

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

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A Thesis

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In Partial Fulfillment of the Requirements for the Degree  
Of Master of Arts in Development Studies

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By:

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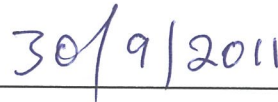
## DECLARATION

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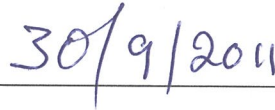
## APPROVAL BY THE SUPERVISOR

"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. Théophane 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.

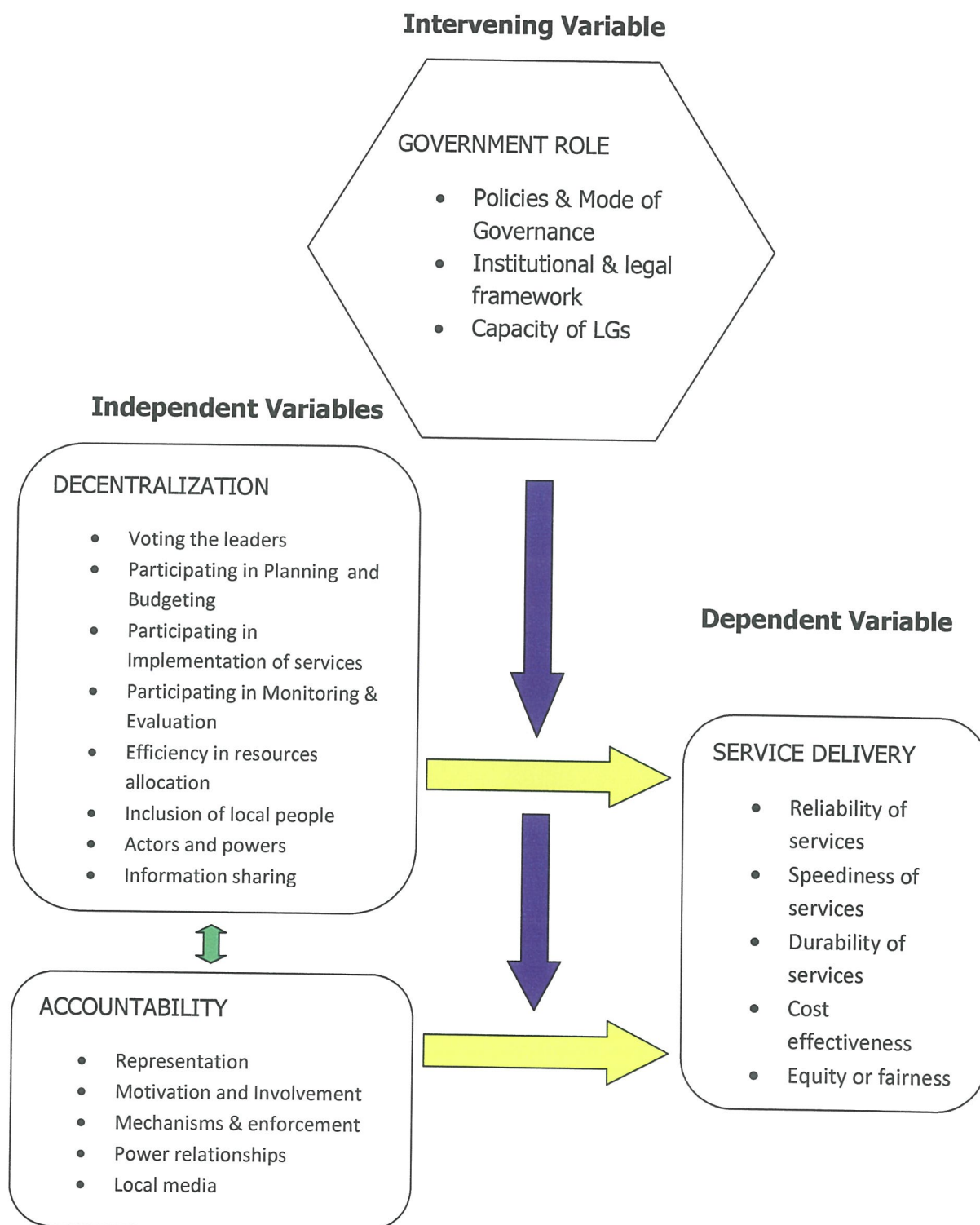
## **CHAPTER TWO**

### **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

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.

**TABLE 1: Nature of the study Participants and Sample Size**

<b>Categories of respondents</b>	<b>Sampling Technique</b>	<b>Targeted population</b>	<b>Sample Size</b>
CBO members	Purposive and Stratified sampling	40	36
Service providers	Purposive and Stratified sampling	40	36
Business community	Snow ball and Stratified sampling	40	36
Technical Staff	purposive	40	6
FGD (focused group discussion=political leaders): councilors, LCs I and LCs II	purposive	40	6
<b>Total</b>		<b>200</b>	<b>120</b>

Source: Primary data, 2011

## **Sampling Procedure**

The sample size of 120 respondents was selected for the study by the researcher using different sampling techniques (as per table 1) were used to ease data analysis and to uphold a non-biased approach as well as to fit in the research complexity (political leaders as focused group discussion and Technical Staff were used as key informants for the study whereas Business community, Public service providers and CBO members were identified as the general respondents).

The Central Division was selected among the five divisions of Kampala City using the Simple random sampling method. To make the study comprehensive, the researcher decided to select the respondents from the 20 parishes which composed the Central Division.

The Stratified sampling was used to cover the 5 categories of respondents, namely Political leaders, Technical staff, Business community, CBO members and Public service providers.

There was formal directory to help the researcher locate the right participants so it was only natural to use the snowball approach in an effort to track them down. In other words, all the above mentioned sampling techniques were used interchangeably whenever the need arose. Using Krejcie and Morgan (1970) Table of Sample Size Determination, Stratified sampling was used to select at least 36 Business community, 36 Public service providers and 36 CBO members citizens from Kampala City, Central Division. Guided by authorities in the Central Division head office, purposive sampling was used to select key informants among the two other categories: 6 Political leaders and 6 Technical Staff. The sample population was carefully selected and the data obtained gave a fairly accurate picture of the entire subsection in Kampala City, Central Division.

## Research Instruments

To obtain enrich data, various data collection instruments were used throughout this study and they included: questionnaire, interviews, focused group discussions and reading documents.

