

# UGANDA'S DECENTRALIZATION, ACCOUNTABILITY AND SERVICE DELIVERY IN KAMPALA CITY CENTRAL DIVISION, UGANDA

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By:

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## DECLARATION

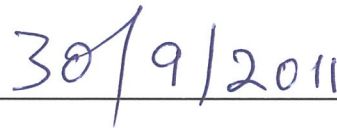
"This thesis is my original work and has not been presented for a Degree or any other academic award in any University or institution of higher Learning".



Safiou Ezzo Ouro-Doni

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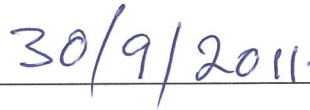
## APPROVAL BY THE SUPERVISOR

"I confirm that the work reported in this thesis was carried out by the candidate under my supervision".



Dr. Stanley Kinyatta

Name and Signature of Supervisor



Date

## APPROVAL SHEET

This dissertation entitled "Uganda's Decentralization, Accountability and Service Delivery in Kampala City, Central Division, Uganda" prepared and submitted by Safiou ESSO OURO-DONI in partial fulfillment of the requirements for the degree of Master of Arts in Development Studies has been examined and approved by the panel on oral examination with a grade of PASSED.

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## **DEDICATION**

Special dedication to my wife Rissa for her encouragement and patience; my daughter Nana Zihna whose play time has been sacrificed for the completion of this thesis; and my other children for the example I want this achievement to represent for them.

## **ACKNOWLEDGEMENT**

At this thesis stage, with much gratitude, I acknowledge the support that has been extended to me by my supervisor, Dr. Stanley Kinyatta and also thank him for the time he put in and the knowledge and expertise he shared with me, his suggestions, criticisms, guidance and encouragement to each stage of the proposal development. I also express my heartfelt appreciation to all those people who have made this thesis a success. Thanks go to Mr. Théophile Nikyèma, the UNDP Resident Representative who supported my decision to go back to University and to the UNDP colleague Mr. Sriikiran Devara who availed time to read the first draft of my proposal and to extensively exchange with me on the concepts of the topic.

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## ACRONYMS

**CBOs:** Community Based Organizations

**CSOs:** Civil Society Organizations

**DPSF:** Decentralization Policy Strategic Framework

**FGDs:** Focused Group Discussions

**GoU:** Government of Uganda

**IGG:** Inspector General of the Government

**KCCA:** Kampala Capital City Authority

**LDG:** Local development Grant

**LGPAC:** Local Government Public Accounts Committee

**LGs:** Local Governments

**LGMSD:** Local Government Management and Service Delivery Program

**MoLG:** Ministry Of Local Governments

**NPA:** National Planning Authority

**OAG:** Office of Auditor General

**SPSS:** Statistical Package for Social Sciences

**UNDP:** United Nations Development Programme

## **ABSTRACT**

The purpose of this research was to investigate to what extent service delivery to local people is achieved through decentralization and effective accountability in Kampala City, Central Division. It therefore aimed at investigating the effects of decentralization on service delivery; and the relationship between Decentralization and effective accountability in improving service delivery in Kampala City, Central Division.

To address the above, the Survey methodology was used to gather information from a sample of 120 respondents with the purposes describing the attributes of the population of the entire Central Division. The methodology permitted to collect quantitative as well as qualitative data through instruments such as questionnaire, interview guide, and focused group discussions. Quantitative data has been treated using Statistical Package for Social Sciences (SPSS) and analyzed in form of frequency and percentage tables as well as graphs.

The generated information from the findings analysis showed that the majority of the citizens of Central Division had not benefited the improved public services from Uganda's decentralization nor noticed reinforced accountability from their leaders and service providers. In fact lack of information and capacity at grassroots has undermined participation of local citizens and lower LGs in the decentralization process. On the other hand, absence of appropriate mechanisms and systems for reward and sanctions and tolerance vis-à-vis corruption have not permitted emergence of accountable local leaders and structures.

The following recommendations were made to address the shortcomings of Decentralization in Kampala City, Central Division: share relevant information with parishes, villages and citizens and build their capacities so as they are able to participate in decision making processes; reinforce financial autonomy and develop accountability mechanisms for Parishes and Villages to improve service delivery.

