

CHALLENGES OF DECENTRALIZATION SYSTEM OF LOCAL GOVERNANCE

A CASE STUDY: ADYEL DIVISION, LIRA MUNICIPALITY,

LIRA DISTRICT

BY

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DECLARATION

I Tolit Morish do here by declare that this research report research is my original work and has never been submitted to any other university or institution for any award of a bachelor degree

Signature.....

D ate.....26/09/2016

APPROVAL

This is to certify that this research report has been under my supervision and has never been submitted to any university or institution for any degree award.

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DEDICATION

I **Tolit Morish** do dedicate this research report to the followings :Paul Acak Omara ,Akidi Sharon , Mum ,Dad ,Omara Bonny,Anok Omara, Auma Omara Okullu Tonny Fred ,Jennifah Acen former girl friend ,Angom joyce ,Olara Abel ,Grand Mum for their support that enabled me study up to University .

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Special thanks also go to my brother Paul Acak Omara, Akidi Sharon L. Mummy, Bodo martin for their moral and financial support.

ABSTRACT

The research thought to established challenges of decentralization system of local governance in Adyel division Lira Municipality.

The main objectives were to find out the problems facing system ; to established the people attitudes toward the system ,compare the decentralization and centralized system .explore ways of how the system can be module to suit the needs and achieving its intended objectives and generates data that can be used by the government, non-governmental organizations in the field of leadership and good governance ,ministry of local government and other stake holders in the field to improve on the performance of decentralization in Adyel division.

The researcher used non probability and probability techniques of data collection and analyzed the data using SPSS version 2.0.The data was presented using graph tables and pie chart.

The findings of the study revealed that the major challenge facing the system was high illiteracy rate, corruption among others. This make the participation of locals remain a challenge the study also discovered that despite the different hardship and challenges some achievement by improving people's lives have been made and this has been due to the intervention by the government and other stake holders .

The solution sited include capacity building, increase people's participation, doing away with corruption and having a strong financial base among others

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CHAPTER ONE

INTRODUCTION

1.1: Introduction

This chapter gives short background of decentralization, which forms the core of the study. It looks at the statement of the problem, the objectives of the study, the scope of the study, research questions and the significance of the study.

1.2: Background of the study

Decentralization is a term that means different things to different people depending on their interest and area of focus. It is aware that therefore carries several meanings.

Conceptually, decentralization is a term that presupposes centralized and unitary state and describes a process by which powers (political decision-making, financial and managerial powers) are transferred from the Centre of local government (corporate bodies) giving them more autonomy and worthy to manage their local affairs within the frame work of unitary as well as local diversity and autonomy. This policy is among the packages under the structural adjustment programmes which were put in place by the World Bank and International Monetary Fund.

Decentralization in Uganda has evolved through numerous stages up to its current stage. It should be noted that during the early 1960s some regions had some semi-independent status for example Buganda, later on under the UPC government; district also had some corporate status for example the districts of Teso and Lango. Between 1972-1985 the institutions of local self-government challenges while centralizing tendencies were reinforced. However, from 1986, the

situation started changing more especially when the NRM government assumed power and set out to empower the people and to reawaken the spirit of local participation in all spheres of local self-government.

Through a number of processes starting from the commission of inquiry in to the local government in August 1986, the decentralization system has been formally made legal with the enactment of the Local Government Act of 1997 coupled its inclusion in the 1995 Uganda's constitution framework.

Adyel division is found North of Lira District about 4km from Lira town .However despite this system being put in place by the government to provide services to the people, there are number of things, which are not going on well. For instance in Adyel, 60% of the total population cannot afford two meals a day and many do not have access to safe drinking water.

The area used to be a cassava processing industry (starch factory) in the past, which is not the case today.

The rural road network is very poor and this has also hindered not only bringing of services nearer to the people but has also affected the level of commercial activities in the division.

Although Lira Municipality is well known for having some of the best schools with a good performance in Uganda, Adyel division still remains behind other sub counties in the district with some few schools with poor performance. The leadership at the division and district level have not done enough to avert the situation.

Such a scenario therefore triggers off or necessitates for a research study to be carried out to establish the challenges affecting the decentralization system of administration which is being adapted by the government to bring nearer to the people the service provision.

1.3: Statement of the problem

The decentralization system of administration is such a good system that encourages people's participation in decision-making and ownership of the development projects and benefits if at all implemented well and successfully.

Despite these benefits however, the situation in Adyel division in relation to social service provision to the people, is in a poor state, for instance many people are illiterate, majority live below the poverty line and the number of malnutrition related deaths are uncountable. There is poor sanitation and to make it worse people have poor levels of standard of living due to the severe poverty levels. This therefore, means that decentralization as a system adapted by the government to provide services to the people is being faced with a number of challenges in Adyel division, which prompted this study with the intension to design effective intervention programmes to rescue the situation.

1.4: The purpose of the study

This comprises of the general and the specific objectives of the study.

1.4.1: General objective of the study

The general intervention of this result is to establish the challenges of the decentralization system in Adyel division so that this knowledge can be used to design effective intervention measures to rescue the situation.

1.4.2: Specific objectives of the study

- 1) To find out factors hindering the success of decentralization in Adyel division, Lira Municipality
- 2) To identify some of the contribution the system has made since its introduction in Adyel , Lira Municipality.
- 3) To identify some of the policies that can be put in place to rescue the situation.

1.5: Research Questions

- 1) What are the factors hindering the successful implementation of decentralization In Adyel division, lira municipality?
- 2) What are some of the contributions and achievements made by the system since its introduction in the area?
- 3) What should be done to overcome the challenges facing the decentralization system of administration in Adyel division lira municipality?

1.6: Significance of the study.

The basis of this social research is laid in the fact that decentralization has failed to meet its objectives, for example service provision in Adyel is still poor and low.

