



**ASSESSING THE EFFECTS OF LOCAL GOVERNMENT CONFLICTS  
ON THE DELIVERY OF PRIMARY  
EDUCATION SERVICES IN KIBOGA  
DISTRICT, UGANDA.**

**BY**

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## DECLARATION

I, Gashenyi John Wycliffe do hereby declare that this is my original work and that it has not been produced and submitted to any other academic Institute for any award.

.....

Signature

.....

Date

## APPROVAL BY SUPERVISOR

This dissertation has been submitted with our approval as supervisors.

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## **DEDICATION**

This dissertation is dedicated to my dear late wife Flora and all my children.

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## **ABBREVIATION**

CAO	-	Chief Administrative Officer
CID	-	Criminal Investigation Department
DEO	-	District Education Officer
DIS	-	District Inspector of Schools
DPP	-	Director of Public Prosecution
FGD	-	Focus Group Discussion
IGG	-	Inspector General of Government
KDLG	-	Kiboga District Local Government
LCs	-	Local Councils
LC.III	-	Local Council Three
LC.V	-	Local Council Five
LGDP	-	Local Government Development Programmed
MLOG	-	Ministry of Local Government
NRM	-	National Resistance Movement
PAC	-	Public Accounts Committee
PLE	-	Primary Leaving Examination
RDC	-	Resident District Commissioner
SFG	-	School Facility Grant
SMC	-	School Management Committee
SPSS	-	Special Package for Social Scientists
UPE	-	Universal Primary Education

## **ABSTRACT**

The purpose of the study was to assess the effects of Local Government conflicts on the delivery of primary education services in Kiboga District Local Government. The study specifically focused on the following objectives; to find out the effects of political conflicts on the delivery of primary education services in Kiboga district; to assess the effects of role/self interest conflicts on the delivery of primary education services in Kiboga district; to establish how land related conflicts had affected the delivery of primary education services in Kiboga district; and to assess how procurement related conflicts had affected the delivery of primary education services in Kiboga district. The study used both qualitative and quantitative methods, Questionnaire and Focus Group Discussion, interview guide were used as research instruments to collect data. Documentary review was also carried out to augment data from the field. To ensure validity and reliability, the research instrument were pre-tested before they were used in the field. Descriptive statistical analysis was done using Statistical Package for Social Science (SPSS) that helped to analyze quantitative data while qualitative data was analyzed using content analysis based on themes of study. The findings indicated that all forms of local government conflicts have negative effect on delivery of primary education services in Kiboga District. It was concluded that local government conflicts have negative impact on delivery of primary education services. However, it is not easy to do away with conflicts being natural, they should be managed proactive. The study recommends that there should be induction of newly elected councilors and technocrats in the operation of local government. And the root causes of these conflicts be identified and addressed to create a conducive environment to attract both the technocrats and elected councilors to work in harmony, as away of improving delivery of primary education services.

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.0 INTRODUCTION**

The study assessed the effects of local government conflicts on the delivery of primary education service in Kiboga District. This section presents the back ground to the study, statement of the problem, general objectives, the specific objectives of the study, the research questions, the scope of the study, justification of research and the significance of the study as well as definition of terms and concepts.

#### **1.1 BACKGROUND TO THE STUDY**

The governments of developing countries, particularly Africa have historically been more centralized than their industrialized counterparts. This is partly due to the existence of strong central governments by particularly ethnic or economic groups unwilling to share power. However, there has been a wide spread movement to develop local governments in the sub-region. The interest has come from governments of these countries, on recognition of important role Local Government play in a world moving towards the internationalization of many of its functions. And the model of economic development is consistent with the global acknowledgement of Local Governments as the focal points of national economies. The Local Governments were constrained in their ability to tackle complex social, economic and political issues which were developmental to their areas. There was a mismatch between the financial, political capacity of Local Governments and the diverse responsibilities the people expected from them. The Local Government lacked both political and financial power in the governance of the country, (McCunery, 1996). The recognition of the role and importance of local

government therefore raised the need to divest the central government from local decision-making. The political and administrative policies leading to decentralization in Uganda can however be explained partly by our colonial and post colonial history and politics prior to 1986.

The very first attempt by colonial masters to set up local administration was in 1919 when the African Native Authority ordinance was passed. This provided for unlimited judicial, executive and legislative powers to chiefs besides making them entirely responsible to central government. The chiefs collected taxes, presided over native courts, maintained law and order, enforced laws and constituted native councils at district and lower levels (Lubanga, 2000). The 1949 Local Government ordinance strengthened further the system of Local Government, as Kingdoms and districts became the basic structures through which the country was administered. Increasingly, it became a deliberate policy of the colonial government to encourage educated Africans to work in their respective Local Government Administration, leaving the central government to British Officers. Consequently, Local Governments became the foci of identity and loyalty for African elites and centres of political participation (Barongo, 1989).

The period between 1962 – 1966 witnessed blossoming of Local Governments. In full recognition of this need, the 1962 constitution decentralized political power, dispersing it among the various local units with varying degrees of autonomy. The kingdom of Buganda was granted a full federal status while the smaller kingdoms of Ankole, Toro, Bunyoro and the territory of Busoga were granted federal status of a lesser degree (semi-federal). The remaining ethnic groups were organized in district councils and exercised considerable authority in their areas of jurisdiction.