- Focus Group Discussions

Focus group discussions were held with Political leaders from Kampala City, Central Division. This was all in an effort to gather qualitative data. The discussions mainly revolved around the factors associated with decentralization, accountability and service delivery. What could be done or ought to be done to improve the situation in Kampala City, Central Division.

- Interview

This method was indispensable during the process of data collection. Pertinent data was collected from Technical Staff in Kampala City, Central Division through guided the interviews.

- Questionnaire

A questionnaire was used to collect data on the subject of the correlation between decentralization, accountability and service delivery in Kampala City, Central Division. For the purposes of consistency a precise, short and logical design set of questions relating to the topic aforesaid was distributed to different stakeholders who filled it out with the help of a research assistant, the researcher distributed and later collected filled-out questionnaires by the respondents. All the questionnaires were returned dully answered.

The researcher designed the questionnaire in such format where there were closed and open-ended questions. For closed questions, respondents were supposed to tick responses from a list of tables, category, and/or rating-scaled questions. For open-



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ended, respondents were requested to give their own opinions. The primary data mainly collected among the population of intellectuals in Kampala City, Central Division. A pre-test study was conducted to ensure the clarity of questions, their effectiveness and the time required to complete the questionnaire; and to make sure that the questionnaire measured what it was intended to measure.

- **Documentation**

It should be noted that other than the self-administered questionnaire, documentary review was used so as to supplement and validate the data collected through the other instruments. Secondary data gathered from library research was obtained from the MoLG where the researcher has been oriented to the relevant sections of the library by the officials of the ministry.

## **Validity and Reliability of Instruments**

Validity and reliability of the research instrument was measured as follows:

- **Validity**

Validity is the extent to which the instruments used during the study measure the issues they are intended to measure (Amin, 2005). To ensure validity of instruments, the instruments were developed under close guidance of the supervisor. After the questions are designed, they were pre-tested to a tenth of the respondents in the sample. This helped to identify ambiguous questions in the instruments, which enabled the researcher to re-align them to the objectives.

- Reliability

Reliability is the extent to which the measuring instruments will produce consistent scores when the same groups of individuals are repeatedly measured under the same conditions (Creswell, 2003). The questions were pilot-tested in the study area in order to ensure consistency of the data to be collected. Using SPSS software, Cronbach reliability coefficient for the questionnaire was computed Alpha = 0.861 meaning that the variables that were taken to measure decentralization, accountability and service delivery in Kampala City, Central Division were highly correlated and therefore suitable for the purpose. The reliability statistic is shown in table 2.

**Table 2: Reliability Statistics**

<b>Cronbach's Alpha</b>	<b>Number of Items</b>
.861	26

## **Data Analysis**

The researcher employed both qualitative and quantitative methods to analyze the data collected. The responses of the subjects were entered into the computer using Statistical Package for Social Sciences (SPSS) and data analyzed in form of frequency tables. The relationship between decentralization and accountability was established using Pearson correlation index statistical method. The researcher presented data with the use of tables and graphs. Quantitative data from the closed ended question items were coded into frequencies, transcribed into percentages for easy analysis and interpretation of data.

## **Sources of Data and data collection methods**

This study used both primary and secondary data. Primary data was collected by using questionnaires, which were given to Business community, Public service providers and CBO members of Kampala City, Central Division citizens. These were self administered since the respondents were all literate. For Political leaders (focused group discussion) and Technical Staff discussions were held using different interview guides. In carrying out research the researcher first got a release letter from the course administrators which the researcher took to Kampala City, Central Division under study. The researcher then was given permission by the authority to access information from the 20 parishes in the division. Document analyses were also done.

## **Data Gathering procedure**

This involved three sets of activities which included editing, coding and frequency tabulations. Editing was done by looking through each of the field questionnaire ascertaining that every applicable question had answer and all errors were eliminated from the completeness, accuracy and uniformity. The researcher then proceeded on to coding the various responses which were given to particular questions that lacked coding frames, the researcher then established many times each alternative response category which were given an answer using tally marks which later were added up. Data then were presented in frequency tabulations which rendered ready and interpretation was done. Quotations and field notes were made from interviews which also were included.

## **Ethical considerations**

At the onset of data collection, the researcher sought permission from management of Kampala City, Central Division. Each questionnaire contained an opening introductory letter requesting for the respondents cooperation in providing the required information for the study. The respondents were further being assured of confidentiality of the information provided and that the study findings were to be used for academic purposes only. Respondents were further assured of their personal protection and that they had authority to refuse or accept to be interviewed.

## **The limitations of the Study**

It was hard to contact some targeted respondents especially officials at Kampala City, Central Division head office as well as the field respondents because they had other commitments. This necessitated the researcher to make several visits to their places of work, hence, costing time and other resources. However, the researcher made sure that appointments were made and thereafter, the necessary information obtained.

## **CHAPTER FOUR**

### **PRESENTATION, ANALYSIS AND INTERPRETATION OF DATA**

#### **PRESENTATION**

This chapter presents the research findings, analysis and interpretation of data. Data presentation was guided by the themes of the study, namely:

- 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.

Background characteristics of the respondents are presented first to give a clear picture of the type of respondents the study dealt with. Besides, some background characteristics of Kampala City, Central Division citizens had an influence on Uganda's Decentralization, Accountability and Service Delivery in this LG, hence the need to explain them in the process of interpreting and discussing the relationship between these variables.

## **Background characteristics of respondents**

Information about background characteristics of citizens of Kampala City, Central Division was presented in this section. These characteristics include: gender, age, education level and occupation of the respondents.

In the first instance, citizens of Kampala City, Central Division were selected from 16 out of the 20 parishes within Kampala City, Central Division and from Kampala. Various categories of citizens termed as Political leaders, Technical staff, Business community, Public services providers and CBO members participated in the study. These are presented in table 3 below for the respondents to the Questionnaire:

**Table 3: Parishes where respondents were selected in Kampala City Central Division (n=120)**

<b>Name of parishes</b>	<b>Frequency</b>	<b>Percent</b>
Bukesa	11	9.2
Civic Center	5	4.2
Industrial Area	5	4.2
Kagugube	9	7.5
Kamwokya II	10	8.3
Kisenyi I	5	4.2
Kisenyi II	10	8.3
Kisenyi III	4	3.3
Kololo II	7	5.8
Kololo IV	9	7.0
Mengo	6	5.0
Nakasero I	9	7.5
Nakesero III	7	5.8
Nakasero IV	9	7.5
Nakivubo	7	5.8
Old Kampala	7	5.8
<b>Total</b>	<b>120</b>	<b>100.0</b>

*Source: Primary data*

The diversity of respondents' position was necessary to enable the study to attain diversified views about the Uganda's Decentralization, Accountability and Service Delivery in Kampala City Central Division. Regarding the occupation of the respondents, both male and female participated in the study as presented below in table 4.