# **CHAPTER ONE**

## **THE PROBLEM AND ITS SCOPE**

### **Background of the Study**

Development, particularly in developing countries aims at improving the potential for mass of population in terms of health, education and employment. As much as this objective can be achieved through a public or private channel, the context of developing country makes it by rather leveraging on the public sector. Here comes the need for taking into consideration the system of governance through which the public sector assures public services to populations so as to meet their needs.

Central government system has predominated state structure in developing countries for almost a decade after their political independence as a legacy of former colonial systems. Decentralization arose quite recently as a result of failure of centralized systems of planning to address people's needs at grassroots.

As pointed out by Muriisa (2008), the 1970s saw a need to involve more people in the planning and decision-making process, and to direct planning to people's needs. This led the World Bank in the 1990s to regard decentralization as a necessary part of structural reform to promote efficient use of resources and to address local needs of developing countries.

From conditionality to programmes funding by Breton Wood institutions, decentralization has progressively been adopted by most African countries as a framework to national economic planning. Governments of developing countries and their development partners therefore assumed that decentralized structures were better placed to deliver people centered development in a most effective and efficient way. In fact decentralization fosters participation that increases chances that the people hold the politicians and bureaucrats accountable for their commitments, provided that a conducive environment is created at this end.

As argued by Agrawal and Ribot (1999), benefits of decentralization become available to local populations only when empowered local actors are downwardly accountable.

In Uganda, the devolution of powers and functions to Local Governments (LGs) was tested as far back as 1987. Since it has been found to deliver, the government decided in late 1992 to devolve power to LGs to promote democracy and improve service provision. Subsequently a new law, the Local Governments (Resistance Councils) Statute 1993, was enacted. The statute further helped to analyze the decentralization system hence leading to the adoption of the majority of the provisions into the 1995 Constitution which allowed further devolution of powers and functions. The same provisions were deeper elaborated on in the Local Government Act, 1997.

According to the Ministry of Local Government (2006), the LGs are responsible for implementing the government policy of poverty reduction through the delivery of services in all the key Priority Programme Areas (PPAs) of government. These include; primary education, primary health care, water and sanitation, rural roads and agricultural extension including mainstreaming cross-cutting issues such as HIV/AIDS, gender and environment into local development agendas.

The Ministry of Local Government (MoLG) affirmed in 2006 that government has realized significant achievements over the past years in the implementation of the decentralization policy in the legal, political, administrative, fiscal and institutional aspects of the policy. Evidence generated through annual sector reviews and the review of the decentralization policy itself indicates that the quality of service provision has significantly improved over time. The decentralization programme is anchored in a strong legal framework recognized by all government ministries and agencies, and all development partners, as the primary vehicle for promoting democracy, enhancing service provision and reducing poverty.

The MoLG also has recognized that new challenges arose that can undermine the decentralization policy if strategies are not developed to face them. These challenges were inventoried in various areas: political, administrative, fiscal and service delivery.

It appeared that traditional causes like insufficient resources, weak capacity and limited local economic development are impeding achievement of results expected from LGs. But particularly strong were the findings that, lack of dynamic participation of citizens to decision making and monitoring, their inability to hold the local leader to account and the non exploitation of mechanisms for holding these leaders accountable, are also serious impediments to the success of the implementation of the decentralization policy.

More recent development in Uganda's decentralization with the increase in the number of districts from the existing 69 in 2006 to 112 in 2010 may create new challenges or amplify problems identified in the Decentralization Policy Strategic Framework (DPSF).



## **Statement of the Problem**

The above background indicates that Uganda's decentralization is yet to deliver on its mission that is "to fundamentally transform society by empowering citizens to take charge of their development agenda so as to improve their livelihood" (MoLG).

Effort have been undertaken to empower Local Governments (LGs) and overcome their capacity and resource constraints. Legal and institutional frameworks are in place and mechanisms have been developed progressively since 1992 to create the conditions for achieving the objectives of decentralization.

The lack of results at the expectation of the government and the citizens who are the ultimate beneficiaries of public services delivery has therefore to be investigated. Studies exist which have highlighted the role played by Decentralization in the improvement of service delivery to local populations in Uganda as well as the importance of the accountability of LGs and local leaders in achieving this objective.