The carrying out of this research will help to identify the challenges that have hindered the smooth operation and successful implementation of the decentralization system in the area. This information will therefore be important in designing measures to improve on the performance of the system. It will therefore, be significant to:

- i. The ministry of the local government and this will enable it come up with measures to overcome the challenges in Adyel and other area of the country.
- ii. The findings of the study will also attract both local, and foreign, non Governmental Organizations to come and rescue the situation. This can be in form of capacity building, direct financial support, and infrastructural development mobilization among others.
- iii. The donors who assist Uganda and if found out that it's the funds which are inadequate, may come in and help.
- iv. Politicians, local people and the students for study purposes. The politicians will be in position to borrow policies from the study that would enable them direct resources to the most appropriate and essential ventures in the area so as to realize development.

1.7: Scope of the study.

Adyel division is found in Lira Municipality, Lira District, which is located north west of Lira Municipality. It is bordered by Ojwina division in the west and Rail ways in the east. The division headquarters is found North of Lira Municipality, Lira district. The respondents in the research live in the 2 parishes Of Starch Factory 'B and Starch Factory 'A' out of the 8, which make up the division. The study targeted the employees at the sub-county level and the other

local council members. It was also focused on the local people, religious leaders and academicians in the division .The duration was for one month.

CHAPTER TWO

REVIEW OF THE RELATED LITERATURE

2.0 Introduction

This chapter looks at the information which is already in place that is related to the topic of study.

The literature is being extracted from primary and secondary data that is, journals, textbooks News papers, oral discussions, reports extra.

2.1 conceptual frame work

Conceptually, decentralization is a term that pre supposes centralized and unitary states and describes a process by which powers (political, decision making and financial and managerial powers) are transferred from the center to local governments (corporate bodies), giving them more autonomy and liberty to manage their local affairs within the framework of unitary and indivisibility as well as local diversity and autonomy. With these parameters, decentralization is no longer struggle between local and central government but rather a reform process geared towards designing the profile of the state to enable it to exercise its essential functions while letting local governments complete the delivery of services to local population effectively, efficiently and economically.

2.2 Conditions necessary for decentralization

To determine the level of decentralization, it is necessary to pin point the degree of autonomy and the amount of powers, resources and functions that are devolved to local governments to manage their local affairs.

Although this is not easy, several indicators of autonomy have been used to give an idea used to give an idea of how decentralization may be assessed. Basic questions such as the following should be asked.

- a) Are the political leaders of local governments elected by the local population or are they appointed by the central government? Decentralization should guarantee the existence and proper functions of elected local leadership.
- b) What legal powers do local authorities have? Can they take important decision without having to seek permission from central government? Decentralization should ensure autonomy in decision making at local government level.
- c) What is the degree of their financial autonomy? Do they have their own specified sources of revenue? Can they borrow or receive grants from the state that are not under stringent Conditions? Are these sources of revenue for local government constitutionalized or just decided by the central government?

2.3 Objectives of decentralization

According to Francis Lubanga in his book entitled "Democratic Decentralization in Uganda", the main objectives of decentralization programme; are to build a more democratic government that is responsive and accountable to the public to promote capacity building at local levels and to

introduce local choice into the diversity of a unit service, thus fostering a sense of local ownership. The administrative changes resulting from decentralization aim to bring decision making closer to the population and to permit better communication between local leaders and the population to which they are responsible. This will create situation conducive to local decision- making founded on local options and circumstances.

2.4 Legality of the decentralization system and its framework

The system is provided for in the 1995 constitution, for instance objective 3 under the political objectives states “ the state shall be guided by the principle of decentralization and devolution of governmental functions and powers to the people at appropriate levels when they can best manage and direct their own affairs.

In Uganda local council particularly at district and sub- county levels have been empowered after decentralization. The powers of these local councils have been stipulated in the 1995 constitution and the 1997 local government Act. Compared to the previous local governments which were mere appendages of the central government, the current decentralization policy is based on devolution, the districts have attained a final say in local civil service matters, budget planning as well as tendering.

The district council is the supreme political organ in the district. It is presided over by the district chairperson who is the political head of the district. The district council is the legislative organ of local government while district executive committee and the local public service comprise the executive arm of local government.

The civil servants are headed by the Chief Administrative Officer (CAO) who is the accounting officer and responsible for government officials. The Chief Administrative Officer is an

employee of the district council. After decentralization local councils have attained powers to have byelaws, which do not require central government approval. The District councils conduct their business through the following council committee.

- Production and marketing Committee

- Health and Environmental Committee
- Education Committee
- Finance Committee
- Works and Transport Committee

The councils have powers to create any other sectoral committee as they deem it necessary in order to facilitate and enhance decentralization. The Decentralization secretariat (DS) an agency of Ministry of Local Government was created with a wide range of functions including capacity building in local government through training of local government officials; and helping local government to execute, monitor and evaluate the implementation of decentralization. Despite these functions, the secretariat does not interfere in the work of the district or municipal councils. It only advises them and reports back to the parent Ministry / Sector Ministry.

2.5 The problems of decentralization

The Monitor Newspaper of 6th Friday 2005, page 8 reported that the Municipal council of Jinja had missed Shs. 11 billion donor funding following disagreement over the implementation of a four- year non- monitor zed transport master plan pilot project.

Under the project, bicycle lanes and junctions were to be constructed along the main street while Zebra and Pedestrians crossings were to be constructed in diverse point around the town.

Accordingly, it was reported that “ The ministry of local Government will take over the management of the district if the wrangles in the administration are solved immediately” The permanent secretary of the ministry of local Government, Mr. Felix Sekono said this while addressing district leaders at Mukono community centre. The wrangles began when a group of councilors led by the Nazza sub- county, district councilor; Ms Harriet Nankabirwa accused the district chairperson of mismanagement of the district. They alleged that the chairperson ordered the interdiction of the district personnel Ms Margaret Ntomato, without following the proper procedures.

