

**THE ROLE OF DECENTRALISATION IN COMMUNITY EMPOWERMENT FOR
POVERTY ALLEVIATION:
THE EXPERIENCE OF ENDINZI SUB COUNTY, ISINGIRO DISTRICT**

**A RESEARCH REPORT SUBMITTED AS PARTIAL REQUIREMENT FOR THE
AWARD OF A BACHELOR OF ARTS IN DEVELOPMENT STUDIES DEGREE OF
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BY

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DECLARATION

I Ainembabazi Monic hereby declare that this research report is my original work and has never been presented to any university or institution for any award.

Signed.....

AINEMBABAZI MONIC

Date.....

APPROVAL

This research work has been under my supervision and guidance. It is hereby approved.

Signed.....

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SUPERVISOR

Date

DEDICATION

I dedicate this book to my beloved mummy Mrs. Frida Kamazinga, my relatives and all family friends.

ACKNOWLEDGEMENT

The task of writing this research report has not been easy. I therefore feel gratitude to those who have helped me in all ways possible to come up with this piece of work.

I wish to acknowledge the local council leaders of Endinzi Sub County for the attention and information that was availed to me. I extend this gratitude to all the other informants who participated in the study. Their cooperation enabled this work to be complete.

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Finally, I am grateful to my supervisor and lecturer, Mr. Ronald Kaddu for his intellectual guidance.

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LIST OF ACRONYMS/ABBREVIATIONS

FAO	Food and Agricultural Organisation
PMA	Plan for Modernisation of Agriculture
MOAAIF	Ministry of Agriculture Animal Industry and Fisheries
MOLG	Ministry of Local Government
MOFPED	Ministry of Finance, Planning and Economic Development
NAADS	National Agricultural Advisory Services
PEAP	Poverty Eradication Action Plan

ABSTRACT

This report documents the findings of a study on the role of decentralization in community empowerment for poverty alleviation. Endinzi Sub County in Isingiro district was taken as a case study.

The study's main objective was to examine the role of government decentralization in empowering communities for sustainable development.

The study adopted questionnaires and interviews as key research instruments. These were administered on the key respondents who included local people and local council leaders and civil servants.

The key findings include the following;

The roles of decentralised governments especially at sub county level were inadequately done in Endinzi local government.

Most services that mean a lot in local people's lives such as roads, schools and health centres were in place. A number of limitations were however noted including substandard work, poor or lack of maintenance and the like.

Endinzi Sub County just like any other in the country cannot provide services adequately due to low revenues created by a narrow revenue base. The situation became worse with the abolition of graduated tax.

Local governments still face structural constraints that include corruption, incompetence, unsupervised demotivated civil servants and political interference.

The following recommendations were made;

Endinzi sub-County should strengthen its planning process to ensure that programmes that eradicate poverty are critically addressed.

Local people should be involved in decision making and determining their projects that may bring them out of poverty. The sub county officials can do this.

The sub county needs to look for other sources of revenue other than relying on remittances from the central government and district. This will help in funding more development projects.

Regular auditing and other supervisory activities need to be enforced by district authorities and central government to ensure that civil servants perform and are accountable.

NGOs, the district and central government need to design and deliver capacity building programs that are geared towards strengthening the capacity of local councillors to perform their functions.

CHAPTER ONE

INTRODUCTION

1.0 BACKGROUND TO THE STUDY.

The concept of decentralisation

Decentralisation has existed in Uganda for quite some time. Despite having been in use in the field of public administration and local government and despite having been studied overtime, it is still ambiguous to define. Nsibambi A (ed.) 1998 defines decentralisation as the delegation and deconcentration of workload and responsibilities to local authorities and devolution of political and fiscal powers to the lower levels. Two scholars have defined it in both territorial and functional terms. Rondinelli 1981, defines territorial decentralization as the transfer of responsibility for planning management and the raising of and allocation of resources from the central government and its agencies to field units of central government ministries or agencies, subordinate levels of government, semi autonomous public corporations, area wide, regional authorities or non governmental and private organisations.

The above definition supposes that decentralization is simply the transfer of decision making power or is about re organizing of local government services into locally based units serving small areas with the increased involvement of local people.

Conyers David (1986), defines functional decentralization as the transfer of authority from central to peripheral organisations at the same level. The functions of these periphery centres may be both permissive and obligatory. The entire gist of functional decentralization however, is to redistribute real powers for decision

making, responsibilities and administrative tasks, from the national centre to local peripheral areas.

1.1 DECENTRALIZATION IN UGANDA

The 1962 constitution established a highly decentralized system combining federalism with semi federalism and unitarism. The kingdom of Buganda was granted a federal status while semi federal status was granted to the kingdoms of Ankole, Bunyoro and Toro. The districts of Acholi, Bugisu, Bukedi, Karamoja, Kigezi, Lango, Madi, Sebei, Teso and West Nile were given council status.