However, there is a gap in the literature about determining what in the implementation of the Uganda's decentralization policy, and what in the accountability mechanisms, do not work for getting the promised results of the policy. Thus the study undertaken is to examine the relationship between decentralization and effective accountability and how they affect service delivery in Kampala City, Central Division.

## **Purpose of the Study**

To examine to what extent service delivery is achieved through decentralization and effective accountability in Kampala City, Central Division.

## **Research Objectives**

1. To examine the effects of decentralization on service delivery in Kampala City, Central Division.
2. To determine if there is any significant relationship between decentralization and effective accountability that can lead to improvement of service delivery in Kampala City, Central Division.

## **Research Questions**

1. What are the effects of decentralization on service delivery in Kampala City, Central Division?
2. What is the relationship between Decentralization and effective accountability in improving service delivery in Kampala City, Central Division?

## **Research Hypothesis**

1. There is a significant relationship between Decentralization and effective accountability that can improve service delivery in Kampala City, Central Division.

## **Scope of the Study**

- Geographical scope

The study was conducted among the Political leaders, Technical staff, CBOs members, Business community and Public services providers of the Kampala City, Central Division. The Central Division is one of the five divisions of the Kampala City that is a district in itself. It is located at the centre of Kampala with a total population of around 300,000 inhabitants and is subdivided into 20 Parishes and 138 Villages.

- Theoretical scope

Decentralization can be achieved under different forms materializing degrees in the transfer of powers and functions from the central to the lower levels of government. Devolution of powers, functions and responsibility is considered as the most elaborated form and will therefore be explored in the extent to which it will result in assuring accountability of LGs. As much as one can better hold institutions, their leaders and bureaucrats accountable by decentralizing powers to them, it also appears that accountability is a condition sine qua non of assuring service delivery in LGs.

- Content scope

The study considered the actors in the Kampala City Central Division, the powers devolved to them and how they are held to account to those who have transferred these powers to them or appointed them to exercise the related functions. The study therefore explored whether devolution of powers and the related checks and balances systems have promoted performance in service delivery.

- Time scope

The study covered the period from 2006 to 2011. This was because in 2006 the DPSF had taken stock of the progress in the implementation of Decentralization policy in Uganda, which raised new challenges and recommended strategies to overcome them. Hence the researcher was able to determine whether the key findings in 2006 which were in line with the research questions had been addressed.

## **Significance of the Study**

- Policy makers

May benefit from the study because it will show the limits of the existing legal and institutional frameworks in achieving the governance gain from decentralization; it will therefore call for strengthening the mechanisms of accountability and the way of enforcing them in LGs.

- Kampala Capital City and its divisions

The study may allow the leaders and councilors of Kampala Capital City and its divisions to improve the implementation of the decentralization policy in order to foster service delivery systems.

- Developments partners

The study may show the Developments partners how to advocate for policy and legal reforms and where to focus in their support to the government and LGs programmes and projects in order to achieve development at grassroots.

- Local citizens

Local citizens may learn from the study how to use the existing mechanisms to better hold their local leaders and bureaucrats accountable, in order to foster public services delivery.

- Researchers

The results of the study may contribute to the knowledge of Researchers in terms of explaining why the theories on decentralization and accountability do not hold their promises in terms of effective and efficient service delivery in some particular contexts.

## **Operational Definitions of Key Terms**

**Decentralization:** refers to the transfer of power over decision-making and implementation to lower administrative levels to improve efficiency and effectiveness in service delivery.

**Accountability:** The obligation of an individual or organization to account for its activities and results, accept responsibility for them, and to disclose the results in a transparent manner. It also includes the responsibility for money or other entrusted property.

**Devolution:** in a devolved system, local governments have clear and legally recognized geographical boundaries over which they exercise political, administrative and fiscal authority, powers and functions.

**Political decentralization:** allows citizens to elect their own regional and local governments and participate in their governance by determining their own development priorities, and making and approving their own development plans.

**Administrative decentralization:** allows regional and local governments to appoint approved statutory bodies; make ordinances and bye-laws; hire, manage and discipline personnel; manage their own payroll; and implement approved development plans.