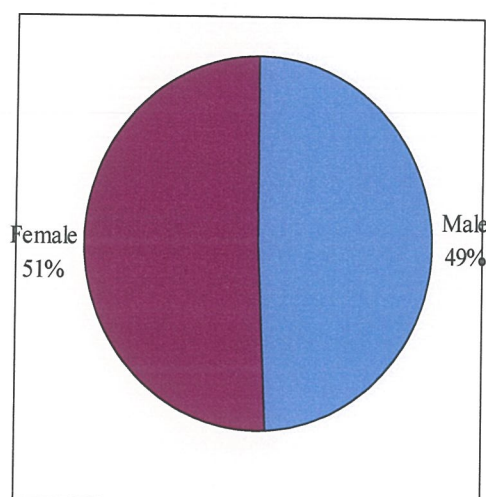
**Table 4: Occupation of respondents (n=120)**

	<b>Frequency</b>	<b>Percent</b>
Business community	71	59.2
Public service provider	34	28.3
CBO member	15	12.5
<b>Total</b>	<b>120</b>	<b>100.0</b>

The table 4 above showed that respondents were predominantly from Business Community. This can be explained by the fact that Central Division is more a commercial area than residential a one. Regarding gender of respondents, both male and female citizens participated in the study as presented below in figure 2.



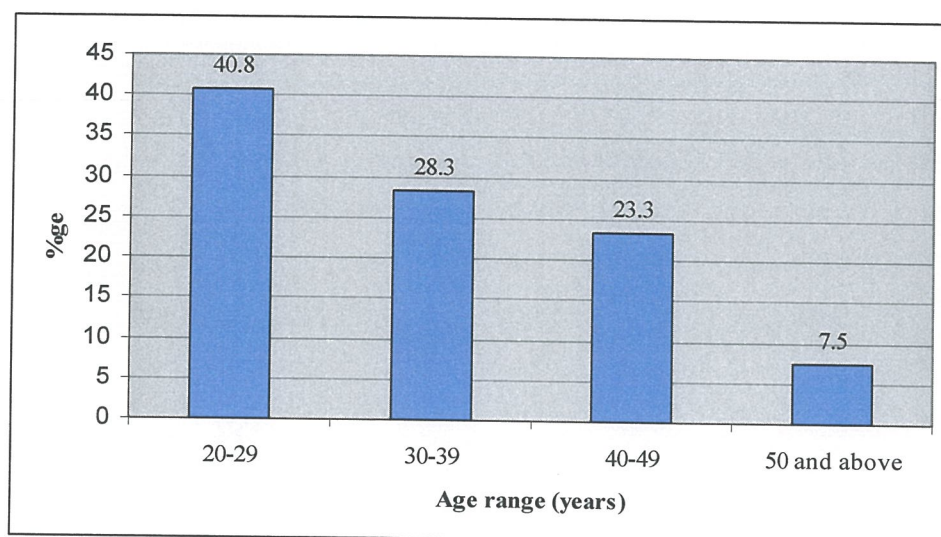
**Figure 2: Gender distribution of respondents (n=120)**



*Source: Primary data*

It can be observed from Figure 2 that there were almost an equal number of male and female among the respondents. This implies that the composition of the population in Kampala City, Central Division represents the global trend in Uganda's population that is balanced in terms of gender (CIA World Fact book's 2009 estimates showed 7.7 millions female and 7.8 millions male in the age range of 15 – 64 years). It is further observed, however, that there were fewer males who participated in the study than female citizens. The age distribution of the respondents is shown below in the figure 3.

**Figure 3: Age distribution of respondents (n=120)**



*Source: Primary data*

Figure 3 indicated that the biggest number of respondents was in the age range of 20 – 29 years, followed by the age range of 30 - 39 years. There were few respondents above 50 years. This implies that the majority of citizens in Kampala City, Central Division were the young and energetic persons able to market Kampala City, Central Division services. It is also consistent with the composition of Uganda population that is in majority of young people (57.5% are below 18 years old according to 2002 Uganda Population and Housing Census). Regarding education background, the educational level of the respondents is shown below in the table 5.

**Table 5: Education level of respondents (n=120)**

<b>Level of education</b>	<b>Frequency</b>	<b>Percent</b>
No formal education	2	1.7
Primary	7	5.8
Secondary	33	27.5
Tertiary education	59	49.2
Masters degree	13	10.8
Diploma	1	.8
Degree	4	3.3
<i>No response</i>	<i>1</i>	<i>.8</i>
<b>Total</b>	<b>120</b>	<b>100.0</b>

*Source: Primary data*

Table 5 indicates that the majority of respondents are in the categories Secondary, Tertiary Education and Masters degrees. This means that Business community members, CBOs and Service providers' employees in Kampala City, Central Division were in general well educated people. The phenomenon may be explained by the fact that the geographic area mainly hosts offices with formal employment. However, a very few respondents had no formal education. These revealed to be among political leaders implying that academic qualifications are not of the major determinants in choosing them in Kampala City, Central Division.

Findings from additional information collected through the other instruments (Focus Group Discussions, Interview guide and Documentation) have been summarized and presented in the discussions below under each specific research question and in complement to the information from the main instrument that was the Questionnaire.

### **Decentralization on service delivery in Kampala City, Central Division**

The first objective of the study was to examine the effects of decentralization on service delivery in Kampala City, Central Division.

According to (Mawhood, 1983): 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 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. In agreement with the above statement, the study investigated if Kampala City, Central Division observed the effects of decentralization on service delivery. The findings are presented in table 6.

