disposal of the people and on the possibilities of developing them. First of all are the basic physical resources of the region (economic unit), such as the character of its climate and of its soil, the extent and location of its mineral deposits and sources of power, its natural communications, and its vulnerability to disease of crops and livestock. Secondly, there are human resources and the Social structure of the inhabitants their skills, experience, incentives and initiative. No less important,

of course, are such factors as access to external capital or technical skills, the world demand for the products of the country and the political limitations influencing production.

In view of the above we all can agree that it is important to plan Development in Uganda. Therefore, I would now like to come back to my heading which has been called development problems as seen from a viewpoint of a regional Administration. First of all I shall have to define what I mean by a region. In this paper I shall use the term "Region" to describe an Administrative District in Uganda as contained in Section 80¹ of the Constitution of Uganda. Further I shall use the term "Administration" to mean combination of the Uganda Government Administration and District Administration (District Administration is defined in Section 1.¹ of the Local Administration Act of 1969.).

On the basis of Bunyoro District this paper will attempt to make a general analysis of the problem of establishing District Planning Committee in Uganda. The field is a wide one and embraces a complex of technical and Administrative factors which are closely interlocked. Since the purpose is to cover the field in a comprehensive way, many of these factors are mentioned, but more space is given to the Administrative side than to the technical.

Geographical Position:

Bunyoro district forms part of the Western Region and lies between the latitude 2° 36' N-0° 0.48' and longitude 30° 30E (Map of Uganda). The total area of the district is 7,580 sq. miles of which 6,355 sq. miles is land 4,532 of which is cultivatable and 1,225 sq. miles open water.³

Bunyoro has boundaries with Toro and Lubende in the South, East Mengo and Lango in the East, Acholi and West Nile in the North and Lake Albert in the West.

Population: According to the 1969 Census the population of Bunyoro was estimated at 348,031. This population is not uniformly distributed (See the table below). The Banyoro or Ba-Kitara) are the principal tribe and exhibit various degrees of Hamitic influence. In the north are the Eachepe (Jo-pa-lua) a tribe having their own language a kin to LWO or Lang; along the Nile the Baruli who spread over into East Mengo and Lango. Many Lango and West Nile settlers have crossed to settle in Bunyoro.

TOTAL POPULATION OF BUNYORO DISTRICT IS 348,031

2. POPULATION DISTRIBUTION IN BUNYORO DISTRICT:

	POPULATION	AREA
(a) BUGANKYA COUNTY		1,366
(b) EUSISI COUNTY		852
(c) BUYAGA COUNTY		1,005
(d) BUGANGAISI COUNTY		627
(e) BUNULI COUNTY		892
(f) KIBANDA COUNTY		797

3. POPULATION PER SUB-COUNTY:

BUGANKYA COUNTY		POPULATION	BUYAGA COUNTY		POPULATION
(a)	KITIBA SUB-COUNTY	14,314	(g)	BURANIKA SUB-COUNTY	9,834
(b)	BURIMBA SUB-COUNTY	12,113	(h)	BISERUKA SUB-COUNTY	6,921
(c)	EUSISI SUB-COUNTY	12,109	(i)	KIZIRANFUMBI SUB-COUNTY	5,864
(d)	MIGOROBYA SUB-COUNTY	10,627			
(e)	KABWOYA SUB-COUNTY	4,052			
(f)	KYANGWALI SUB-COUNTY	10,343			