**Fiscal decentralization:** allows regional and local governments to develop, approve and execute their own budgets; raise and utilize resources according to their own priorities in line with legal provisions; and utilize conditional, unconditional, equalization or any other grants from the centre in line with central government guidelines and local priorities. Central government focuses on matters pertaining to policy, financing, planning, coordination and oversight.

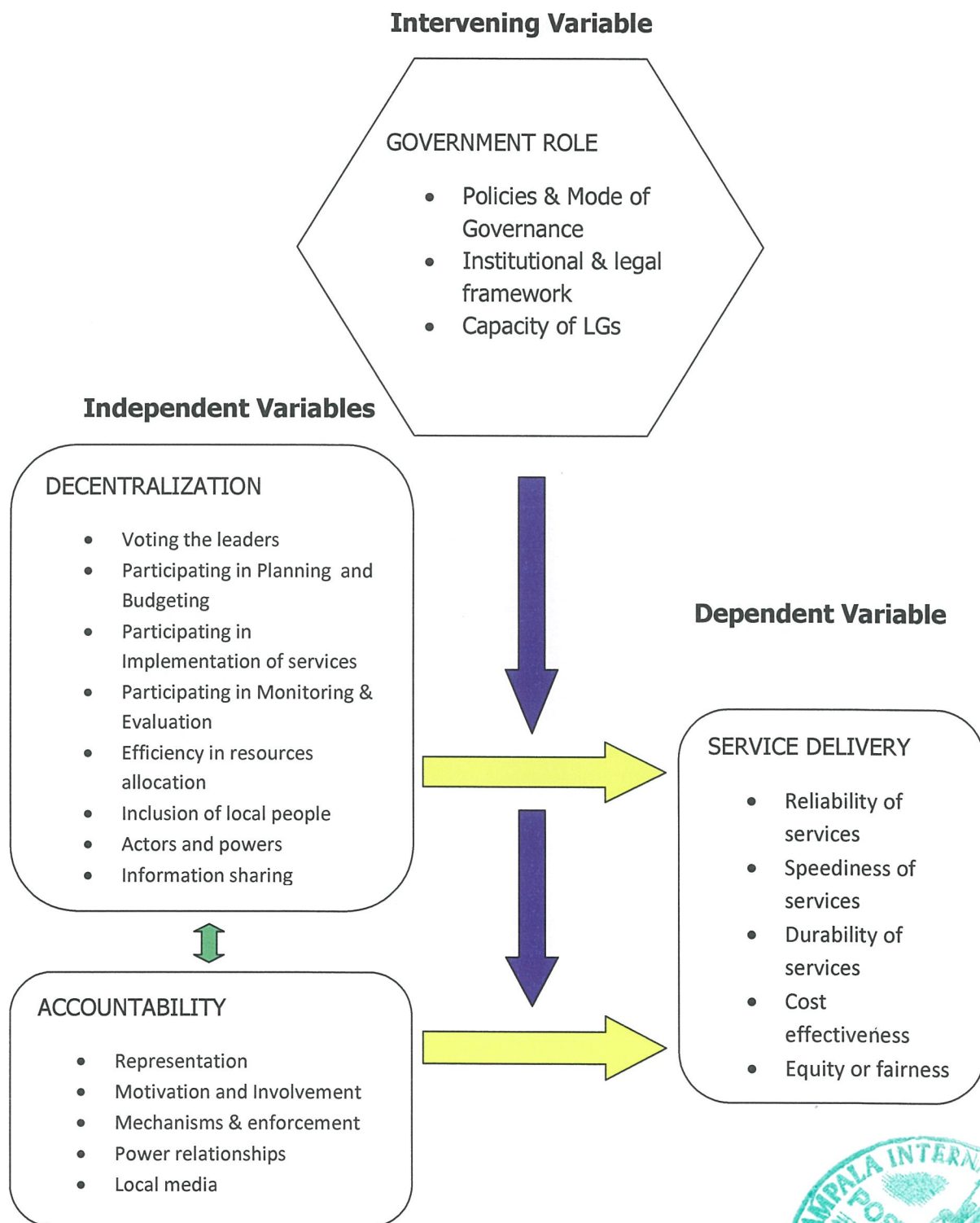
## **CHAPTER TWO**

### **REVIEW OF RELATED LITERATURE**

#### **Introduction**

This chapter discussed the available literature on concepts, ideas, opinions from authors/experts, theoretical perspectives and related studies on decentralization and effective accountability in Kampala City, Central Division. The literature review was based on the study variables as stated in the objectives, specifically how decentralization and accountability can lead to improvement of service delivery to grassroots citizens. The following diagram was proposed to serve for conceptualizing the study shown in figure 1 below.