On the 14th April 2005 the Monitor News paper, page8 reported that in Sironko District the District public Accounts committee had recommended that the staff in the districts account department be reviewed. The committee chaired by Mr. Akaseferi Ginzaza said the department be restructured to improve performance. The report signed by PAC members said that in the last financial year Shs. 10 million for 16 sub- counties was not remitted and had never been recovered. The PAC members therefore said that the Chief financial officer, Mr. Jonathan. Gimec exposed his incompetence and was able for financial loss.

“Committee Council Rejects NADDULI Plea over shs. 365 millions”

The district council has rejected a proposal by the LC5 chairperson of Luwero, Hajji Addul Nadduli, to prepare a supplementary budget. The move was to accommodate 365 million which was unaccounted for in the financial year 2003 / 2004.

In his address to the council Nadduli said that the money had been lost and said he had instructed the acting District Internal Auditor Mr. Dan Alfaako to investigate the issue. A total of shs. 99 million was meant for the primary health care activities and that his secretary for health Mr.

Erasmus musisi wrote to the then Chief Administrative officer Mr. Mpira Bigainwe expressing Concern over the Missing funds”

In Uganda, the constitution and the local government Act 1997 are clear about who is responsible for what. The law established the district and the sub- County as institutions of local government with corporate status.

This means that they can make binding decisions affecting their areas of jurisdiction. This also presupposes that they are interested in developmental activities and will work for the development of their areas. However, in some areas it has been found that the LCIII executives have not been able to effect major development changes. The members of the LCIII executives have connived with the sub county chiefs to misappropriate available funds for personal gains. The law requires that sub-county LCs should have sect oral committee similar to those at the district level and to convene regular meetings of the whole council. Unfortunately by 2000, no single LCIII in some areas like in Ntungamo, Mbarara and Tororo had established sect oral committee. The only regular meetings that took place were those of the LCIII executive committee. In most cases the chairperson took most of the decisions and only convened a meeting of the executive committee when there was a major problem or when an important person was about to visit their areas.

It was found that there was a problem of accountability for 65% of the money that was left at sub- County. This money was supposed to be used for sub- county development projects and to maintain the office and basic infrastructures. However, what used to happen be that the chairpersons of each. LCIII convened with the executive of LCIII and allocated the money to leave some of the money ear- marked for parishes at the sub- county. In turn, the chairperson

together with the fellow members of their executive committee shared whatever was allocated to the parishes. This had serious consequences for the practice of transparency. First, there was the share of the money meant for LCI, which was retained at the parish level. Most of the LCI chairpersons were not aware of this secondly, the LCIII chairpersons or executives committees did not bother to account for the money.

Finally, and most importantly, simple developmental projects such as the protection and maintenance of spring water sources were not attended to.

Professor Apollo Nsibambi (Decentralization and Civil society in Uganda) I. lack of consensus on priorities in making the district budget by councilors is a problem. The councilors are inexperienced and not fussed on development. Therefore setting priorities and costing them are very critical stages in the budgeting process in examining how priorities are determined; the councilors in Adyel division were asked to rank the following priorities in order of their important. Primary health care; Primary education; allowance and salaries for district councilors and government servants; Feeder road and maintenance and marketing the agricultural products of the district. The councilor ranking of the priorities was as follows:-

- Payment of salaries for district council servant 46% (19 councilors)
- Payment of councilors' allowances 37.2%(16)
- Making repairing feeder roads 34% (15)
- Primary education 30.2% (13); (13)
- Primary health care 23.3 and
- Marketing the agriculture product of the district 18.6%

The results illustrate that there is no consensus on priorities because not a single priority was mentioned by at least over 50% of the respondents.

The low ranking of primary health care, immunization of children against deadly diseases and marketing agricultural produce suggests that the councilor's priorities were lopsided and dictated by personal considerations (Salaries and allowances). Yet these activities are not only essential to the preservation of life and promotion of good health but also to income generation as well social and economic development and productivity"

2.6 Way forward to enable the system to succeed.

Improving communication between central and local government and between local governments themselves is a priority in strengthening the linkages between councilors, civil servants and local citizens during district council meetings should help to break some of the barriers to greater community and house hold involvements.

Over coming these barriers will encourage people to pay taxes because they understand why the public services in important. In helping to ensure the sustainability of the reform programmes, and to promote behavioral change to address developmental problems that investment resources alone can not resolve.

In Uganda, good governance and decentralization are being pursued in the context of decentralization. In 1992, the Government announced the decentralization policy that led to the design of the Local Government Statute of 1993. This provided for the transfer of powers and resources to local governments. The 1995 constitution and the 1997 local government Act further elaborated and entrenched the principles of decentralization in Uganda. All these policy reforms changed the relationship between the local governments and the Central Government. On the

whole evidence from various reviews suggests that decentralization has been relatively successful although a number of key challenges still exist. These includes, but are not limited to, the need to strengthen mechanisms for popular participation, bottom up accountability, monitoring of various public service, strengthening anti-corruption measures and provision of information.

To address issues around popular participation, Government has initiated a process of harmonizing approaches to participation with a view to making sure that districts sector plans take into account the perception and priorities of poor people. This is coupled with efforts to promote participation in development planning through such programmes as the Local Government Development Programme (LGDP, the PMA and NAADS)

Furthermore, a reviews of the roles of community development officers by the Ministry of Gender Labour and Social Development has been completed as means of refocusing their contribution to enhancing community participation in poverty reduction programmes.

According to the participatory Poverty Assessment Report, page 193, the following recommendations were made by community members in different districts on how to improve governance.