<u>BUJUMBURA COUNTY</u> POPULATION		<u>BUYAGA COUNTY</u> POPULATION	
(a) NYABIGAMBIRE SUB-COUNTY	12,295	(a) KAGADI SUB-COUNTY	17,676
(b) MWIJANGA SUB-COUNTY	16,125	(b) MABAALÉ SUB-COUNTY	5,556
(c) BUDONGO SUB-COUNTY	14,008	(c) KIRYANGA SUB-COUNTY	3,158
(d) BULIISA SUB-COUNTY	20,655	(d) KANYAISOMÉ SUB-COUNTY	8,489
(e) BIISO SUB-COUNTY	6,765	(e) MUGARAMA SUB-COUNTY	7,328
<u>EUGANGAIZI COUNTY</u>		(f) MWAMIRI " "	9,651
(a) NYARWEYO SUB-COUNTY	3,509	<u>ITIBERA COUNTY</u>	
(b) KATINDO " "	4,386	(a) PAKANYI SUB-COUNTY	7,982
(c) KASALEYA " "	4,860	(b) KAPUJUBU " "	8,912
(d) MROCKO " "	4,842	(c) NYANGUYA SUB-COUNTY	15,392
(e) MATALE SUB-COUNTY	8,678	(d) MURRYA " "	14,597
<u>MIBANDA COUNTY</u>		(e) KIBENGO " "	3,151
(a) KIGUMBA SUB-COUNTY	1,711	(f) MASINDI-PORT " "	3,938
(b) KIRYANDONGO SUB-COUNTY	15,720		
(c) MUTUNDA " "	7,510		
(d) NATIONAL PARK	89		

ADMINISTRATION :

Bunyoro District ADMINISTRATION and DISTRICT HEAD-QUARTERS are at Hoima. Hoima is the principal centre of Bunyoro. For ease of Administration an Assistant District Commissioner is stationed at Masindi. Masindi town has more facilities than Hoima e.g. Masindi hotel operated by the Uganda Hotels. For a variety of historical and geographical reasons the departmental administration of Bunyoro is divided between Hoima and Masindi. This presents the first development problem namely that liaison and cohesion of effort suffers as a result of this dispersion of staff.

LAND TENURE : The question of land tenure is now beginning to assume ever-increasing importance in Bunyoro district. This is not surprising, in fact it is inevitable in any

African Country that is changing as fast politically, socially and economically as is Uganda today.

Historically land tenure in Eunyoro has been ever changing. In 1939, a system was evolved, whereby a cultivator could obtain a certificate of occupancy safeguarding him from all exactions in respect of his land and conferring on him individual rights to the undisturbed enjoyment of his holding. The occupier of land under this system could not sell, transfer or sub-let any portion of the land covered by the certificate, but on giving notice he could sell the buildings, crops or any improvements. He could dispose of his rights by will, and in the absence of a will, his heir (by native custom) inherits the holding. The rights under the certificate were cancellable if the holder discontinued cultivation or occupation (after a period of six years).⁴

At present, in accordance with the new land policy, many Banyoro are struggling to get land titles. This shows that the new system may promote the sense of security and increase incentive to effect improvements and also reduces the scope of litigation. Of course in Buyaga and Bugangaizi the Mailo Land System had been introduced during the Buganda Administration.

The difficulties in Land Tenure

I would be wrong to give the impression that all is in plain sailing in the implementation of the new land policy. Difficulties are, of course, being encountered all along the line. Perhaps the biggest difficulty is the "jealousy" among neighbours. One after hearing that his neighbour has applied for a lease for the land he has been holding under the former system, will raise to

complain that he is the true owner of the land and in some cases cases one may expect havoc to take place. This is due to poverty among the people. Secondly those who have more are boastful and un-cooperative. One day a cow of one man was shot by an arrow!

Secondly some people do not have the money to pay for the survey and all other necessary work that is involved in granting a lease. The third one is the insufficiency of staff of the Survey Department.

ECONOMICS :

1. The inherent wealth of Bunyoro District lies in the efforts of peasants who produce a variety of crops. Of course, in conditions such as those prevailing in the district, the value of agricultural production must be judged by the amount of subsistence provided for the peasants rather than by the cash it earns.⁵ If we take all food crops produced in the district, Bunyoro appears normally self-sufficient in the supply of food,⁶ provided the internal market were properly organised. The Rural Development Programme Programme should take this problem since the locals themselves should set their priorities in accordance with required services.

There are other sources of prosperity in the district like livestock, fishing and forestry.

AGRICULTURAL ECONOMY :

As already mentioned the agriculture in the district is mainly based on subsistence farming with a gradual structural change to commercial farming.

2. The environmental factors (ecological) favour the production of cash crops and this combined with sparsely

populated tracts and could contribute to a successful commercial farming.