**Figure1: Presentation of the conceptual framework**



Source: Primary model, 2011



Figure 1 above presented the conceptual framework of the study; the independent variables, decentralization and accountability were hypothesized to influence the success of services delivery systems (dependent variable). This could be reached when the intervening variables, Government role in creating a conducive environment are favorable.

It meant that when people are informed and participated in decentralized structures, and local leaders and organizational providers are accountable to them, with the government fostering good policies, democracy, transparency and empowering LGs, local people would most likely benefit quality and cost effective services.

The researcher established the variables of the study in order to fit into what had happened in Kampala City, Central Division for the citizens of this LG to benefit from decentralization.

## **Theoretical Perspectives**

- Decentralization and Service delivery

Decentralization is any act in which a central government formally cedes powers to actors and institutions at lower levels in a political-administrative and territorial hierarchy (Mawhood, 1983). Decentralization policies are purposively decided with the main objective of achieving effective service delivery to populations and increasing accountability of the decentralized structures, leaders and public services providers to the beneficiaries.



Political or Democratic Decentralization occurs when powers and resources are transferred to authorities representative of and downwardly accountable to local populations (Manor 1997; Crook & Manor 1998:11-2; Agrawal & Ribot 1999:475).

Political decentralization, aims to increase public participation in local decision-making. Through greater participation democratic decentralization is believed to help internalize social, economic, developmental and environmental externalities, to better match social services and public decisions to local needs and aspirations; and to increase equity in the use of public resources.

Through entrustment of locally accountable representative bodies with real public powers, the ideals of public choice and participatory or community-based approaches to development converge. Democratic decentralization is in effect an institutionalized form of the participatory approach. These are 'strong' forms of decentralization from which theory indicates the greatest benefits can be derived (e.g. Oyugi 2000:15).

According to the World Bank's World Development Report (2004), the said benefits can only be arrived at when the politicians are accountable to citizens. There are four accountability relationships: "Voice Relationship" between citizens and the politicians; "Compacts" between the Organizational providers and the LGs, "Management" between the frontline professionals and the Organizational providers and finally the "Client power" between the Citizens clients and the Organizational providers.

The "Voice Relationship" fits in the context of devolved political powers and it is characterized by two types of mechanisms: formal political mechanisms assured through the activities of political parties and elections and informal mechanisms operating through advocacy groups and public information campaigns.

However, the effectiveness of elections as an accountability mechanism is often questioned because electoral success appears to result more from campaign effectiveness and incumbency than from effectiveness of governance. (Breux & Gierzynski, 1991).

In the case of Uganda, the challenges identified in 2006 by the MoLG in regard to the political decentralization can be grouped as follows:

- i. Less dynamic participation of citizens in decision-making and monitoring of development programmes;
- ii. Citizens do not hold local leaders to account, what undermines critical assumption for success of decentralization; due to fragile civil society and lack of systematic and sustainable civic education programme;
- iii. Local political leaders have supervisory and coordination responsibilities over service delivery but mechanisms for holding them accountable are not exploited save at election time.

As stated by Dwivedi and Jabbra (1988), those who govern have to answer for their actions to a wider public either directly, when politically elected or appointed, or indirectly as subordinates of politically elected bodies. If they fail to do so they can be substituted in democratic elections.

In fact citizens need a variety of mechanisms, not just periodic elections, to make politicians and policy makers accountable by preventing them from abusing their position or even just not pursuing the set objectives. These mechanisms serve on one hand to provide them with information about how their governing bodies have promoted their well being. On the other hand, enforceability mechanisms should exist to make sure that politicians and policy makers are rewarded for good actions and penalized for bad ones.