This arrangement was however short lived. In 1967, a new constitution highly centralized the state. The Amin regime only made things worse by dissolving the district and urban administrations and establishment of provincial administrations led by military governors.

The Uganda constitution (1995) sets the following among others as the tenets of the decentralization policy in Uganda:

- The state shall be guided by the principle of decentralization and devolution of governmental functions and powers to the people at appropriate levels where they can best manage their affairs.
- Decentralization shall be a principle applying to all levels of local government and in particular, from higher to lower local governments to ensure peoples participation and democratic control in decision making.
- Appropriate measures shall be taken to enable local governments to plan, initiate and execute policies in respect of all matters affecting the people within their jurisdiction.

- In 1997, the Local Government Act was enacted so as to give effect to the above provisions. Essentially the act provides for local governments to ensure good governance and democratic participation in and control of decision making by the people.

The Ugandan local government structure is as below;

The district

The sub county council

Administrative units include:

The county council

The parish/ward council

The village council

While districts are the major local governments, and are therefore responsible for most of the decentralized programmes and responsibilities, the sub county equally remains an important unit in service provision and local governance. Urban councils, given the unique nature of their services have constitutional autonomy over their resources.

1.2 PROBLEM STATEMENT

The assertion, that decentralisation leads to better service delivery has been emphasised by many scholars. Yet on the ground there is evidence that decentralisation only benefit the local elite, who have access to resources, dominate the local councils and make most decisions.

Given the current practices in local governments, genuine and active participation of the local communities in service delivery and utilisation seem to be compromised. Civil servants and councillors dominate the process and even when councillors claim to represent local people's views, they satisfy their interests first and those of citizens later. There is little evidence to suggest that decentralisation has empowered people to fight poverty and bring about development.

This study examined the role of decentralised governments in putting in place programs and services that can empower people to develop themselves.

1.3 OBJECTIVES OF THE STUDY

1.3.1 GENERAL OBJECTIVE

To examine the role of government decentralisation in empowering communities for sustainable development

1.3.2 SPECIFIC OBJECTIVES.

- (i) To examine the role of government decentralisation in provision of social services to local communities.
- (ii) To assess the extent to which local governments adequately provide the required services to local communities
- (iii) To examine the capacity of local governments in providing services to local communities.

1.4 RESEARCH QUESTIONS

- What is the role of decentralised governments in the provision of social services to local communities in Endinzi Sub County?
- To what extent does the local government of Endinzi Sub County adequately provide the required services to local communities? of services to local communities?
- What strengths and limitations does Endinzi Sub County have in the provision

1.5 SCOPE OF THE STUDY

The research focused on the capacity of local governments to provide the services required by local communities. Geographically the study covered the sub county of Endinzi in the district of Isingiro. It covered a period between 1986 and today.

1.6 JUSTIFICATION OF THE STUDY

This study is important and therefore necessary because of the following:

- The study will enrich the debate on decentralisation as an important concept in development practice. The research will provide a case scenario that will show whether poverty alleviation is possible especially in decentralized levels of government.
- The study has made some recommendations based on the findings that may help shape policy and other interventions in the areas of development planning and local governance.

- A lot of studies have been done on local governance and decentralization. These include studies on fiscal planning, women participation in local councils, decentralized health services etc. However, few have focused on the development role of local governments and community empowerment. This study generated new ideas and knowledge on such an essential area of local governance and national development.
- Other researchers might use the findings of the study to identify gaps that require further inquiry. Besides, the researcher has given recommendations on areas that deserve further study.

CHAPTER TWO

LITERATURE REVIEW

2.0 INTRODUCTION

DEVELOPMENT

Most countries in central and South America have been independent for well over 100 years. It's now over 40 years since India and other countries of the Sub-continent gained their independence, and 25 years since most of the new countries of Sub-Saharan Africa joined the United Nations as independent countries. With the end of colonialism, expectations were high that the former colonies would experience a period of rapid economic growth and positive social transformation. The post war recovery of Europe with assistance from the U.S Marshall Plan, as well as Japanese development miracle, has led to the economists and statement to foresee the possibilities for similar progress in the third world. S. Burkey (1993) Page 26.

Spurred on by independence movements throughout Asia, Africa and the Caribbean Island, as well as the cold war manoeuvring, development assistance agencies and programmes were established during 1950's. The decade beginning with 1960 was declared by the UN as development decade, the 1970 became second development decade, significantly the 1980's were not declared the third development decade. However despite all the decades the high expectation for development and eradication of poverty has not been fulfilled. Burkey (1993) Page 26.

It's therefore crucial to analyze whether decentralization policy, which became prevalent in the 1990's has reversed the above trend and contributed to community development.