1. Politics should be delinked from development
2. Government should sensitize local politicians at all levels, community members and services providers on their roles in development.
3. All Members of Parliaments and District Councilors should attend Local council I meetings so that they know what is happening on the ground.
4. All people should be considered in all the programme of government.

5. Lower local government should implement and the district should supervise development programmes.
6. Fund should be channeled straight to the local council I for programmes in their areas
7. Allowances of councilors should be increased so that they can attend all the meeting when they are called and bring back the information to the communities.
8. Government should build accountability- demand capacity in communities through seminars and workshops

CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter looks at the methods, techniques and instruments that the researcher used to collect the data, the way the data was analyzed and techniques of measurement.

3.1 Research Design

The study used both qualitative and quantitative approaches. This was because the study needed the probing on people's views and opinions about decentralization, measurement between planned objectives and achievements and comparison of the situation with other areas in the district.

3.2 Sample Design

The researcher used probabilistic and non- probabilistic techniques of sampling. For this matter therefore the researcher's respondents were individual local people, academicians, employees and local leaders in the two parishes out of the eight that make up the division. That is to Say Starch Factory and Teso parish. Others were religious leaders.

3.3 Sample Size

The number of respondents that was got using probability and non-probability especially Judgment techniques were 50 respondents.

3.4 Measurement

The measurement was focused on the challenges or factors affecting the successful operation of decentralization in Adyel division plus its own shortcomings. This also involved comparison with other divisions within the Municipality.

3.5 Sources of data

The data for this study used both Primary and Secondary data.

3.5.1 Primary Data

The researcher together with the research assistant collected this form of data from the selected respondents. To get this data the researcher conducted interviews, held focused group discussions, administered questionnaires with the research assistant and also use observation where necessary.

3.5.2 Secondary Data

The researcher with the help of the research assistant obtained Secondary data by reviewing government publications, Journals, bulletins, newspapers and other related documents on decentralization.

3.6 Data collection instruments

This looked at tools that the researcher intended to use in the study to collect the required information.

The researcher therefore used the following instrument.

3.6.1 Interview

The face-face interview was conducted with the local people in the area, religious leaders and cultural leaders, Local leaders and division employees. Interviews helped especially among respondents who could not read and write.

3.6.2 Focused group

Here, the researcher introduced the topic to the respondents, told them the purpose of the study and then encouraged them to give their voices. The researcher had a checklist of what was going to be discussed.

3.6.3 Questionnaire

Through this the respondents answered questions or responded to statements in writing. The tools were used in such a way that the researcher and the assistant administered questionnaires to individuals. This was because some respondents were not easy to be reach to have interviews with them because they are busy and others are not permanent residents in the areas and so the researcher had to send and avail them with questionnaires.

3.6.4 Observation

The researcher observed the physical environment under which the employees work, office arrangement and space, the physical structures and equipment's of the division plus the infrastructures in the areas.

3.7 Administration of tools used in data collection

The permission was sought from the local leaders, heads of schools and security officials. This however made easier when the researcher presented an introductory letter to the officials that made it in such a way that the research had been authorized by the University authority to carry out the study.

3.8 Data analysis and interpretation

Data collected from the field was summarized, tabulated, interpreted and discussed. Data was transferred from gathering instruments to the tabular form in which they were systematically examined. It used hand tabulating that involved hand – sorting and recording with tabulations written on tabulation sheets. To save time the research assistant was reading the data, while the researcher was recording and tabulating data on sheets. Data was then tallied and recorded on tally sheets which led to thorough analysis and meaningful conclusion.

3.9 Limitations to the Study

The researcher was most likely to encounter a multiplicity of challenges or problems in as far as this study was concern and they were:

Language problem likely to affect the study in that some of the respondents did not know English and that forced the researcher to hire a translator.

Their lack of cooperation from the community members and other respondents.

Time allocated for the research was not being enough, which made data collected for research inadequate.

There were financial constraints because of the costs involved like secretarial costs, travel costs, communication costs and hiring research assistants and other related expenses

1.10. Minimization of the limitations.

- Giving adequate time to the respondents to make arrangements within a considerable duration of time will minimize difficulty in accessing the data in time.
- Employing less expensive methods of data collection such as interviews focus group discussion and use of questionnaires will counter financial constraints.
- Lack of co-operation will be minimized by getting a letter of introduction from the Dean Faculty of Business and Development Studies of Kampala International University stating the nature of the study as being purely academic and the information got will be kept confidential.

CHAPTER FOUR

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4:0. Introduction

This chapter presents the findings and the interpretation of the data obtained from the field. The findings are based on the information collected from the various respondents using various research methods and instruments, and are organized and centered on the study objectives and the research question.

The study aimed at establishing the challenges of decentralization system of administration in Adyel division lira municipality lira district. The researcher used both qualitative and quantitative method of research. This is because in some incidences it needed the researcher to carry out measurements while in others he just need to carry out social research that does not involved measurement

4:1: social-demographic characteristics of the respondents

Through the social demographic Characteristic of the respondents did not constitute the objective of the study, it was thought wise and necessary to give better knowledge to the respondent that took part in the study. This is illustrated in the table below

Table 4:1 showing the social demographic characteristic of the respondents

Characteristic	Frequency	Percentage (%)
1.sex		
Female	15	30
Male		70
Total	50	100
2.age		
14-15	0	0
16-60	50	100
Total	50	100
3.education level		
Nil	0	0
Primary	10	20
Post-secondary	5	10
Total	50	100

N=50

4:1:1: Sex

Table 4:1 indicates that majority of the respondent are males 70% while female are 30% .the number of males was dominant because majority of the workers ,politicians ,leaders academicians are males .this could be a result of disparities in accessing education information and others between males and female .

4:1:2.Age.

The majority of respondent came from age group 16-60 .the researcher made this selection because of having interest of getting respondents who would give adequate and relevant information about decentralization and this would be possible when respondents are adult

4:1:3 Education level.