AGRICULTURAL FARMING

The traditional agriculture of Bunyoro was predominantly based on hand-cultivation. This is now in the process of transformation, to modern and mechanical cultivation. Ox-cultivation had been dormant for sometime due to inadequacy of livestock, topography of the area and the vegetation of some places. To this it must be added that the Banyoro have in the past shown themselves to be poor cultivators, in so far as is shown in the lack of attention given to ploughing or weeding of crops as well as untimely planting.

Problems :

1. The lack of facilities to teach farmers modern farming techniques.⁸ Of course, the Farm Institute has now been completed and apparently the problem will be gradually solved.
2. Finance: Most farmers are still unable to use the opportunity of getting loans due to lack of mortgage (surety).
3. Ignorabism. Due to late planting last year cotton could not be picked and sold and therefore only 22,084 bales of lint were produced instead of 27,500 bales estimated.
4. Insufficient extension staff.
5. Lack of Farm management know-how.
6. Failure to comply with Government policy of diversified farming.

Forestry : With the integration of services, the forest estate increased by 366.73¹⁰ square miles so that there is now in the district 716.39 square miles. The major forests are:- Budongo, Siba, Bugoma and Kakuniro. There is also a forest plantation at Wampanga.

TIMBER ECONOMY :

There are six saw mills which manufacture timber from all the forests of Bunyoro. Their production in 1968 was as shown below ¹¹ :-

Saw mill	Total Volume	Total fees
Budongo Sawmill	993,715	985,059.50
Siba (Sikh Sawmills & G.)	355,365	308,792.80
Bugoma (" " " ")	214,354	49,028.95
Bubwa Sawmill	237,162	181,094.45
Partap Sawmill	68,044	65,604.50
Mawokota Sawmill	60,198	74,934.10
TOTAL	192,838	1,664,504.15

In conclusion Bunyoro is the biggest money earner in Uganda's forest Department. Bunyoro forests are really potential for money-making business.

Problems:- Due to the lack of equipment, the department cannot maintain its own roads.

2. Elephants are causing considerable damage in Budongo and Bugoma forests.
 3. Due to financial difficulties African Ugandans are not yet participating in Timber Industry.
- 1B. If there was finance Africans could establish Sawmills, Pitsawyers Companies and forest contract Associations.

LIVESTOCK :

The District has about 50,000 indigenous and boran cattle, and 12,000 exotic cattle. In addition there are about 55,000 goats, 6,000 sheep and 300 pigs.¹²

Problems: It would appear that the Banyoro have always claimed to be pastorists rather than cultivators, but such claims do not imply that the land is better adapted for grazing than for cultivation or that the community has a

greater aptitude for raising stock than for producing food and cash crops. Historically, it often means that the men prefer a pursuit which permits them to leave the women with the more onerous part of rural life, such as hoeing and weeding.

Problems: The problems that need mention here with regards to the process of change from traditional to a well managed farming are:

Technical

- (a) Preliminary Information by physical requirements.
- (b) Physical requirements.
- (c) Diseases.
- (d) Staff.

Administration:

- (a) The human problem and
- (b) Finance.

IB. Bunyoro has favourably responded to policies of the Ministry of Animal Husbandry Game and Fisheries. There are three well established ranches and four government farms (Isimba, Bulindi (2), Kigunba). All the milk is marketed through the Dairy Corporation at Hoima and Masindi.¹⁴ The future of Animal Industry, i.e. Dairy farming and Farming for Beef - production is very bright. In Masindi there is a milk cooler and in Hoima plans are underway to have one. With regards to beef, there is sufficient demand internally and the Industry would need expansion to have surplus in order to contribute to Uganda Meat Industry's Development.

TRADE:

Although African Ugandans have been opening up wholesale Companies in various areas of the District and

many of them also appointed agents of the I.T.O. There are some problems that are note-worthy namely that:-

- (a) Most of transport facilities are still in the hands of Non-African or Non-Ugandans.
- (b) Almost all commercial buildings are still owned by non-Africans and far worse, sometimes, non-Ugandans who show a tendency to raise rents of their shops let to African traders.
- (c) Due to lack of sufficient capital African -Ugandan traders are unable to compete with their counter-part traders of Asian Origin.
- (d) Lack of experience and know how.
- (e) Investment decisions are not timed.