During the 1950's economic, political scientist and other began directing their attention towards the practical and theoretical; problems of development in the third world countries; or, as they were called the under developed countries, since then thousand of scholarly papers, articles, books have been published. Magazines of all aspect of development have been established. Specialized Institute of development studies and research has been found, and theories of economic and social development have been proliferated. Burkey (1993). It's imperative that one looks at these developments and sees whether such development has caused social transformation in the community and whether this social transformation has been a result of decentralization policy in the case of Depicts should be noted pointed out that, there are several theories advanced to explain development and one them is modernization theory.

2.1 Theories of Development

Development theory has until recently been dominated by theories and models derived from experiences of Western economic history. The emergency of capitalism and the advance of Industrial revolution gave a distinctive form of western development thinking. Development and Economic growth became synonymous with progress and higher civilization. Growth was seen as a natural progress, which could be nourished through application of correct and timely inputs. Likewise it could be impeded by bad condition but once these constraints were removed the progress would continue. The development in the third world was expected to be imitative

process, which less developed countries gradually assumed the qualities of the industrialized world. Development was essentially a question of increasing gross level of saving and investment. It's therefore envisaged that saving and investment could accelerate community development and decentralization policy was a key tool for realization community development.

2.2 Community Development

Despite the fact that the realities are otherwise a commonly accepted approach to rural community development has been established projects, which treat the village as a near or less harmonious unit. It has not been practice to give special consideration to specific group within community but it has been generally accepted in community development circle that working through established traditional leaders in the villages generally better off would automatically benefit the whole community. This did not prove to be the case, and the approach therefore was called "Betting on the strong". After several consecutive evaluations it became obvious that the better off, mainly the dominant landowning group benefited from the extension work of the project rather than the majority of the poor, peasants in the community. Huizer (1998) concluded that the harmony model of community development ironically enhanced and sharpens the potential for conflict at the village level. Burkey (1993) Page 42 - 43. It's prudent that ones attempt to analyze the contribution of the decentralization policy in the above set up whether it has led to community development or not. It should be noted that development should be people centred (Korten and Klaus 1994; Cinea 1995) people come before things; and poorer people come before less poor. It is a right to put the last the first to give priority to those who are more deprived – the poor physically weak vulnerable, isolated and powerless

and to help them change those conditions. Robert Chambers (1993) Page 10. This further shows that the importance of understanding the contribution of decentralization to community development especially among the poor of the poorest as shown above.

The researchers of participatory institute for Development Alternative (PIDA) report that practically all rural development initiatives in Sri-lanka, whether governmental or non- governmental have attempted to work with total village communities without recognizing the basic contradiction or conflict interest that exist within communities. These agencies assumed that either rural communities are harmonious socio-economic entities or that the conflicting socio-economic interest (hence power structure) could for all political purposes be ignored. Burkey (1993). It's my conceived view that for all practical reasons and purposes, those differences should be ignored. Decentralization policy cut across the board whether the poor or rich hence it's important that the contribution of decentralization to community development be taken across the board in IDP's incase of Pabbo. They are all displaced by the same factor, living in a camp for all those years. What is important is to analyze the level of community participation for development activities in the camp.

2.3 Participation

Participation of the people in the institutions and systems which governed their lives is a basic human rights and also essential for re-alignment of potential power in favour of disadvantaged groups and for social and economic development. Rural development strategies can realize their full, potential only through the motivation, active involvement and organization at the grass root level of people with a special

emphasis on the least advantaged in conceptualizing and designing policies and programmes, and increasing administrative, social and economic institutions including co-operative and other voluntary forms of organization for implementation and evaluating them. Peasant chapter, FAO (1993)

The poor have not participated in sharing the benefits from the massive development efforts of the past decades, neither in proportions to their numbers nor their needs. The interest in analyzing the interest of participation of the poor in development is indicated by a number of special internal programmes, which has been established during the past ten years. The question of participation by the poor has been closely linked to other development issues. A value of participation by the poor for development stems not only from such idealistic consideration as basic human rights or the rejection of authoritarian and paternalistic alternatives, but also from the inherent strength of participation as a means of articulating genuine needs and satisfying them through Self reliance and mass mobilization. D.P. Ghai et al (1977). However it's important to ascertain the extent of contribution of decentralization policy to community development and attempt are made to find out whether participation elaborated is due to decentralization policy. It's also important to find out whether decentralization has promoted community development in isingiro.

The participation of the rural poor in their own development has been a measured as a key factor in the success of project. Cohon and Uphott (1977) cite a study by development alternatives Inc. based on an evaluation of over 50 rural development projects. It was found that local participation in decision-making during implementation was even more critical to project success than such participation in the design. The project success was measured in terms of increases in farmers'

income and agricultural knowledge as well as self helps capacity and probability of project benefits becoming self-sustaining.