Under this majority of the respondents are secondary school levers .this is because most of the councilors and leaders themselves who form the largest percentage of the respondents stopped in secondary school level. The other factor are because people are poor and cannot afford post-secondary education.

4:2: composition of councilors in Adyel division

The study revealed that most of the councilors in Adyel division are male for instance out of 26 councilors ,only 6 are female .most of the councilors are in experience and their ability in budget prioritization ,decision making and policy execution is doubtable of all the 26 councilors 2 are primary teachers and the rest are peasants famers .

To make it worse, among all the division executive members it is the only the vice chairperson who is having some experience in the previous regime because of long serving.

4:3: Relationship between population and the resources in the Adyel division.

The study revealed that the population in the area is increasing at a high rate. Averagely each homestead has a population of 7 people. In the UPE School the effect has been in adequacy of class room blocks and seats. The division has a population of approximately 7000 people .despite this however then area has only one dispensary called Adyel health Centre II. 4 UPE schools and only and without government secondary school .it was reported that the population the population increase has also impacted on the land and in some places cases of land wrangles have been reported and many are still in court.

4:4: The previous performance of decentralization.

Some achievement have been made in recent years though at slow pace .between 2001-2015 seven class room were built in various primary school among which were starch factory primary school under LGDP program .in water sector 7 bore holes have also been drilled though most of them collapsed due to lack of repair and mishandling .the main road connecting kirombe to Kitgum road was renovated in 2016 and among others

In 2013 1 (one) dispensary was constructed in Akitenino in Omito parish .it was reported that although they have not open yet ,the government has already provided the funds for their equipment so has to help improve and maintain high health standard among the people in the area .

4:5: State of the area before the coming of decentralization

The study revealed that between the period of 1962-1967 the then UPC government built 3 government primary school .the area was also known for cassava and maize production .given its nearness starch factory ,the area experienced a considerable rate of economic transformation most especially due to the presence of starch factory and spinning mill among others .

4:6: Challenges facing the smooth running and successful implementation of decentralization in Adyel division

One of the objective of the study was to established challenges of decentralization system in Adyel division .having established that the system has now stayed for more than 6 years ,the researcher went further to established why it is failing to achieve its objectives and the exceptions of the people .

In respect of this, an investigation was made in light of social factors, economic factors and others as analyzed below.

4:6:1 Social factors.

The researcher, through the investigation found that the poor performance of decentralization in Adyel division is a result of social factor

It was discovered that the majority of the people in the area are below senior four (S.4) and also implementation of government project become a challenge.

The table below illustrates the magnitude to which social factors are deemed responsible for the poor performance of decentralization system in Adyel division

Table 4:6:1 showing the percentage distribution of social factors in causing poor performance of decentralization in Adyel division.

Social factors	Frequency	Percentage
1.illitracy	34	68
2.poverty	20	40
3.tribolism	15	30
4.corruption	25	50
5.Re introduction of tradition of traditional leaders	20	40
6.negative attitudes	30	60

N=50

a) Illiteracy

The study revealed that majority of the people 68% is illiterate .this limits the implementation of the policies and more so made involvement of the people in the implementation of the project difficult

b) Poverty.

It was discovered that majority of the people earn below Ug shs 3000/= a day .

People blame the scarcity of money to the leaders and the system .as a result people take leaders as enemies .such a situation has led to increase in crime rate like theft ,witch craft to obtain wealth and many others .this has also made leaders to spend much of their time on handling Complaints other than implementing the development project to benefit people .

c) Tribalism.

This is both at leadership and community level. Leaders at the division discriminate each other .at the community level people can unite to engage in development project since they take each other's as enemies .in the area 80% are langi and 20% non langi .a resident whose name is withheld had this to say ``lango is for lango and so foreigners should leave our land ``this is therefore challenge to development and success of decentralization in the area

d) Corruption, mismanagement and bribery

The study revealed that lots of Sub County Monies meant for the provision of services to the people was misappropriated. For example, in the financial year 2004/2005, the 25% meant to be reallocated back to the local people was not received. The chief Administrative officer of Lira

District had to dismiss the sub county chief Agali sub county Mr.Oguta Tom over financial loss and embezzlement of youth lively hood found. It was also discovered that in the financial year 2013/2014 the then sub county chairperson in collaboration with sub county chief misappropriated over 4 million fund that was meant for community development. Corruption and mismanagement has therefore led to many projects not to be implemented and constructions of fake and substandard classrooms blocks for example one out of the two classroom blocks built at starch factory Primary School has already collapsed.

At least every financial year it's now a routine that the division loses not less than 2 (two) million shillings ' councilors lamented.

e) Reintroduction of Traditional Leaders.

In lango sub region, kingship is entrenched to the extent that people pay more allegiance to king officials than elected leaders ..for instance out of 50 people interviewed 28 view the kingdom officials as their leaders but the elected ones .this has therefore brought a situation of power and competition for respect and allegiance between the traditional leaders and the elected leaders .such a scenario has become a challenge to decentralization in the area since people look at the system as pretense by central government to deny them the federal system of governance .

f) Negative attitude of people toward the system.

People in the area do not know what decentralization in lango sub region people treasure monarchical federalism than decentralization and because they have negative attitudes towards the system since they view it has government offers and trick to deny monarchical federalism

which they long for .this has therefore undermined the success of the success of the system in the Adyel division

4.6: Economic factors.

The study revealed that the economic factors are hindering the successful implementation of decentralization in Adyel division. Such factors as respondents included but not limited finances, low salaries and inadequacy or poor infrastructure.

a) Inadequate finances.