GENERAL PROBLEMS:-

Although fishing Industry is of considerable importance on Lake Albert (Bugungu), and Butiaba there are development problems. Namely:-

- (a) Transport facilities and storage.
- (b) Technological problems i.e. the drying of fish is done by salt and other traditional methods. Due to this, the Bugungu fish can not be able to compete with the Kenya fish from Lake Rudolf which is dried by electricity, on the Congo market. (Kenya exports fish to Congo Via Pakwach.).
- (c) Finance.
- (d) Lack of initiative to save
- (e) A Fisherman on reaching the landing simply matches to the bar where he spends almost all the cash he has obtained out of his fish load.
- (f) There are some crops like passion fruit, pineapples, yams and mangoes which are not very much encouraged. Of course, to encourage the growing and marketing of these crops would need storage centres and a canning

plant somewhere in UGANDA.

- (g) People with proper education are not willing to join trade. There are more problems in the fields of Health, Communications, Education, Co-operatives, Water Supply and Community Development which due to lack of time are excluded.

THE IMPORTANCE OF ECONOMIC PLANNING AT DISTRICT LEVEL

Economic planning is considered to have come into being after the second World War. This sounds true because it was during the second World War when Governments saw the necessity of scientists to help in solving Administrative problems.¹⁴ The scientists were asked to formulate the tactics and strategy of the tactics and atrategy of the armed services. Outstanding example of the tactics and strategy formulated by scientists was the linear-programming of distribution¹⁵ i.e. the North-West corner Rule (NORD-WECK-REGEL), which is today widely used in solving transport problems (see the mathematical model below) and vogel's Approximations.

APPLIED LINEAR - PROGRAMMING IN TRANSPORT TASKS (MODEL/MATHEMATICAL)

Ports of Embarkment	Ports .of. dis-embarkment						Capacity of Ports of Embark	
	1.	2.	3.....	j.....	m		
1.	a11	a12	a13	...	a1j	...	a1m	a1
2.	a21	a22	a23.....	...	a2j.....	...	a2m	a2
3.	a31	a32	a33.....	...	a3j.....	...	a3m	a3
⋮	⋮				⋮		⋮	⋮
⋮	⋮				⋮		⋮	⋮
⋮	⋮				⋮		⋮	⋮
⋮	⋮				⋮		⋮	⋮
⋮	⋮				⋮		⋮	⋮
⋮	⋮				⋮		⋮	⋮
⋮	⋮				⋮		⋮	⋮
⋮	⋮				⋮		⋮	⋮
⋮	⋮				⋮		⋮	⋮
n	an1	an2	an3.....	...	anj.....	...	anm	an
Capacity of Ports of dis-embarkment	b1	b2	b3	bj.....	...	bm	n m (ai = bj) i=1 j=1

At this juncture I have to quote Mr. Ward (Research officer to Royal Institute of Public Administration's Study Group on operational Research in Local Government). He said the following:-

"Increasingly, administrators are recognising that scientists bring a different attitude of mind to the solution of many administrative problems. This difference springs largely from two sources; first, their greater familiarity with mathematics and particularly mathematical statistics which is an essential part of all scientific studies, whether it be biology, physics or psychology; the fact that the task of administrator is to maintain the organization in an active and involving state while that of the scientist is to solve problems."

In view of the above I should mention that although administrators in Uganda may not be economists, but they are in the process of becoming an important element in economic planning. At present we have a District Planning Committee in every district of Uganda. The District Planning Committee is for the District what the planning commission and Ministry of Planning and Economic Development are for THE NATION.

1. DUTIES OF A DISTRICT PLANNING COMMITTEE

- A 1. Co-ordination: (a) This is very important that the work of all departments be co-ordinated at a district level.
2. (b) This co-ordination involves a systematic reporting of progress in the implementation of all projects in the district, and the reporting in detail by each Departmental Officer of the progress, problems and assistance that may be needed.