Participation is essential part of human growth, that is development of self confidence, pride, initiatives, creativity, responsibility and co-operation without such development within the people themselves all efforts to alleviate poverty will be immensely or more difficult if not possible. This process whereby people learn to take charge of their own lives and solve their own problems is the essence of development. Burkey, (1993). One could argue that it's in line of decentralization principle that people's participation in decision making is regarded as important.

Social services delivery at decentralised levels: agriculture as a case study.

Agriculture extension in Uganda has undergone a transformation, from the traditional public delivered extension to the decentralized, farmer controlled and private led agricultural advisory service delivery since the Government NAADS programme of 2001. This programme followed a number of policy initiatives towards solving abject poverty and extending services to the poor people. In 1997, Government formulated the poverty eradication action plan (PEAP) a policy framework that was meant to guide all development efforts geared at poverty eradication.

The PEAP document had four pillars;

- Creating a framework for rapid and sustainable economic growth and transformation.
- Ensuring good governance and security.
- Increasing the incomes of the poor.

- Improving the quality of life of the poor.

To attain the above objectives, a number of strategies were formulated and implemented among which is the plan for modernization of Agriculture (PMA) which specifically addresses forces that undermine agricultural productivity namely; poor husbandry, low use of improved inputs, limited access to technical advice, poor access to credit; poor transport, communication and marketing structures; and insecure land tenure and user rights (MOAAIF 2000).

The National Agriculture Advisory services (NAADS) as one of the components of PMA, was created to redress past short comings in the provision of agricultural extension services mainly through increasing farmers access to information, knowledge and technologies for profitable agricultural production (NAADS, 2002). The Ideology of NAADS is based on the need to empower farmers especially the poor to demand and control agricultural extension services. Unlike in the past, where individual government extension workers were responsible for planning, implementing and monitoring extension service delivery, private providers through the contract system offer the advisory services. This programme is also anchored on the government policies of decentralization, liberalization and increased participation of the people in decision-making and overall development. (Namara, 2003).

The Government's Ministry of Agriculture has the overall national responsibility for the programme while the Finance Ministry has an oversight function. District and sub county local government councils and administration are responsible for support and supervision and their levels. (MAAIF 2000). Farmers groups have the primary responsibility at grassroots level. They are the prime clients of advisory services. They do this function through their elected farmer fora at Sub County, district and

national levels. The secretariat of NAADS at national level offers technical guidance, program coordination and supervision. There is a coordinating office at the district and sub county.

Specifically, local governments do the following;

- Develop plans through which NAADS can be implemented.
- Technical planning committees integrate NAADS plans and budgets into District and sub county development plans.
- Through contract committees, local and services required for NAADS to set procured in time and according to set procedures.

Farmers through their fora are responsible for;

- Planning, costing and contracting services and monitoring and evaluation.
- Performance evaluation of services providers.
- Represent farmers' interests in development plans of sub countries and districts.
- Identifying and determining priorities and critical services required.

The service providers in the NAADS arrangement include individuals, small groups of advisors, consultants, professional firms, academic institutions and business firms. The main aim of these is to arrange and perform the advisory research and development services in response to the demands of the farms, sub counties and districts.

In terms of approach, the NAADS program represents a paradigm shift from the publicly financed and delivered extension provision to a demand driven and private led advisory service. Service providers are contracted mainly at sub county level with decisive involvement of farmers' representatives. In this regard, sub county and district farmer forms are tender committees at their respective levels under the NAADS Act.

The approach is also participatory in nature. This tries to bridge the communication gap that exists between farmers and development workers. A farmer are actively involved in interest groups to identify their own needs, set priorities, formulate plans and monitor outputs and out comes. This creates ownership ideally and ensures control of the programme by the farmers. It also promotes learning for the stakeholders especially through joint planning meetings and review at all levels.

The implementation of NAADS is funded through a basket arrangement. This requires that key stakeholders contribute to the basket. Donors 80%; Government of Uganda 8%, local Governments 10% and farmers 2%. It is anticipated that over the 25 yeas of NAADS programme, farmers and local Governments will take increasing funding responsibilities (NAADS, 2003). While this arrangement is meant to encourage farmers' participation and ownership, there are reports that the 2% at time became difficult for farmers to raise. This is not surprising given the poverty in the countryside. NAADS financial management and reporting is based on the government regulations, including the local government financial and accounting regulations (1998) from the government consolidated account, funds are channelled to the poverty Action Fund Account then to NAADS conditional current Accounts of

the districts. Once funds are at the districts, it is then channelled to the production department Account and to the sub county NAADS account and finally utilized.

While this level of fiscal decentralization is appreciated, it must be noted that the long process encourages the usual red tape in government bureaucracy, and facilitates cases of corruption. In some instances, money to the districts and sub counties is sent late or reaches late without due regard to agricultural seasons. This obviously hampers the ability of farmers to adequately benefit from the programme.