**Table 6: Observance of Effects of decentralization on service delivery (n=120)**

Statements	Response		
	Agree	Neutral	Disagree
Citizens of my parish freely elect their local leaders	95 (79.1%)	13 (10.9%)	12 (10%)
Citizens of my parish participate in the planning of projects/programmes	46 (38.3%)	24 (20%)	50 (41.7%)
Citizens of my parish participate in the allocation of resources to the planned priorities	23 (19.2%)	23 (19.2%)	74 (61.6%)
Mechanisms exist for the beneficiaries to monitor the implementation of service delivery	42 (35%)	20 (16.7%)	58 (48.3%)
Public services are delivered to local communities without discrimination	37 (30.9%)	14 (11.6%)	69 (57.5%)
Councilors and Executive Committee members of the parish/Central Division stand for elective positions in their constituencies	87 (72.5%)	16 (13.3%)	17 (14.2%)
Instances exist for involving citizens in the running of the parish/division	45 (37.5%)	25 (20.7%)	50 (41.6%)
Mechanisms exist to demand account from the leaders of your parish or the Central Division	39 (32.5%)	19 (15.9%)	62 (51.7%)
Citizens receive appropriate and sufficient information for them to participate in the decision-making processes	30 (25%)	21 (17.6%)	69 (57.5%)
Information about usage of resources is	39	19	62

availed to the populations by the Executive Committee members of your parish	(32.5%)	(15.8%)	(51.6%)
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*Source: Primary data*

In Table 6 above, only 30.9% of the respondents indicated that public services are delivered to local communities without discrimination in Kampala City, Central Division as opposed to 57.5% of the respondents who disagreed with the statement while 11.6% of the respondents were neutral. This implies that services have not reached down to the grassroots. One LC I Chairperson described that the various categories of local populations are not treated with equity and fairness by the leaders and service providers. In his words, he said:

“Of course there is a lot of discrimination as those who are near to the providers benefit a lot than very little which reach to the local council I & II. The end result is that it has not reached them. In other words there is no fairness and equity”

A further 32.5% of the respondents indicated that information about usage of resources is availed to the populations by the Executive Committee members of their parish as opposed to 51.6% of the respondents who indicated the contrary.

On the issue of decentralization, whether really resulted in empowering the Central Division for decision making. However, one Technical Staff commented:

“In the beginning it was so, best now it had become meaningless, why, the decisions are not given to the Central Division. In other words there is no decision right now, the powers being with one body i.e. KCCA. Just look at things happening”.

This implies therefore, that Kampala City, Central Division did not involve in empowering LCs and Technical Staff for decision making. It appears no ability to deliver results from Technical staff in implementation of the programmes for the citizens. This may have an effect of preventing proper delivery of services to the people hence not fulfilling the concept of decentralization. That is confirmed in reference to the statement "Citizens of my parish participate in the planning of projects/programmes" by Kampala City; Central Division by 38.3% agreeing as opposed to 41.7% of the respondents disagreeing.

This implies that effects of decentralization on service delivery in Kampala City, Central Division were examined by performance and a persons' experience on the job. This partly indicated that effects of decentralization on service delivery with regard to Technical Staff had no much impact on service delivery on ground in Kampala City, Central Division.

However, the statement on KCCA retaining all the powers should be taken with reservation because to the new KCCA Act, 2010 had just been released during the period of this study. Although it is more about recentralizing powers in Kampala City, what worry divisions and parishes leaders, it was not yet in full implementation.

Further investigation to examine the effects of decentralization on service delivery in Kampala City; Central Division led the researcher to seek respondent views on various indicators of decentralization on service delivery from the people in the parishes of the study.

Decentralization had both positive and negative effects on service delivery in Kampala City, Central Division. The positive effects included:

- a) Citizens' freely electing their local leaders (agreed by 79.1, disagreed by 10% while 10.9% were neutral),

- b) Councilors and Executive Committee members of the parish/Central Division being allowed to stand for elective posts in their constituencies (agreed by 72.5, disagreed by 14.2% while 13.3% were neutral).

However, respondents disagreed to a variety of statements as an indication of the poor performance of decentralization on service delivery. These include:

- a) Citizens participation in the allocation of resources to the planned priorities (disagreed by 61.6% of the respondents),
- b) Public services are delivered to local communities without discrimination (disagreed by 57.5% of the respondents),
- c) Citizens receive appropriate and sufficient information for them to participate in the decision-making processes (disagreed by 57.5% of the respondents),
- d) Mechanisms exist to demand account from the leaders of your parish or the Central Division (disagreed by 51.7% of the respondents),
- e) Mechanisms exist for the beneficiaries to monitor the implementation of service delivery (disagreed by 48.3% of the respondents).

The Focus Group Discussions further confirmed the same trends in opinions:

About participation of citizens to the planning and resources allocation process, expectations from the populations is that after selecting leaders they should sensitize them or guide them on how they can be involved in planning. It also appeared that the LC I and LC II were not involved by the Central Division in the planning or in the budgeting processes. Finally these lower levels of government said the resource allocation does not reach Parishes and Villages. These findings are corroborated by the perception the researcher got from a Central division Senior Technical Staff who was orienting him to meet only with Administrative Assistants in Parishes for the purpose of collecting information, because for this official the LC II are not important. Yet Oyugi (2000:15) argued that participatory approach implied by political decentralization is



among the strong forms of decentralization from which theory indicates the greatest benefits can be derived.

About information sharing, there is poor communication from Central Division to LC I and II and this implies that the latter may not be able to demand their portion of grants transferred from the Central level. Despite this situation, the LC IIs feel they are only accountable to the Division, confirming the very high sense of upward accountability, and almost non awareness of the obligation to account to the grassroots people. In fact without appropriate information on projects/programmes and grants received to implement them, the local populations would not be able demand accounts from the leaders. This is also what Saito (2001) stated about accurate information being much needed for the media and the public to make reasonable judgment.

The interviews have corroborated most of the findings from the Questionnaire and the FGD. On the issue of resources allocation, a technical Staff in Nakivubo Parish stated:

"Yes, I have seen substantial transfers of conditional and non conditional grants especially in the strategic sectors like primary education, primary care, local development initiatives, community driven development and in the same way transfers from the district to divisions has been substantial. However, limited were the transfers from the division to the parish because of lack of capacity at the parish level and lack of strong management systems. The major decisions on how funds are managed are taken by the division."

The Technical staff interviewed in Kisenyi II and III Parish confirmed that transfer of money has been effective under decentralization particularly under the Local Government Development Programme (LGDP) which brought substantial amount of resources.

The challenge is therefore in the re-distribution to lower levels of LGs in relation to their capacity to manage, keep accounts and report. The Divisions in this context tend to disburse implement services on behalf of the parishes and village, thus reducing their autonomy and free choices by grassroots people.

Documentation reviewed at the MoLG on allocation of resources and financial reporting and oversight exercised by the ministry confirmed the findings above.