Administrative Decentralization is key to effective autonomy in the service delivery process because it allows LGs to plan and take decisions for services using their own procedures and processes and relying on their own personnel. This reinforces ownership, shortens the decision-making process and allows for strategic management of human resources including promoting career development; retention and mobility. As a result, the capacity of LGs to implement programmes and projects is impacted as well as their performance, and this will contribute to their ability to account to the local populations.

If they are not to be accountable to their constituencies, there is a risk that the local leaders end up being legitimated by their dependence to the politicians of the central level. As argued by Oyugi, 2000; Ribot, 1999; Wunsch and Oluwu 1995; Mawhood 1983; Crook and Sverrisson 2001, Governments in Africa generally create local institutions that are upwardly accountable to the central state.

These upwardly accountable bodies behave like appointed local administrative extensions of the central state. They may have some downward accountability built into their functions (Tendler 1997), but their primary responsibility is to central government (Oyugi 2000; Manor 1999; Agrawal and Ribot 1999).

As stated by the World Bank, the "Compacts" and "Management" relationships which can be seen as performance contracts imposed respectively to services providers by the LGs and to frontline professionals (e.g. physicians and patients, teachers and students) by the organizations employing them would intervene here to ensure that value for money to the beneficiaries of public services is observed.

Without "compacts", it is hard to impose sanctions for inappropriate performance or provide rewards when performance is appropriate. Instructions to providers must be clear and backed with sufficient resources for adequate compensation.

As for the “management”, accountability will be assured through selection, training and motivating the professionals and subsequently evaluating their performance to ensure efficient and effective service delivery.

As for the political aspect, the MoLG explored the administrative challenges that Uganda’s decentralization has been confronted to from the enacting of the policy in 1992 up to 2006. Most of the problems rotate around coordination and alignment of the legal framework. As much as most of LGs were found to comply with central line ministry guidelines in their operations, there is as yet no mechanisms for handling those that do not.

Among the key issues: insufficient monitoring, supervision and coordination of LGs performance; some structures and systems running counter the provision of the LG Act; various institutions set up to enhance participation of communities in service provision but not strengthened to carry out their mandate; weaknesses in a number of LGs in key functional areas: planning, budgeting, accounting, procurement and contract management; and solid waste management.

Fiscal decentralization and Service delivery: The decentralization of fiscal resources and revenue generating powers is also often identified by many analysts as a separate form of decentralization (Wunsch & Olowu; Manor; Crook and Manor; Prud’homme, 2001). But while fiscal transfers are important, they constitute a cross-cutting element of political and administrative decentralization, rather than being separate category (Oyugi 2000:6; Agrawal & Ribot 1999:476).

In fact, it is a core component of decentralization and if LGs and private organizations are to carry out decentralized functions effectively, they must have an adequate level of revenues –either raised locally or transferred from the central government– as well as the authority to make decisions about expenditures. Serious impediment to financial

autonomy subsists in developing countries where the existence of a legal authority to impose taxes does not automatically translate into sufficient revenue because of the prevalence of a very weak tax base.

In the case of Uganda transfers from central government suffers of two serious limitations: i) the suppression of Graduated Tax in 1996 reduced resources locally raised by LGs, while the promise of increasing transfers from central government by 45 billion UGX did not translate into reality; ii) the multiplication of the number of districts in 2010 while the global envelope of resources availed by the central government to LGs has remained at the same level.

The MoLG has confirmed the resource constraint as it reported fiscal challenges faced by the implementation of decentralization policy in 2006: i) LGs have inadequate revenue due to limited sources, weak collection capacity and political intervention countering effective revenue mobilization and collection; ii) operation and maintenance of investments in LGs hampered by the continuous decrease of local revenue.

To the above, one can add the institutional capacity constraints (e.g. lack of financial reporting capacity) and bad governance practices to feature a general context unfavorable to a sound financial accountability in local governments.

Diamond (1999) argued the same by stating that where hierarchical chains of particularistic, patron-client relationships are already the dominant mode of politics, shifting discretionary financial authority from the central to the local level may simply shift the focus of clientelism and corruption from the central to the local arena, making these problems even tougher to control because of the absence of the strong parties and countervailing interests that are found at the national level.