As a new approach to agricultural extension services, NAADS has had both positive and negative impacts, its coverage has increased and impact felt at grass root level since it is Sub County based. Farmers' have been organized in groups and these have been strengthened to demand for better services.

NAADS has also strengthened the capacity of NGOs and local government staff to effectively provide the required services to farmers. Unique enterprises have been identified and supported. These include fruit crops like apples, agriculture, herbs and spices. New technologies have been developed and propagated to various sites across the country. All these are good interventions. There are however concerns about the location and beneficiaries of these enterprises. It seems the concept of progressive farmers' is still being used. Most new enterprises, innovations and projects are based on the farms of a few individual farmers who are supported to teach others. But just like the progressive farmers of 50s and 60s personalized the projects so most likely will the progressive farmers of NAADS.

There are other challenges faced by NAADS. The history of agricultural services delivery in Uganda has been based on extension. This has connotations of people waiting to receive. Indeed up to today, research findings show that farmers are still

reluctant to join farmers' groups. Most communities still believe that government has a duty to provide services. As such private service providers are treated with suspicion. Farmers' too expect NAADS to provide them with inputs and credit at face cost. The knowledge and information given to farmers through NAADS is also not easy for farmers to put into practice. All in all NAADS as an approach to agricultural extension services delivery still has issues to sort out and avoid the mistakes of past approaches.

CHAPTER THREE

METHODOLOGY

3.0 Introduction

This chapter focuses on the methodology aspects of the study. It covers research design, the sample size and sampling procedure and instruments, data collection, data processing and analysis.

3.1 Research Design

A case study design was adopted. The study was cross sectional; integrating qualitative and quantitative methods. A combination of qualitative and quantitative methods were used because of the complementary use of methodologies (LeCompte and Schensul 1999:173) that participants are likely to give different responses in quantitative and qualitative types of methods. The design was chosen because it is appropriate for collection of detailed information. Further more, the design is convenient for a study at single point in time and is useful when collecting data from different categories of respondents and large population. The survey design is cheap to carry out in terms of time.

3.2 Area of Study and Subject Selection

The study was conducted in Endinzi Sub County in Isingiro district. The sub county is situated in southwestern Uganda bordering the republic of Tanzania. People living in

Endinzi sub county-like other people living in rural areas; find them selves caught up in poor social infrastructure. There are no health centres and other service providers. Poverty is high and most people hardly get the basics of life. Despite being an agricultural area with fertile soils, most people practice subsistence agriculture with less produce for income.

3.3 Selection of the Respondents

The researcher used a total of 50 respondents in all. The number included 15 civil servants and local council officials in the study area. The sample size was considered appropriate for generalization of the finding and reducing the sampling error. The selection was made possible by using the list of all the names of staff.

Convenience sampling was applied along with other sampling techniques. Where one participant sampled failed to turn up, may be because he/she had no time or was not available he/ she was substituted by the one available, as long as they fell in the same category. According to Balyejusa (2001) this method is suitable where the sample may not be stable and easily obtained due time schedules and mobility requirements. For such effect, a researcher substitutes such samples with those available and willing, as long as they fall in the same category. This sampling technique gave room for flexibility.

Also included in the study population were staff and civil servants of the Sub County and district. These were key informants purposively selected by virtue of their positions, knowledge and specialty. Atuyambe (2001) revealed that purposive

sampling is suitable for selecting key informants because, by virtue of their positions in the respective offices, they hold the relevant key information that is representative of the behavioural domain under investigation.

3.4 Procedure

An introduction letter was obtained from Kampala international university to enable the researcher to access the area of interest. Another letter was got from the chief administrative officer, Isingiro district. Like wise permissions were sought from the local council chairmen at village level to enable the researcher carry out interviews uninterrupted. The researcher personally and physically administered the instruments.

Confidentiality was promised, and emphasis made that the information would be treated solely for the purposes of this study.

3.5 Data Collection

The research adopted both primary and secondary methods of gathering information. With the primary method, the researcher engaged in collection of raw data from the field, while secondary methods engage literature and organizing of reports and other information and data from established sources such as textbooks and available records. The records guide on matters related to access to information on service provision by local governments.

3.6 Research Instruments

When using primary sources, the study adopted various instruments including questionnaires and interviews for gathering information and data.

3.6.1 Self Administered Questionnaire

The self-administered questionnaire consisted of open-ended and closed-ended questions designed to elicit data from respondents. Questionnaires were formulated for the district and sub county staff. These included, councillors, sub county chief, community development officer, and district officials responsible for provision of services like roads, health centres, UPE and agriculture. Questionnaires were preferred because they give clear and specific responses. In addition they enabled respondents to express themselves freely.