The Local government Management and Service Delivery (LGMSD) Program (2011) with the main objective to enhance LGs ability to plan and manage human and financial resources for effective and sustainable delivery of local government services showed the allocation of resources and accountability mechanisms are in cascades:

MoLG allocates funds to High LGs (Districts and Municipal Councils) and requests accountability from them; High LGs allocate funds to Lower LGs (Sub-counties/Town Councils and Divisions/Parishes) and also request accountability from them.

In the above chain, transparency may be reduced and the lower stakeholders would miss the resources intended to them. The layers being numerous, the capacity may also lack down there and serve as justification for not fully transferring the allocated resources.

### **Significant relationship between decentralization and effective accountability that can lead to improvement of service delivery in Kampala City, Central Division**

The second objective of the study was 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.

According to MoLG (2006): accountability framework exists with tools and mechanisms to strengthening citizens' voice as well as their client power. In agreement with the above statement, the study investigated if Kampala City, Central Division observed the significant relationship between decentralization and effective accountability that can lead to improvement of service delivery. The findings are presented in table 7.

**Table 7: Respondents level of agreement with Accountability and Service delivery indicators in Kampala City, Central Division**

Statements	Responses		
	Agree	Neutral	Disagree
Citizens of my parish have the capacity to monitor service delivery	26 (21.6%)	20 (16.7%)	74 (61.6%)
Quality of health services delivered are at the expectation of local populations	29 (24.2%)	11 (9.2%)	80 (66.7%)
Quality of education delivered are at the expectation of local populations	38 (31.7%)	18 (15%)	64 (53.3%)
The cost incurred by the populations is affordable for education in your parish/division	23 (19.1%)	14 (11.6%)	83 (69.2%)
The cost incurred by the populations is affordable for health services in your parish/division	13 (10.8%)	16 (13.3%)	91 (75.8%)
The beneficiaries express their discontent for the services received whenever they feel	50 (41.7%)	13 (10.8%)	57 (47.5%)
There are mechanisms for people to report misconduct of professionals of service providers in any area of services	43 (35.8%)	16 (13.3%)	61 (50.8%)
Measures are taken to sanction local leaders when	37	24	59

they misuse public resources	(30.8%)	(20%)	(49.2%)
Organization providing services are imposed cost and quality standards	40 (33.4%)	48 (40%)	32 (26.7%)
There are CBOs in my parish/division to advocate for local populations interests	62 (51.7%)	22 (18.4%)	36 (30%)
There are local media in my parish/division to voice your concerns on the issues related to public management	67 (55.9%)	10 (8.3%)	43 (35.8%)

*Source: Primary data*

From Table 7, 30.8% of the respondents indicated that they agreed that measures are taken to sanction local leaders, but 49.2% disagreed while 20% were neutral. Further, to the statement "Organization providing services are imposed cost and quality standards" only 33.4% of the respondents agreed, 26.7% disagreed while 40% were neutral as. Other statements agreed by respondents as indicators of Accountability and Service delivery indicators in Kampala City, Central Division included:

- a) There are local media in my parish/division to voice your concerns on the issues related to public management (agreed by 55.9%), disagreed by 35.8% while 8.3% were neutral),
- b) There are CBOs in my parish/division to advocate for local populations interests(agreed by 51.7%), disagreed by 30% while 18.4% were neutral),
- c) The beneficiaries express their discontent for the services received whenever they feel (agreed by 41.7%), disagreed by 47.5% while 10.8% were neutral).

The statements where majority of the respondents disagreed were:

- a) The cost incurred by the populations is affordable for health services in your parish/division (disagreed by 75.8% of the respondents),

- b) The cost incurred by the populations is affordable for education in your parish/division (disagreed by 69.2% of the respondents),
- c) Quality of health services delivered are at the expectation of local populations (disagreed by 66.7% of the respondents),
- d) Citizens of my parish have the capacity to monitor service delivery (disagreed by 61.6% of the respondents).
- e) Quality of education delivered are at the expectation of local populations (disagreed by 53.3% of the respondents) and,
- f) There are mechanisms for people to report misconduct of professionals of service providers in any area of services (disagreed by 50.8% of the respondents).

In addition to the above, the FGD revealed: About the quality and cost effectiveness of the public services, one LC II Chairperson stated that they are not at the satisfaction of the local people nor affordable. Another one mentioned:

“They are not timely, reliable nor cost effective. Education (schools-UPE) in most cases they do not assist our parish. The quality of education is not adequate to prepare the children well. Most parents fear to take their children to these UPE schools because of poor quality of the education given.”

In other words, decentralizing education has not improved the quality of public education, pushing local populations to resort to private institutions which are not affordable for the majority, hence the discrimination in the access based on the purchasing power.

About sanctioning local leaders for bad performance and rewarding the good ones, LC IIs say this operate only when it comes to elections because they can vote out for those who have no confidence. In other areas, they say they don't have authority to sanction. This means that they cannot hold leaders to account therefore do not really benefit

from political decentralization. Indeed, Breaux and Gierzynski (1991) argued that 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.

Interviewed on the Accountability mechanisms and how oversight institutions operate, most of the responses converged as stated respectively by the Nakasero IV, Kisenyi I and Kamwokya II Administrative Assistants:

"I think so it is assured excepted it was done at the division level not as in the parish Level. These institutions don't reach to the ground it is the technical committee / staff who accounts for those funds and submits to the division-where they do account to city hall then PAC or parliament they do it at the division level. The major challenge is we are supervised by councilors who never went to school; a person who does not know how to swear is called upon to supervise. So to say that it is very difficult for the local populations to demand accountability when these are fiscal resources."

The accountability and oversight mechanisms as established by the MoLG are oriented towards upward accountability of Lower LGs to Higher LGs and then to the MoLG. Unfortunately, this worked from Divisions to the Municipal Council and from there to the MoLG. The implications are that downward accountability to citizens is not codified and the upward accountability of the Parish to the Division may be neglected.

In fact the report "Annual Assessment of Minimum Conditions and Performance Measures for LGs, 2007" (Kampala Central Division Report, 2008) mentioned that the assessment of LGs has been institutionalized to measure to what extent they meet the "Minimum Conditions" and "Performance Measures." These two benchmarks are declined in several criteria covering all the decentralization and accountability criteria.

Only the 2007 report was traced for Kampala City Central Division in the MoLG library, although this one referred to performance scores for previous years.