The sub county is poor and there are low levels economic activities taking place. The DIVISION is facing financial hardships due to, low revenues from licenses, inadequate funds from the district extra. Because of this therefore, it is difficult for the leaders to fulfill what they might have budgeted for. It was reported that in financial 2004to2005 the sub county budget total to 320 million, however at the end of the period, 65%, which had been realized. This been worsened by the recent ban of the collection of graduated tax which used to be its major sources. This has therefore made work difficult.

Low salaries and allowances for the civil servants and the councilor's respectively.

The employees at the division are complaining of the low salaries yet they required fulltime. It was reported that the employees receive salary totaling between 70000- 400,000. Those who are less paid feel cheated and so demoralized. It was also discovered are little. This has resulted into loss of skilled personal and the fact that councilors on longer attend meeting is a clear testimony that there is problem.

b) Inadequate or poor infrastructure.

The division headquarters are housed in an old building the colonial days, with no windows and door more so the building built its self is in a sorry state. It was observed that the whole division ~~has only one computer and many of the officials have no permanent offices but instead it under.~~

The furniture within the offices is inadequate and because of this some officials have decided to operate from their homes. Within the community, the study reveal that the road network is very poor for example the road connecting the division headquarters to Kampala high way is now in a sorry state. This has not only affected the running of economic actives, but has also made it difficult for the people to access the division services since transport and communication is poor hence challenge to decentralization.

4.6.3: Other factors.

The researcher didn't only look at the social and economic factors but also looked at the other category of including incompetence of the leaders, conflict among the division leaders and political interference.

a) Incompetence of the leaders.

There involve both the executive leaders and councilors. It was found out that the councilors have failed to represent their constituents but instead concentrated on their wolfish ends, for example they are found of requesting for allowance increment during the process of budgeting than prioritizing and emphasizing community needs.

In an interview contacted among 5(five) councilors on how they prioritize during the process of budgeting, it was found out that:

i.All would second allowance increment (1).

ii.Agricultural marketing and produce (2)

iii.Education subsector (3)

iv Health. (4)

From the above, it was observed that councilors do not know how to make priorities. they instead prioritize those from which derive benefit personally. It was also found out that leaders only come to the people during tax collection and election period. This therefore means there is a big gap between the leaders and the local community.

(b) Conflicts among the sub county leaders. it was found out that this is mainly due of civic competence, illiteracy and officials not knowing their roles. This brings about administrators, councilors and the division chief. It was reported that there has always been occurrence of conflicts between the division chairperson and the division chief over who should administer the division y finances. Role conflict therefore has made it difficult for leaders to unite so as to implement the development policies. This has therefore hindered the success of the system in the area.

c) Political interference.

Political interference has always been from the politicians within the division and those at the national level. within the division politicians looking for cheap popularity ten to interfere with the division policies by criticizing them and sometimes influencing people indirectly to disobey them for instance at very many occasions in the recent years. Politian's have tended to influence people not to pay graduated tax arguing that the local people do not benefit from it.

In 2003, the division allocated land to community group to set up their offices: however within the same year a direction came from the District land board directing: the Adyel women empowerment association to vacate the place. Such interferences have in one way or anger hampered the success of decentralization in the area. In line with this one division had this to say

“We cannot achieve anything because we are tired, first politicians are deceiving the people and from up we are under the armpits of those with higher authority”

4.7: Coping mechanisms

One of the objectives of the study was in find ways in which those factors /challenges affecting the successful implementation of decentralization system can be dealt away with or minimized .in Investigating on this, the researcher focused mainly on the role of the government and other stakeholders like NGOS, CBOS, local leaders and the people. The study therefore identified a number of things in ensuring the successful implementation and achievement of the objectives of the decentralization system of governance in Adyel devotion. These included.

4.7.1. Government intervention.

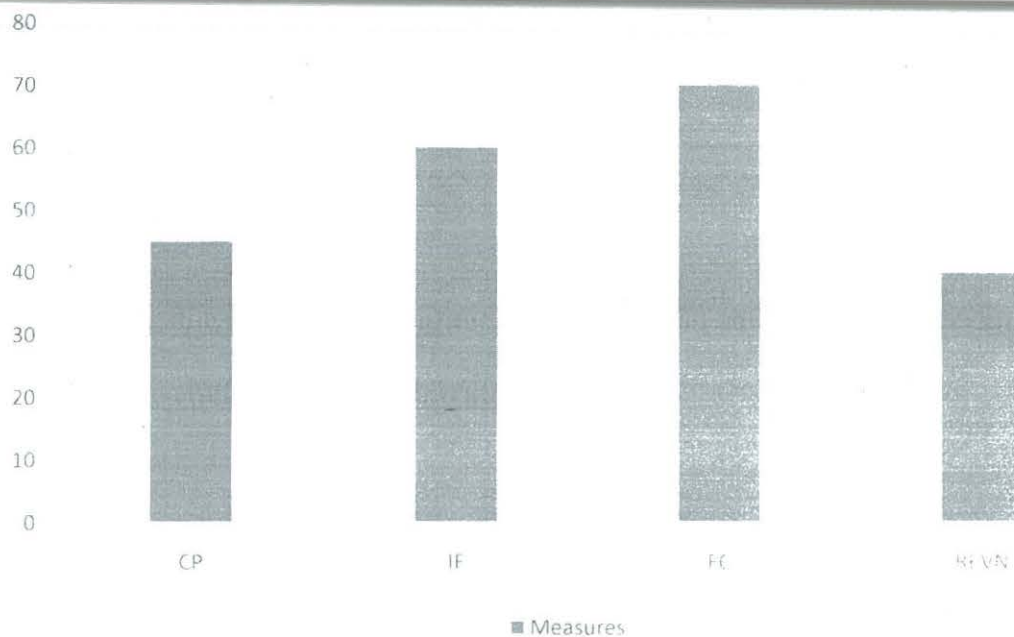
The study identified a number of interventions that the government can work on to ensure the success of the system as summarized in table 4.7 below.