3.6.2 Interview Guide

The interview guide is a set of outlined questions about the issues to be explored, to guide the interview and make sure that all relevant topics are covered. Interviews were intended to obtain complimentary information from the first category of respondents. The researcher interviewed the residents well aware that they could respond to interviews more easily than to questionnaires. Interviews enabled the researcher; to seek details. Similarly, responses in questionnaires might lack details because they are made without emotional and intellectual support of the interviewer (Halt, 1952).

3.6.3 Observation Guide

An observation checklist was designed to guide the observations. The observations will be carried, using the observation guide. This involved establishing the facilities in place. For example nature of roads, school and health centre buildings etc.

3.6.4 Secondary Sources

Document review

The researcher reviewed and analysed all documents related to services delivery in the district. These included evaluation reports, Sub County and district development plans, budgets, budget framework papers etc

Validity and reliability

To ensure validity and reliability of research instrument, copies of the draft instruments were pilot tested, in an area that had more or less similar characteristics with Endinzi Sub County-the area under study. This helped to assess the language, clarity, ability to tap information needed, acceptability in terms of length and the response of the respondents. The researcher further discussed the instruments with the supervisor and other colleagues knowledgeable in the field of research. The researcher finally incorporated some of the comments while drafting the final copy. The practice is supported by Arry & Jacobs (1990) who noted that validity is registered by having competent colleagues who are familiar with the purpose of the survey thus can analyse, judge the items to find out whether they are adequate for measuring what they are intended to measure and whether they are a representative sample of the behavioural domain under investigation.

Processing and Analysis of Data

This involved editing of collected data, coding, measurement and tabulation. Coding involved editing of the collected data. The purpose of editing was to check for any possible errors in the filling in of the questionnaires; to ensure correctness and consistency in answering questions. Coding also involved classifying respondents to each category of question and the response patterns.

Qualitative data was analysed using content analysis. According to Kakooza (1996) data from interviews and (supportive data from) the questionnaires may be analysed basing on thematic categories derived from the objectives. The data was coded manually, by reading through and developing and recording a set of themes commonly mentioned by the respondents, extracting quotable information about the issues under investigation. The responses were then summarized into patterns or meaningful categories called themes. Out of the patterns or themes the researcher identified emerging themes as well as identification of quotable information. Quotations were used for elucidation and inferences with dominate themes employed to draw conclusions. Related secondary data was used to avail quotations, and to support positions and provide the necessary authenticity to the research findings.

ii) Quantitative Data Analysis

Quantitative data was analysed using the SPSS statistical package. Descriptive statistics were used to present the data.

Possible limitations of the study

The respondents had a lot of engagements; limiting their availability for the study. Making thorough follow up of the respondents will minimize this problem. This was also be minimized by substituting the respondents that fail to turn up, as long as they fall in the same category.

Financial resources limited the study. This confined the researcher to a smaller geographical scope.

The research was also undertaken amidst other schedules and responsibilities. This limited the time available for the study. Giving the best in the time available minimized this problem.

Further, some research methods used had some inherent shortcomings. For instance, participants are likely to give different responses in quantitative and qualitative types of methods.

CHAPTER FOUR

PRESENTATION, INTERPRETATION AND DISCUSSION OF FINDINGS

4.0 Introduction

This chapter is a representative of findings of the study. Their findings are presented descriptively and through use of statistical figures, tables, diagrams and graphs. The findings are also discussed and interpreted in relation to literature reviewed.

Background information

Age of respondents

Most of the respondents in the study were between the ages of 20 – 60 years. These were people who could make informed comments since in their lifetime they could have used government resources. The table below shows the age distribution.

TABLE 1: AGE OF RESPONDENTS

Age category	Frequency	Percentage
20 - 30	15	25
31 - 40	15	25
41 - 50	15	25
51 - 60	15	25
Total	60	100

Source: primary data.

Education level

This was examined bearing in mind the correlation between poverty and educational status. It was also borne of awareness that educational services are some of the services offered by local governments or decentralised governments ought to offer to people.

Most respondents were found to be of minimal educational level (primary). Few had accessed tertiary education while a small number had dropped out of secondary schools. A good number had never gone to school.

TABLE 2: EDUCATIONAL LEVEL OF RESPONDENTS

Educational level	Frequency	Percentage
Never been to school	20	33.3%
Primary level	30	50%
Secondary level	5	8.3%
Tertiary level	5	8.3%
Total	60	100

Source: primary data

Poverty levels

While the study didn't employ quantitative measurements of poverty, an effort was made to study the perceptions of people on poverty. Most people (68%) considered themselves as poor 10% regarded themselves as better off while 22% felt they were

neither poor nor rich. On the whole the situation in Endinzi Sub County is no different from other areas in the region. There is observable, prevalent poverty that cuts across most households. This poverty is manifested in many things including; high illiteracy levels, low incomes, poor housing, cases of malnutrition and high death rates.