In addition to the already mentioned mechanisms that should make local governments accountable to local populations, Onyach-Olaa and Porter (2000:1, 9) argue that LG's downward accountability is contingent on central government's accountability in playing its roles of delivering timely and accurate policy guidance, monitoring, mentoring, compliance verification and so forth. They make the same arguments for donors in their efforts to support LGs. When LGs need the assistance of donors or of district, regional or central government, either for coordination of larger scale actions or for expertise and equipment, mechanisms must be in place to help assure that these services will be adequately delivered in a timely manner. The central government's role of creating the conditions for decentralization to operate is in stake here (intervening variable).

- Accountability and Service delivery

According to Scott and Lyman (1968), accountability is a relationship transaction. It entails an implicit or explicit belief that people should be required to justify their actions, beliefs, or even feelings to others.

Rulers claim to be responsible to their people; people try to hold them to account. Accountability is thus the measure of responsibility (Lonsdale, 1986:127).

For Anderson (2009), the construct "accountability" is located within a family of concepts, all having to do with an account, report, or story. The relationship nature of the concept is implicit. Accountability is an interactive relationship between two entities, an accountable actor who carries out some action, and an "accounter" to whom the accountable actor reports. The accountable actor must answer to the accounter.

According to MoLG, an accountability framework exists with tools and mechanisms to strengthening voice and client power. In order for decentralized service delivery to

happen, LGs will incorporate participatory approaches to promote bottom-up planning where communities can decide what their development needs and priorities are.

Government of Uganda (1995) stated that oversight entities are those institutions that are constitutionally and/or statutorily mandated, in varying ways, to oversee, monitor, regulate, harmonize and generally guide various public service delivery functions performed by specified institutions/entities within their respective sectors of state. These are the Parliament, The National Planning Authority (NPA), the Inspector General of the Government (IGG) the Office of Auditor General (OAG) and the Office of the Prime Minister (OPM) as well as the support structures at the national and local level including Local Government Accounts Committees (LGPAC).

However, according to consultations undertaken in 2010-2011 by United Nations Development Programme (UNDP) in the process of supporting the Government of Uganda (GoU) in strengthening oversight functions for monitoring service delivery, it has been noted that monitoring tools developed so far by NPA, do not yet have systems to enable NPA and other oversight entities as well as Civil Society Organizations (CSOs) to work through coordinated feedback process. (UNDP Uganda Country Office Project Document, 2011)

Also, the Uganda Management Institute (2004) stated: "Ironically, various surveys have found that the Chairpersons and Councilors to whom some of the anti-graft institutions request to take action are the master minders and centre pieces of corruption in LGs. The magistrate's court and the Police are equally rated by the Inspector General of the Government as the most corrupt local institutions yet they bear the final responsibility of handling corruption cases".

Therefore the existence of legal and institutional frameworks for implementing decentralization without appropriate systems to ensure effective monitoring of service delivery is unlikely to guaranty timely, durable and cost effective services.

In the same vein, effective accountability cannot be arrived at without strong measures against corrupted local leaders. The oversight institutions may resort to giving up the fight if probed cases of corruption do not lead to sanctions, and this will result in failure of decentralized services.

### **Related studies**

Based on lessons learned from Uganda's case, Saito (2001) concluded that decentralization clearly demonstrates that bringing power back to people, and bringing services closer to people would not automatically produce more effective and efficient public services. However, the study did not mean to say that centralization would produce better outcomes, the ultimate question that matters being: is the entire process of decentralization "pro-poor"? The response is not straight forward in general, although the mixed situation in Uganda favors the "yes" than the "no".

The study presented accountability as a framework of rewards and sanctions in various domains. As such, for it to be a tool for effective quality control for better public administration both rewards and sanctions should be used to establish any adequate standard of performance and to improve motivations of personnel.

On the ultimate objective of decentralization as aiming to achieve pro-poor development, one cannot agree more with Saito (2001) that Uganda has done rather well. However, the study has been conducted ten years ago and putting it in today's context would not necessary lead to the same conclusion.



About accountability, the arguments of the Saito (2001) are well anchored in the theory of management related to delegation and performance measurement. Saito (2001) has indeed stated that as accountability has financial and political aspects, rewards and sanctions can be both monetary as well as non-monetary. Salaries and social pressures, for example, can work as incentive mechanisms.