Table 4.7.1; Government interventions to improve the performance of the decentralization system.

INTERVENTION	FREQUENCY	PERCENTAGE (%)
a) capacity building all leaders	25	50
a) Increased financial	30	60
b) Fighting corruption and bribery	34	68
c) Renovation or building anew division and roads	20	40

N=50

A bar graph showing the percentage contribution of the different government measures to overcome the challenges of decentralization



From the table above, most respondents emphasized fighting corruption and bribery. The respondents also put emphasis on increase on the amount of finances given to the division. It was found that budgets area made but not implemented because of inadequate finances. One respondent clearly stated that, the cannot afford to removals the roads and even to improve on the agricultural productivity because, is on money:

Some respondents (25) advocated for capacity building for all leaders and councilors so as to equip them with the necessary knowledge of how it run the system during the study, it was discovered that offices are ill equipped and also building are in a sorry state.

This calls for renovation. Or setting up new office building coupled with purchase of new modern office equipment like furniture, computers extra

4. 7.2 Other stake holders (NGOS and local leaders).

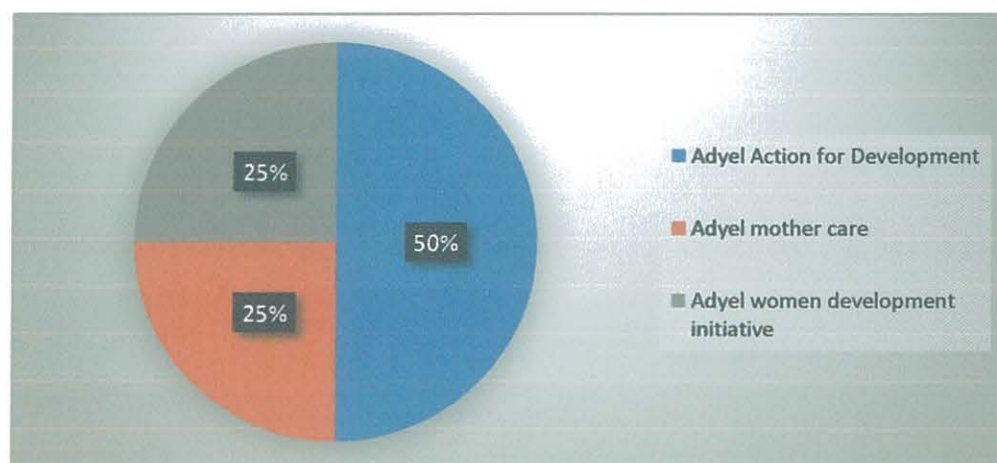
The study also found out that the government alone without the assistance of other stakeholders like NGOS and local leaders cannot ensure smooth operation and successful implementation of the system.

It woes evidenced during the study that most of the CBOS and NGOS operating in Adyel division do not directly support the decentralization system as shown below.

Table 4.7.2; percentage distribution of organizational support to decentralization

Organization	frequency	percentage
1) Adyel action for development.	02	50
2) Adyel mother care	01	25
Adyel women development initiative	01	25

A pie chart showing the percentage organizational support of decentralization in Adyel division



From the above, is Adyel action for development, back is mother care, and Adyel women development initiative.

Most of the CBOS within the area do not deal in decentralization supportive services. This therefore calls for initiative of CBOS that will help in capacity building and educating the people about the system. The civil society organization should also be involved if possible during decision successful on policies that affect people.

The leaders within the sub county also have been blamed partly for the failure of the successful operation and implementation of the decentralization system of administration .leaders should therefore be exemplary by not being corrupt and always to put societal interests first .the study also revealed that for the system to prosper, illiteracy should be checked. This will create moderate population that can easily adopt change and participate in development rosily and willingly

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5: 0 Introductions

This chapter highlights on the conclusions from the major findings and recommendation .it also gives suggestions for further research

5:1 Conclusions

The decentralization system of administration being implemented by the government of Uganda with the help of Uganda development partners has increased participation of the people in the whole country and Adyel division in particular

The purpose of the study was basically to establish the challenges affecting the smooth operation

Of decentralization in Adyel division a number of finances political interference traditional

Leaders negative attitude of the people among others and a number of solutions were also unearthed including increased financial non political and so on

A proper analysis of the outcome of this social research reveals that its finding are in line with most of the studies carried within the area of decentralization by different organizations and individuals in other parts of the country for example in the study carried out by lira district local government assessment committee LDLGAC . Most of its findings like illiteracy among the people, poor infrastructures, and limited finances are in line with the findings of the challenges that are brought about as a result of institutional set up and frame work for example. The

conflicting roles between the resident district commissioner and the district chairperson .between the sub county chiefs and the sub county chairpersons extra

Professor Apollo Nsibambi in his address to the local government leaders during the workshop at Collins hotel mukono had this to say:

'The challenges facing this new system of governance are many but the major ones include, Inefficiency .the ever expanding gap between the electorates and the leaders in fighting among leader and mismanagement of the limited funds'.

This therefore means the finding of the study about the challenges of decentralization in Adyel is also evident in other parts of the country.

Although service delivery in the area has same how improved since the inception of decentralization in the area there is need to implement the suggested solution s to ensure the successful delivery of services under the decent realization system.

In conclusion; it is important to note that the local people who look at decent realization as a tool of inclusion and poverty received the system with great enthusiasm and so the government and other stake holders should use this chance to mobilize, motivate engage them in its implementation and devising of mechanisms to overcome the challenges

5.2: RECOMMENDATIONS.

The study recommends the full owing to be done in order to improve on the performance and successful implementation of the decentralization system.

i. seminars and workshops should be organized to educate the people about the principles benefits and framework of the decentralization system. This will help to change the attitudes of the people towards the system thereby easing the implementation of the system.

ii. There is also need for capacity building for the local council leader on issues concerning how the system operates, financial management, role distribution and management of challenges which may arise during the course of implementation. This will reduce conflicts: implementation and performance of the system.

iii. The politicians should also know their roles in development. They should de-link politics from development and instead join hands to enforce community development initiatives.