4.1 Role of a Sub County in Provision of Services

The Uganda constitution and the local government act stipulate the following as roles of a local government. While these rules are constitutional, what is on ground is different. In Endinzi Sub County, most residents look at these as major services provided by the sub county

TABLE 3: EXPECTED SERVICES OFFERED BY THE SUB COUNTY

Service	Frequency	Percentage
Arbitration of disputes	15	25%
Road maintenance	04	6.7
Provision of school infrastructure	06	10%
Law and order	15	25%
Others	20	33.3%
Total	60	100

Source: primary data

It was discovered that peoples understanding of the role of government has not changed much. The idea of a government as the most dominant on people's lives still lingers on. People still regard a sub county as a coercive arm of government with authority instead of viewing it as a service provider.

Education services

One of the core services offered by a sub county is education in particular primary education. Education is also important in the empowerment of communities. It increases people's awareness, promotes participation and enables people to take decisions on issues that affect their lives. In Endinzi Sub County there are 13 primary schools owned by the government. Most of these are running in dilapidated buildings, lack the necessary educational facilities, are understaffed and are situated in remote settings. A head teacher of one of the primary schools lamented thus;

"The sub county can only afford to provide a few desks for pupils. Big investments like classroom construction can only be done by the district. These however come once in a number of years. We are heavily constrained, sometimes we teach under trees."

Health services

Health provision is another critical service provided by local governments. A health centre 111 is in place at the sub county headquarters. There are plans to construct health centre 11 at parish levels. The existence of this facility is important in as far as service delivery is concerned. Records at the health centre showed a remarkable increase in out patient department attendance. Out Patient Department attendance shot up from 35% in 2003 to 70% in 2006. This meant that people were using this

health facility. A number of rural people interviewed were grateful to the government for providing health facilities closer to the communities.

All is not well in this facility however. The sub county is definitely large and one health centre cannot meet the needs of this big population. Secondly, there are usually shortages of drugs and other essential medical equipment. Patients can only be diagnosed and referred to private clinics for drugs. Most rural people are poor and can't afford drugs in private facilities. The in-charge of the health centre had this to say;

“The health centre provides what it can. At times simple drugs like painkillers are not there. We depend on ministry of health deliveries which most often are late.”

From the above, it can be deduced that the ability of a health centre to effectively offer services is compromised. Yet health is the central element in any empowerment programmes. Communities can't be empowered nor can they improve on their economic situation if they are diseased and weak.

Water and sanitation

A recent human development report emphasised the importance of water and sanitation in the improvement of quality of life of any community (UNDP 2006). From the study, this was one of the areas neglected by the sub county authorities in as far as provision is concerned. While neighbouring sub counties have benefited from the gravity flow water scheme, Endinzi has not yet got this facility.

In dry seasons the area can get so dry and being part of the cattle corridor, water scarcity can at times get worse. Human beings share water wells with animals increasing cases for water borne diseases and other epidemics to crop up.

While water provision is usually thought about, sanitation issues are always forgotten. The development plan of Endinzi Sub County doesn't even mention sanitation as an issue. Yet from observation trips in the area, it's clear that poor sanitation accounts for a good percentage of most illnesses in the areas. Promotion of awareness on good sanitation practices is the mandate of the sub county in particular the health assistant and the community development officer. These are permanent staff stationed at Sub County. However their impact is minimal. The health assistant had this comment.

"We are unable to carry out any sensitisation because we not adequately funded. We even don't have any means of transport. It is difficult to visit communities unfacilitated"

Indeed an examination of the sub county budget shows little importance is attached to community sensitisation let alone sanitation issues.

Rural Roads

In Uganda generally, local governments are responsible for feeder roads management. Being an expensive undertaking, most feeder roads are handled by the districts. The sub county budget and development plan made allocations to the road sector, with emphasis on maintaining and construction of bridges. Routine maintenance was also emphasised.

Observation checks in the community revealed that some roads were still impassable especially during rain seasons. The sub county chairman noted thus:

“Road construction is expensive yet the sub county has no revenue. It becomes difficult to always maintain these roads”

Economic empowerment in a rural area like Endinzi is largely dependent on proper roads. These roads serve as a link to extension services, schools, health services, markets etc. if the roads are bad, and the entire service delivery mechanism is affected. This less is what happens in Endinzi Sub County.

4.2 Capacity of a Sub County to Deliver Services

The study focussed on the extent to which a lower local government can adequately provide services that empower the citizens. This was in terms of personnel, equipment, funds and legal mandate. Findings revealed a situation where the sub county is able to meet approximately 10% of the expectations of the public. Sub county is always constrained by resources especially finance to ably meet its obligations.