This report assessed the Central Division as having met the minimum conditions from 2004 to 2007. It also assessed the performance measures and recommended "Reward" for 2007 as well as 2006 and 2004 ("Static" for 2005). The reward grade assured the Central division to get additional 20% of resources as incentive.

However, the Central Division in the same report was said to have 110 millions Ugs not committed on Local Development Grant (LDG) at the closure of 2007. This can reveal lack of capacity to deliver while the parishes complain of resources not reaching them. The finding also implies that the performance criteria failed to capture this as a critical issue.

On sanctioning Political Leaders or rewarding them depending on their performance and management of public resources, the Technical staff interviewed in the parishes generally said there are no mechanisms or there is no local authority to decide. However, some others have been able to establish good practices in this regard. For example in Kagugube Village the Councilors sit in a meeting every month to reward good leaders by giving them basins and provide fair penalty for the bad leader by demoting them.

The example above showed that there is still a room to locally institutionalize checks and balances, provided that political will exists for exercising powers in reinforcement of decentralization and accountability.

In the final analysis, Pearson correlation index was used to establish the statistical relationship between decentralization and accountability in Kampala City, Central Division. The findings are presented in table 8.

**Table 8: Pearson correlation index for the relationship between decentralization and accountability**

		Decentralization	Accountability
Decentralization	Pearson Correlation	1	.642**
	Sig. (2-tailed)		.000
	N	119	119
Accountability	Pearson Correlation	.642**	1
	Sig. (2-tailed)	.000	
	N	119	119

\*\* . Correlation is significant at the 0.01 level (2-tailed).

From Table 8, it could be observed that there was a positive significant relationship between decentralization and accountability ( $r = 0.642$ ,  $p > 0.000$ ) at 0.5 level of significance. This implied that decentralization leads to effective accountability.

In summary, therefore, I found that there was a positive significant relationship between decentralization and effective accountability that could lead to the improvement of service delivery in Kampala City, Central Division.



## **CHAPTER FIVE**

### **FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

#### **Introduction**

The previous chapter presented the results and findings of the study. This chapter presents the discussions, conclusions and recommendations based on the findings of the study. The discussions involve perceived implications of the study as well as its relationship with available research. Conclusions on the other hand, involve a summary of the most significant issues I found out in the study. The recommendations were proposed for improving Uganda's decentralization, accountability and service delivery in particular Kampala City, Central Division and other divisions in general.

#### **FINDINGS**

The following sub-section discusses the findings of the study according to research objectives:

##### **To examine the effects of decentralization on service delivery in Kampala City, Central Division.**

The majority of respondents agreed that local populations freely elect their political leaders.

However, the majority disagreed on the local citizens participating in the processes of planning and allocation of resources.

Concerning mechanisms existing for them to monitor service delivery, 48% disagreed, against 35% agreeing and 17% neutral. This does not clearly imply that there are no mechanisms.

The majority of respondents disagreed about public services being provided to local citizens without discrimination, posing the problem of equity and equal access to these services.

Finally the majority of respondents disagreed on local citizens receiving appropriate and sufficient information for them to participate in setting priorities and demanding for accounts.

**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**

The majority of respondents disagreed on the following statements:

- The local citizens have the capacity to monitor service delivery;
- Quality of services delivered in the education and health sectors are at the expectations of the local populations;
- The cost of these services is affordable to the local citizens;

About the beneficiaries of public services expressing their discontent whenever their needs are not met, the responses are mix.

The majority of respondents however disagreed to the statement that mechanisms exist for local people to report misconducts of front line professionals working for the organizational providers.

As for whether quality and costs standards are imposed to organizational service providers, 40% the respondents are neutral (certainly do not know), only one third agreed while almost one forth disagreed.

About measures existing to sanction local leaders in case of misuse of public resources, almost 50% of respondents disagreed against 37% agreeing.

Finally the majority of respondents agreed that:

- CBOs and NGOs are active in their communities to advocate for local populations and raise their awareness on local governance issues;
- Local media exist to voice citizens' concerns on public management.

In the final analysis, Pearson correlation index was used to establish the statistical relationship between decentralization and accountability in Kampala City, Central Division. The study found that there was a positive significant relationship between decentralization and effective accountability that can lead to improvement of service delivery in Kampala City, Central Division.

## **CONCLUSIONS**

Basing on the findings of the study, the following conclusions were drawn:

1. Effects of decentralization on service delivery in Kampala City, Central Division were examined. However, respondents disagreed to a variety of statements as an indication of limited performance of decentralization on improvement of service delivery:

Although decentralization has improved local democracy through election of political leaders, the participation of local populations in the planning and allocation of resources processes has not been demonstrated;

Mechanisms exist to allow local populations to contribute in implementation of services but most of the citizens are not aware; critical mass of local populations would not be able to participate to public management without information. There is no fairness and equity in the access to public services.

2. There was a positive significant relationship between decentralization and effective accountability that can lead to improvement of service delivery in Kampala City, Central Division. However, the provision of services still suffers because of:

Lack of information at grassroots and lack of capacity of the citizens for them to monitor services delivery and demand accountability from the local leaders; Client power does not work as they cannot hold service providers to account; Compact systems do not work as Central Division and its parishes are imposed performance standards but do not demand so from service providers and Measures are not systematic for sanctioning corrupted local leaders, although oversight mechanisms exist and can detect corruption cases. On a positive note, CBOs/NGOs and local media are active in the Central Division and some parishes therefore can contribute to effective checks and balances in the public management.

## RECOMMENDATIONS

I recommend the following:

1. Higher LGs to put real powers in the hands of the lower LGs councils for fostering local democracy and increasing local people's participation in the decision making process.
2. Higher LGs to provide sufficient and relevant information to the lower LGs and the latter to share information with people at the grassroots level for motivating their involvement in public management.
3. MoLG, line ministries and Development Partners to undertake mobilization, sensitization, and capacity building (of LGs, CBOs, Citizens) to improve effectiveness and efficiency of lower LGs and participation of local people in the planning and resource allocation processes.
4. GoU to undertake policy, legal and institutional reforms aiming at improving local resources generation for LGs and enforcing mechanisms through which local officials and service providers could be held more accountable so as to lead to a sound financial management in the LGs.
5. Anti-graft and judiciary institutions to investigate corruption cases and take sanctions against the culprits so as to curve impunity that counteracts accountability in public management and maintains discrimination in the access of citizens to public services.

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## **Suggestions for further Research**

I would suggest any researcher on Decentralization to further study the Impact of Downward Accountability of local leaders and organizational providers on effectiveness of service delivery in LGs.