They should be encouraged to attend local council one [1] meeting so as to know what is happening at the grass root. This will ensure smooth implementation of the system and thereby improving its performance right from the grass root.

iv. At the district level, role specification, that is the roles of the RDC should not conflict with the office of the elected chair person. This will create harmony unity and implementation without any disturbance.

v. There is need to invest in business incentive infrastructure like roads, expansion and construction of markets [both agricultural and non-agricultural commodity], putting in place public toilets, credit and saving micro finance institutions extra. This will be in position to levy fees in from of license and taxes and thereby expanding on their finances

vi. The district and the sub county should attract NGOS and CBO s to come and carry out their activities in the area. These will help the government in undertaking some activities which

might look costly to the sub county, for example NGOS like world vision, and Oxfam can help in enhancement of household incomes through their programmers like supports of agriculture, water sector development, community group empowerment and education.

~~The division officials need to respect the merit principle of nationalistic, patriotic and exemplary~~ as well. This will be realized through massive sensitization, radio -talk shows, organizing come together and reconciliation ceremonies, organizing visits for councilors to other parts of the country to gain exposure and spirit of nation hood. On the same issue the central government should embark on national building and unity enhance monies , through radio talk shows, seminars schools and lastly ensure proper anti discriminatory policies among its citizens . This will result in to unity, nationalism and help in doing away with tribalism/nepotism in Adyel division and the country at large.

All these coupled with strong anti-corruption and abuse of office measures and a strong financial base will ease implementation n and improve the performance of the decentralization system in Adyel and the country at large.

5.3: Suggestions for further research.

The following research topics will also have a significant importance on the improvement of decentralization system;

- i. there is need to carry out a study on the impacts of the re-installation of traditional leaders on the decentralization system.
- ii. There is need to research on the impacts of multiparty on the local government administration and performance.

iii. Lastly but not the least is the effects of banning the graduated –tax on the local government system

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- 1) Report of National forum on the implementation of decentralization June held at the international conference centre Kampala.
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- 3) Status Report on the implementation of decentralization programme for the period 1st July – 31st December 1997.
- 4) Status Report on the implementation of the decentralization programmes for the period 1st January – 30th June 1998.
- 5) The 1995 constitution of the Republic of Uganda.
- 6) The local Government Act of 1997 as amended.
- 7) The Monitor Newspaper of 14th April 2005 page 8
- 8) Uganda Participatory Poverty Assessment Report entitled Deepening the Understanding of Poverty, page 174 – 193.
- 9) United nations Economic and Social Commission for East Asians and Pacific.

Appendix

Introduction

This contains the questionnaire guide, interview guide and observation guide which were administered to different categories of respondents by the researcher during the process of collecting primary data

It also includes the introductory letter which was given to the researcher by the university authority so as to enable him be given authority in the area of study to carry out the study without any interference.

Appendix I

Questionnaire for the respondents (Community members, Health Workers, Political Leaders, and Technical Staff)

Dear respondent, my name is **TOLIT MORISH**; currently I am pursuing a Bachelors' Degree in development studies in **KAMPALA INTERNATIONAL UNIVERSITY**. This is one of the requirements for the completion of a degree course.

This questionnaire is therefore intended to establish the challenges of decentralization system of local governance in Adyel Division. You are requested to answer these questions as a way of contributing to the whole research and whatever you will share herein will be treated with utmost confidentiality, anonymity and will only be used for academic purpose only.

PART A: BIO-DATA

1. Sex

(i) Male ☐ (ii) Female ☐

2. Current level of Education

(i) Primary ☐ (ii) Secondary ☐ (iii) Tertiary ☐ (iv) University
(v) Did not study ☐
(vi) Other (specify).....
.....

3. Age Group

(i) 18 – 25 ☐ (ii) 26 – 29 ☐ (iii) 30 – 34 ☐ (iv) 35-39 ☐ (v) 40

and above ☐

4. Occupation

- (i) Peasant farmer ☐ (ii) Medical officer ☐ (iii) Teacher ☐
(iv) Business person ☐ (v) Village Health Team ☐ (vi) Leader ☐
(vii) Others(specify).....
.....

5. Marital status

- (i) Married ☐ (ii) Single ☐ (iii) Divorced ☐ (iv) Never married ☐
(v) Others(specify).....
.....

6. What are the factors hindering the successful implementation of decentralization In Adyel division?

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7. What are some of the contributions and achievements made by the system since its introduction in the area?

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8. What should be done to overcome the challenges facing the decentralization system of administration in Adyel division?

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9. What recommendation would you give Adyel Division authorities/ Government of Uganda to improve the performance of decentralization?

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Thanks a lot for your maximum cooperation

Appendix II

1) Work Plan/Activity Plan

TIME FRAME (IN MONTHS)											
O	ACTIVITY	DE	JA	FE	MA	AP	MA	JUN	JUL	AU	SEP
		C 2015	N 201 6	B 201 6	R 201 6	R 201 6	Y 2016	2016	2016	G 2016	2016
	Writing of Draft Proposal										
	Submission of Draft Proposal										
	Submission of Final Proposal										
	Data Collection										

Writing of Draft Report & Submission for correction									
Submission of Final Report & Binding									

Appendix III

Budget Estimates 2016

S/NO	ITEM	AMOUNT
1.	Stationery	50,000
2.	Transport	50,000
3.	Lunch & Drinks (soda & Water)	50,000
4.	Fees for Supervision	100,000
5.	Typesetting	100,000
6.	Binding	50,000
7.	Communication	20,000
GRAND TOTAL		420,000