2. RECOMMENDATIONS:

A. The D.P.C. is required to make recommendations on projects to be included in the third five years Development Plan.

B. COMPOSITION OF D.P.C.

1. DISTRICT COMMISSIONER - CHAIRMAN.
2. ECONOMIST/A.D.C. - SECRETARY.
3. SECRETARY GENERAL - MEMBER
4. ADMINISTRATIVE SECRETARY - MEMBER
5. TREASURER - "
6. WORKS SUPERVISOR - "
7. ALL HEADS OF UGANDA

Government Departments - Members, in the district.

OPERATIVE PLANNING.

The Bunyoro D.P.C. is still in the process of formation and therefore it has not yet planned as such.

DEVELOPMENT PROBLEMS

1. The D.P.C. has no legislative powers therefore it cannot take direct executive action.
2. The D.P.C. can only suggest or recommend but not command.
3. The membership of D.P.C. appears too large.
4. Lack of experience in planning.
5. Lack of trained economist to work as secretary and expert advisor.
6. Lack of analysis about the standard of development achieved in the district.

In view of the foregoing problems I would like to conclude that the work of the D.P.C. is not an "end" in itself but a means "to achieve the end" namely implementation of economic plan. Should the D.P.C. succeed in planning activities then there will be more chances realistic planning.

CONCLUSION

Even if it may not be the policy of the Government, I have to suggest that many of you take up research projects to make accurate survey of economic Development and also advise on planning and implementation of plans.

- D. At this point I have to tell you what General Smuts suggested. General Smuts in the course of the Rhodes memorial lecture delivered by him at Oxford in 1929, he said: "Africa is developing under the control of a number of European powers, and different and often conflicting principles are being applied by them in the Administrative, educational, and legal fields." He, accordingly pleaded for the compilation of a survey of conditions in Africa as a whole, so designed as to include also a review of the extent to which modern knowledge is being applied to African problems.

We are therefore challenged if we cannot in 1969, co-ordinate the teaching of economics at the University with practical planning in Uganda. Furthermore, economists in Uganda should have an Association which would work with the Government in a consultative capacity.

FOOT NOTES:

1. Mr. C.A.G. Wallis in the introduction of his paper "Urgent local government problems in Africa," which was presented to a seminar on Urgent Administrative problems of African Governments convened by UN, Economic Commission held in Adis-Ababa from 2-12th October, 1962, said, "Every African Country, whether its Independence is long-standing, recent or imminent, is now set upon a course material and social development and must have access to the best knowledge and skill of countries which have already travelled along this course."

2. MODJABEN DOWVONA, M.B.E, M. A.: Registrar of the Ahmadu Bello University, Zaria, Nigeria, asserted these in his article entitled "Training for Development in Africa" published in Volume 65-No.259 (April, 1966) of Royal African Society London.
3. A report on back ground information in Bunyoro by A.A.O., MR. WILSON MALUKHUBA.
4. Report on an Enquiry into Kibanja system of land tenure 1931, Messrs: Thomas and Rubie.
5. On page 29 of my thesis: The economic importance of developing a public sector as a means to achieve economic Independence of Uganda, submitted to professor Borgnier, Hall/University in March, 1964.
6. Annual Report of Bunyoro District Agricultural Report, 1968.
7. R.O. Hennings, Deputy chief secretary, Kenya in his article titled, Grazing Management in the Pasval Areas of Kenya published in volume X 111, No.4 of Journal of African Administration October, 1961.
8. Bunyoro Agricultural Annual Report, 1968.
9. The same as in (8).
10. Annual District Forest Report of 1968.
11. The same as in (10).
12. Annual District Veterinary Report of 1968.
13. Kiryana, Kyempisi and Bunyoro growers Union Ranch (Rwenigale).
14. Operational Research by R.A.Ward, summer, 1962, Vol. 40 Journal of the Royal Institute of Public Administration.
15. Introduction to lectures on linear - optmation by Dr. Heisendor, 1963, Halle/University, Germany.

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