I would also suggest that other researchers investigate whether the new KCCA Act, 2010 is likely to address the challenges raised in my study about the Kampala City and its lower LGs on the pathway of meeting the needs of their populations.

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## APPENDICES

### APPENDIX I: RESEARCH INSTRUMENTS

#### APPENDIX I A- QUESTIONNAIRE

Dear respondent,

This questionnaire is for Kampala City, Central Division Local Government managers, Community Based Organizations officers and general public. I am conducting research on "Uganda's Decentralization, Accountability and Service Delivery" in Kampala City and Central Division in particular. The study is purely for academic purposes and is a requirement for the completion of a Master of Arts in Development Studies of Kampala International University. The information you give will be handled in a professional and confidential manner; therefore I request you to fill in the questionnaire with maximum honesty. Your name is not required on the questionnaire. Your cooperation will be highly appreciated. Please answer all the questions as per the instructions given.

INSTRUCTIONS: please tick where necessary

#### **SECTION A - PERSONAL DETAILS (BACKGROUND INFORMATION)**

Tick where applicable

1) Sex

Male

☐

Female

☐

2) Age Bracket;

☐☐

20-29

30-39

40-49

50 and above

3) Education background;

None

Primary

Secondary

Tertiary

Masters

If other specify.....

4) Occupation

Political leader (1)

Business community

Technical staff (1)

Public service provider

CBO member

(1) Specify quality .....

Statements	Strongly agree	Agree	Neutral	Disagree	Strongly disagree
<b>Section B</b>					
Citizens of your parish freely elect their local leaders					
Citizens of your parish participate in the planning of projects/programmes					
Citizens of your parish participate in the allocation of resources to the planned priorities					

<b>Statements</b>	<b>Strongly agree</b>	<b>Agree</b>	<b>Neut ral</b>	<b>Disagree</b>	<b>Strongly disagree</b>
Mechanisms exist for the beneficiaries to monitor the implementation of service delivery					
Public services are delivered to local communities without discrimination					
Only politicians and business elites benefit public services					
<b>Section C</b>					
Councilors and Executive Committee members of the parish/Central Division stand for their constituencies					
Instances exist for involving citizens in the running of the parish/division					
Mechanisms exist to demand account from the leaders of your parish or the Central Division					
Citizens receive appropriate and sufficient information for them to participate in the decision-making processes					
Information about usage of resources is availed to the populations by the Executive Committee members of your parish					

<b>Statements</b>	<b>Strongly agree</b>	<b>Agree</b>	<b>Neut ral</b>	<b>Disagree</b>	<b>Strongly disagree</b>
Citizens of your parish have the capacity to monitor service delivery					
Quality of health services delivered are at the expectation of local populations					
Quality of education delivered are at the expectation of local populations					
The cost incurred by the populations is affordable for education in your parish/division					
The cost incurred by the populations is affordable for health services in your parish/division					
The beneficiaries express their discontent for the services received whenever they feel					
There are mechanisms for people to report misconduct of professionals of service providers in any area of services					
Measures are taken to sanction local leaders when they misuse public resources					
Organization providing services are imposed cost and quality standards					

Statements	Strongly agree	Agree	Neut ral	Disagree	Strongly disagree
There are CBOs in your parish/division to advocate for local populations interests					
There are local media in your parish/division to voice your concerns on the issues related to public management					

Provide any relevant comments you wish to add to the above:

.....

.....

.....

.....

.....

**END**

**Thank you for your cooperation**

**OFFICE OF THE ASSOCIATE DEAN, SOCIAL SCIENCE  
SCHOOL OF POSTGRADUATE STUDIES AND RESEARCH (SPGSR)**

June 29, 2011

Dear Sir/Madam,

**RE: REQUEST FOR SAFIOU ESSO OURO –DONI MDS/43066/92/DF  
TO CONDUCT RESEARCH IN YOUR ORGANIZATION**

The above mentioned is a bonafide student of Kampala International University pursuing a Master of Arts in Development Studies.

He is currently conducting a field research of which the title is **"Uganda's Decentralization, Accountability and Service Delivery in Local Government: Case Study of Kampala City Central Division, Uganda."**

Your organization has been identified as a valuable source of information pertaining to his research project. The purpose of this letter is to request you to avail him with the pertinent information he may need.

Any information shared with him from your organization shall be treated with utmost confidentiality.

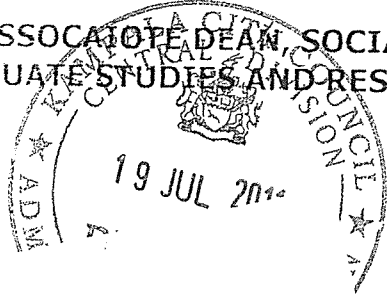
Any assistance rendered to him will be highly appreciated.

Yours truly,

  
Dr. Roseann Mwaniki  
Associate Dean Social Sciences, (SPGSR)



OFFICE OF THE ASSOCIATE DEAN, SOCIAL SCIENCE  
SCHOOL OF POSTGRADUATE STUDIES AND RESEARCH (SPGSR)



June 29, 2011

SATC  
Pse Thundl  
19/7/11

Dear Sir/Madam,

RE: REQUEST FOR  
TO CONDUCT RE

066/92/DF

The above mentioned  
pursuing a Master of A

*Madam Akelly MSH*  
*Please be of*  
*help to the*  
*best of*  
*SATC*

International University

le is currently conduct  
decentralization, Acc  
ase Study of Kampala

e title is "Uganda's  
Local Government:

our organization has been  
is research project. The purpose of this letter is to request you to avail him with the  
relevant information he may need.

ny information shared with him from your organization shall be treated with utmost  
confidentiality.

ny assistance rendered to him will be highly appreciated.

ours truly,

*Roseann Mwaniki*

: Roseann Mwaniki  
Associate Dean Social Sciences, (SPGSR)

*[Signature]*  
*Student/Researcher*  
*Please attach a*  
*Questionnaire guide.*  
*[Signature]*  
*SATC*



# Safiou ESSO OURO-DONI

UNDP Uganda  
Plot 11, Yusuf Lule Road, POB 7184 Kampala/Uganda  
Office phone +256-414-233763 • Mobile +256 772705271  
E-mail [safiou.esso@undp.org](mailto:safiou.esso@undp.org)  
Private: [s.ourodoni@gmail.com](mailto:s.ourodoni@gmail.com)  
Date of birth: December 3<sup>rd</sup>, 1959  
Marital status: Married

## EDUCATION

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**2010-2011: Kampala International University (KIU)  
Kampala, Uganda**

*Master of Arts in Development Studies (Graduation foreseen in  
Nov. 2011)*

- **Thesis:** “Uganda’s Decentralization, Accountability  
and Service Delivery in Kampala City, Central  
Division”.