Of major concern is the low revenue base. The sub county is limited in as far as revenue generation is concerned. The local government act lists the following as potential sources of sub county revenue.

A major concern has developed following the abolition of graduated tax in 2001. Graduated tax used to be the biggest source of revenue for local governments. Since its abolition, Endinzi Sub County has only relied on remittances from the

district to carry out its activities. Revenue from sources like market dues, slaughter fees are so insignificant to fund any serious investment.

The situation is not only made worse by financial woes. The leadership of a sub county also possesses some limitations. Most councillors are not exposed enough to make tough demands on the district and central government. Most do not understand their obligations as leaders nor do they have the capacity to plan for the community. A hired consultant did indeed the development plan of the sub county.

The situation is further worsened by a seemingly poor working relationship between the political leadership and the civil servants employed in the sub county. There is also a persistent failure by councillors to clearly know their role and separate it from the administrative function meant for technical staff.

Other issues identified included corruption tendencies, misdirected priorities and a lack of commitment towards solving the people's problems. It was reported that most officials are rarely at the station nor do they bother themselves with the concerns of the community. Shoddy work is always done as officials always connive with contractors to execute sub standard projects.

All the above showed a clear weakness on the part of lower local governments to effectively empower communities for sustainable development.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Summary

This study focussed on the role of decentralisation in enhancement of community development and empowering local people to take part in the development process. The study took the sub county of Endinzi, Isingiro district as a case study.

The key objective was to establish and assess the role of local government in empowering communities to foster their own development in their own settings. The scope was therefore limited to local government activities in the sub county of Endinzi from 1997 to present. Observation, document review, questionnaires and interviews were held and data collected. Findings revealed in general that a sub county is limited in empowering communities to ably solve their problems.

5.2 Conclusions

Poverty levels in Endinzi Sub County are still high just like else where in the country. The impact of decentralisation at that level is therefore very minimal in as far as eradication of poverty is concerned.

The roles of decentralised governments especially at sub county level were inadequately done in Endinzi local government.

Most services that mean a lot in local people's lives such as roads, schools and health centres were in place. A number of limitations were however noted including substandard work, poor or lack of maintenance and the like.

Endinzi Sub County just like any other in the country cannot provide services adequately due to low revenues created by a narrow revenue base. The situation became worse with the abolition of graduated tax.

Local governments still face structural constraints which include corruption, incompetence, unsupervised demotivated civil servants and political interference.

5.3 Recommendations

- Endinzi sub county should strengthen its planning process to ensure that programmes that eradicate poverty are critically addressed
- Local people should be involved in decision making and determining their projects that may bring them out of poverty. The sub county officials can do this.
- The sub county needs to look for other sources of revenue other relying on remittances from the central government and district. This will help in funding more development projects.
- Regular auditing and other supervisory activities need to be enforced by district authorities and central government to ensure that civil servants perform and are accountable.
- NGOs, the district and central government need to design and deliver capacity building programs that are geared towards strengthening the capacity of local councillors to perform their functions.

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APPENDIX 1

KAMPALA INTERNATIONAL UNIVERSITY

BA, DEVELOPMENT STUDIES PROGRAM

**A QUESTIONNAIRE FOR MEMBERS OF STAFF AT SUB COUNTY
AND DISTRICT LEVELS**

Dear Sir,

You have been selected as a respondent in the study on the role of local governments in community development. This is purely an academic research. The researcher is an undergraduate student of Kampala international University. The research is part of the requirements for the degree program. The findings will be used for academic purposes only.

You are requested to answer the questions as objectively as you can. Detailed responses will be appreciated.

Thank you.

Back ground details

Name.....

Position.....

Sub-county/sector.....

What services do local governments provide to local people?

.....
.....
.....

do the services provided meet peoples needs?

.....
.....
.....

Who determines these needs?

- All community members
- More men than women
- Youth and children
- Elders and opinion leaders
- Government officials

What methods of needs analysis are used during the process of determining peoples needs?.

- Public meetings

- Workshops
- Structured interviews
- Any other (specify)

How are the identified needs prioritized?

.....

.....

At parish and sub county levels, how are services provided to different communities?

.....

.....

Are local communities involved in designing, implementing and evaluating government programmes?

.....

.....

Do local people ever demand for services?

.....

.....

If yes, do local governments respond and meet these demands?

.....

.....

What challenges do you face as a local government in trying to meet the needs of the people?

.....
.....

Do you agree that decentralisation has brought services closer to the people? Give reasons for your answer.

.....
.....

THANK YOU VERY MUCH

Appendix II: Observation Guide

An observation checklist was designed to guide the observations. The observations will be carried, using the observation guide. This involved establishing the facilities in place. For example nature of roads, school and health centre buildings .