However, the monitoring of the local politicians/leaders and the organizational providers/professionals in Uganda's case has not been effective for the reason that local people do not have the capacity to hold these actors to account.

For this to be effective, accurate information is much needed for the media and the public to make reasonable judgment. Freedom of speech and the press are helpful for reaching more informed judgment.

According to Kahkonen (2001), it has been argued that decentralization improves governance and public service delivery by increasing: i) Allocative efficiency, through better matching of public services to local preferences; ii) Productive efficiency, through increased accountability of local governments to citizens, fewer levels of bureaucracy, and better knowledge of local costs.

Kahkonen (2001) based his statement on a recent study by the University of Maryland which analyzed the validity of this argument by assessing decentralized health and education services in the Philippines and Uganda. He concluded to the following policy implications:

First, for decentralization to increase "Allocative and Productive efficiencies", LGs need to have the authority to respond to local demand as well as adequate mechanisms for accountability. Because granting authority without accountability can lead to corruption

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and lower productive efficiency, decentralization needs to be accompanied by reforms that increase the transparency and accountability of LGs.

Kahkonen (2001)'s argument may question the relevance of the recent decision of the GoU in creating the Kampala Capital City Authority (KCCA) with an Executive Director; as well as the creation of a Ministry in charge of Kampala City. Would this lead to the Lord Mayor and the City Council having less authority? The administrative arrangements to allow the implementation of the Kampala Capital City Act, 2010 and clarifying the reporting lines are yet to be issued and only after their publication one will be able to answer the above question.

Second, functions need to be devolved to a low enough level of government for allocative efficiency to increase as a result of decentralization. Low-level governments are likely to be aware of local preferences and, if able to do so, are likely to adjust service delivery accordingly.

Kahkonen (2001)'s point above is important as one can refer to it for insisting on the need for the KCCA's divisions (Municipalities under the new Act) to have their full autonomy vis-à-vis the new Authority. In the same vein the current Parishes should also be autonomous vis-à-vis the Divisions, and the current Villages vis-à-vis the Parishes.

Third, citizens should have channels to communicate their preferences and get their voices heard in LGs. But the existence of such channels is not enough. To effectively influence public policies and oversee local governments, citizens need to have information about government policies and activities. The media play a crucial role in this area. In developing countries radio is especially important for disseminating information about government. The media, however, tend to focus on national events and politics. In a decentralized environment, adequate coverage of local events and politics is also important.

Uganda is not an exception in this finding as the media does not seem to have the same level of decentralization as the governance structures.

## **CHAPTER THREE**

### **METHODOLOGY**

#### **Introduction**

This chapter presented the methodology that was used in the study. This included research design, target population, sample size, sampling procedure, research instruments/methods, validity and reliability of research instruments, data analysis, ethical issues and limitations of the study.

#### **Research Design**

A Survey design was conducted to capture qualitative and quantitative data on decentralization, accountability and service delivery in Kampala City, Central Division. The survey design was used because of the descriptive nature of the study to be applied to a big population that is the citizens of the Central Division. (Amin, 2005). Minimizing costs and time was essential in such context due to the limited time and resources available to conduct this research. The survey is a systematic method for gathering information from (a sample of) individuals for the purposes of describing the attributes of the larger population of which the individuals are members (Enanoria, 2005). The qualitative data were collected through key informant interviews while the quantitative data utilized the questionnaire.

## **Research Population**

The research participants constituted 200 citizens from 20 parishes in Kampala City, Central Division categorized into Political leaders (focused group discussion), Technical Staff, Business community, Public service providers and CBO members. This was because such categories of people were believed to be knowledgeable and conversant about Uganda's decentralization, accountability and service delivery in Kampala City, Central Division.

## **Sample Size**

The study sample consisted of 6 political leaders (purposively selected for Focused Group Discussion (FGD), 6 Technical Staff (purposively chosen by the researcher to participate in the interviews based on their knowledge of the topic), 36 Business community members, 36 members of organizational services providers and 36 CBO members were selected as respondents from 20 parishes in Kampala City, Central Division. In all, 120 respondents participated in the study. The sample selection details of the respondents are shown in table 1 below.