**1983-1986 Université du Québec à Trois-Rivières  
(UQTR), Québec/Canada**

*- Diplôme de Deuxième Cycle en Sciences Comptables (Post  
Graduate Diploma in Accounting Sciences)*

- **Research report:** “L’Heureux Tabac Inc”: A Designed  
Management Case integrating complex Finance,  
Accounting, Marketing and Organizational behaviour  
issues. Included designed model solution.

*- Bachelor of Business Administration: Focus on Accounting,  
Auditing and Income Tax systems*

**1978-1983 Université du Bénin, Lomé/Togo**

*- Maîtrise en Sciences Economiques –option Gestion des  
Entreprises*

- **Thesis:** Utilité de la Comptabilité Analytique pour les  
Sociétés Commerciales – Cas de la SCOA-Togo  
(Research on how to apply Management Accounting to a

non industrial firm for costs control and pricing purposes)

1975 – 1978 Lycée Technique de Lomé /Togo

- *Baccalauréat G3 - Techniques Commerciales (High School Diploma in Commerce)*

## PROFESSIONAL EXPERIENCE

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September 2009 to date **UNDP Uganda/Kampala**

### *Deputy Country Director/Operations (DCD/O)*

Strategic direction of the Office operations (Financial management; Human Resources management; Procurement; ICT and General Administration )- including advisory role to Senior Management on operational issues and country programme delivery, cost recovery associated to programmatic and operational support, cost effectiveness strategies development and implementation, Management work planning and budgeting, audits management and follow-up.

#### Specific achievements

##### Office Management:

- Relocation of office premises;
- Facilitation of office change process and implementation of the Transformation Plan.

Feb. 2006 to August 2009 **UNDP Rwanda/Kigali**

### *Deputy Resident Representative/Operations*

Reporting to the Resident Representative

Same functions and responsibilities as for DCD/O in Uganda

reporting to the Country Director.

Specific achievements

Office Management:

- During my first year of joining Rwanda Office, I initiated MoUs with sister agencies to ensure systematic cost recovery on services rendered by the office.
- I joined the office when staff was seriously complaining about poor logistics services; I renewed office vehicles fleet with 3 new cars and initiated a long term agreement with a local firm for providing printing and copying equipment on lease.
- I worked to change the office culture vis-à-vis the audit leading to improved office rating both on NEX and Management audits.
- I have built capacity in national staff and empowered them to take over from internationals in Finance and Procurement.

Rwanda as One UN Pilot Country on UN Reform:

- I organized the office as Administrative Agent to implement in 2008, the financial structure and arrangements for managing the One Fund (resources gap mobilized by the RC to fund the One Programme) on behalf of 22 agencies participating to the pilot;
- I coordinated the OMT (Operations Management Team) to put in place the 2007 Plan of Action on Common Services, institutionalizing inter-agencies working groups in the different areas of Operations.
- In the framework of Paris Declaration on Aids Effectiveness and ownership, I organized the implementation of HACT (Harmonized Approach to Cash Transfer) in Rwanda for the ExCom agencies and their implementing partners.

May 2002 - Feb. 2006    UNDP Togo/ Lomé

*Assistant Resident Representative/ Operations*

Operations Manager at National Officer level reporting to the Deputy Resident Representative.

Specific achievements

- In 2004, I put in place the DEX project structure and management system when the office was entrusted by government to manage a grant received from Global Fund to Fight HIV/ AID, Tuberculosis and Malaria (GFATM).
- From July 2004 to my departure from the office, I managed the project unit in charge of GFATM programme implementation.
- From 2003 to 2004, I prepared the office for migration from WINFOAS to ATLAS, cleaning data and training staff.
- From 4 to 15 October 2004, I assisted UNDP Equatorial Guinea in preparing its capacity assessment by the Global Fund to Fight HIV/AIDS, Tuberculosis and Malaria (GFATM). The country's proposal has been approved in April 2004 by the GFATM and the UNDP CO nominated as Principal Recipient for programmatic and financial management of the project. Sharing my experience in Togo with this CO was the purpose of the mission.
- From 24 November to 1st December 2004, I conducted a mission to evaluate the Operations Unit of UNDP Gabon upon request by the newly assigned ResRep. Atlas capability, staffing of the Operations Unit, Internal Control and financial status.

May 1997 – May 2002      INADES-Formation International,  
Abidjan /Cote d'Ivoire (Development NGO working to economically empower rural people by backing-up their various dynamics)

*Head of Finance and Budget Unit at HQs*

Specific achievements

- As soon as I joined the NGO, I designed and implemented an accounting system for managing inter-office and HQ financial transactions.
- During my assignment in Cote d'Ivoire, I conducted

internal audit missions and financial/administrative support missions in 8 of the 10 field offices of the network.

- From 1999 to 2000, I contributed in a team of three in preparing and implementing inter-office trainings aiming at developing Internal Control capacities of the field offices.

July 1989 – May 1997 SOTOCO (Société Togolaise du Coton)  
Atakpamé / Togo (State owned cotton processing firm)

*Comptroller*

Sept 1986 – July 1989 SOTOCO

*Chief Accountant*

#### Specific achievements

- In 1990, I designed and supervised implementation of an inventory system for physical counting of fertilizers and pesticides and recording the results in the accounting system.
- In 1995, I designed a software based procedure to determine the prices of cotton fiber and other derived products, based on market parameters and entrants costs.

#### OTHER ACTIVITIES

##### Key Trainings in UNDP

- October 2002: **Learning Managers** Workshop, Windhoek/ Namibia
- April 2004 to Sept 2005: VDA (Virtual Development Academy), NY and Online.
- October 2005: **Operations Managers** Workshop, NY
- December 2006: MDC (Management Development Center), Bratislava
- April 2008: DRR, DCD **Induction** Workshop, NY

##### Community activities

- Since 1996: Senator of Junior Chamber International (JCI)

- 1992-1993: President of local chapter of the same association.

#### LANGUAGES

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**French**—Fluent

**English**—Fluent

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