The centre-local relationship deteriorated in 1966 when the conflict between Buganda and the Central government was given a military solution. In the following year 1967 Local Administration Act was enacted which centralized power and stifled local decision-making. According to W.O. Oyugi (1994) there was expression of conflicts between loyalties and the overthrow of Kabaka of Buganda led to a considerable more centralized system in Uganda. Between 1971 and 1979, the military administration replaced local administration chiefs and appointed military officers instead. The regional administration offices were created headed by military governors responsible to the president/head of state. Local government service delivery was suffocated especially after the declaration of the economic war. The effect of this was to exacerbate the tendencies towards greater concentration left behind by the former regime (Oyugi, 1994).

Between 1979-1986, the return of Obote did not lead to a shift away from the policies and the institution of local self-governance atrophied while centralizing tendencies were reinforced. The situation started changing in 1986 when the National Resistance Government assumed power and set out to empower the people and to re-awaken the spirit of local participation in all spheres of local governance. Decentralization policy was launched by Uganda Government in 1992, and later in 1995, the constitution provided for the sovereignty of the people and the devolution of power and functions to elected Local Government. In 1997 the Local Government Act was enacted to pave way for implementation of provisions of the constitution and the refinement measures and processes were introduced to strengthen good governance (Nsibambi, 1998).

The decentralization process brought a number of changes in the country and especially at the district and local lower councils. To efficiently and effectively perform their functions and responsibilities, the central government transfers money to Local Government in form of conditional, unconditional and equalization grants. Many programs and projects are funded from central government with the assistance from Donors and districts have to adhere to specific guidelines and conditions.

However, the record that is referred to as successful decentralization strategies in Uganda has become incomplete as it has created clashes, struggles leading to conflicts in Local Government. Even some problems identified from early decentralization effort continue to undermine implementation of the policy. For example, while authority to deliver services is often mandates to local government level. Power to raise local revenue is limited due to political pronouncements. The financial autonomy spelt out under the Local Government Act 1997 on newly acquired local function remains very weak. The intergovernmental transfer is still unreliable in some district local governments and lower Local Governments.

Besides the government established Boards and Commissions to improve on the management process of the Local Government. Although their roles and powers were incorporated in the 1995 constitution and became law under the Local Government Act 1997, clashes, confrontations, leading to dysfunctional conflicts in some Local Governments persisted. The implementation of decentralization policy is surrounded by conflicts yet the policy was undertaken as partly a solution to free the people and allow them participate in decision-making and delivery of services.



According to the Education Policy Review Report (1989) by Ministry of Education, primary education services in Uganda were started by the initiative of voluntary organizations especially those of Christian missionaries. Education was at the time available to only a small elite group. In 1925, government took over control and established the Directorate of Education. The main guideline for education development was provided by the Castle Commission 1963 which laid emphasis on the quality and opportunity to educate all the people and revising standards of technical education.

In 1992, a new education review commission report was completed with recommendation to introduce free Universal Primary Education (UPE) and school attendance became compulsory for all children of school going age. The introduction of 1995 Constitution brought significant changes which gave mandate to Local Governments to take responsibility for, and to coordinate and manage primary education programmes.

In Kiboga District Local Government, education department was established in 1991 when the district was cut off from Mubende district. The department is responsible for delivery of primary education services throughout district.

Although Universal Primary Education (UPE) improved access to education for the poor, the education sector still faces many challenges, some of which are attributed to conflicts prevailing in Local Governments which are political, role/self interest, land and procurement related in nature. These conflicts have a negative effect on the delivery of primary education services

leading to decline in primary leaving examination performance. The table below presents results of PLE performance between 1999 – 2005 for Kiboga District.

**Table 1: Presenting the PLE Performance (1999-2005)**

Year	Divisions							
	1	2	3	4	U	X	Total	%
1999	158	638	347	569	455	119	2275	69.4
2000	78	725	543	434	618	215	2658	31.9
2001	64	1049	633	540	742	275	3825	28.1
2002	79	896	708	569	862	423	3303	24.9
2003	75	916	713	625	1140	350	3537	23.2
2004	53	890	725	895	1257	486	4306	13.8
2005	23	969	1053	776	1175	612	4608	0.79

*Source: Kiboga DEO's Office*

From the table above, it is noted that, while the number of candidates registered for PLE has been increasing, the percentage pass (Grade I) has been declining since the year 2000. The PLE performance was fair in 1999 with 69.4% pass, followed by a sharp decline to 31.9% in 2000. This negative trend of performance continued reflecting a very poor PLE performance in 2005 (0.79%). On the other hand, both the number of candidates who failed PLE (Grade U), and those candidates who did not sit for PLE (X) increased every other year since 2000.

## **1.2 STATEMENT OF THE PROBLEM**

Since its inception, decentralization has generated many positive social, economic and political aspects in Uganda's local government setting. The overall objective of decentralization was bringing services nearer to the people, and ensuring peoples participation in delivery of services.

This was done through empowerment and enhancement of active participation of the local people, building their capacity to plan, improving financial accountability and transparency, bringing political and administrative control over services near to the people and promoting democratic government through local elections where people elect their own leaders to serve them. To achieve this objective the policy makers envisaged the harmonious relationship between politicians and administrative staff to be paramount within the local Governments. However in implementation process of decentralization policy experiences of untold clashes, tension and misunderstanding between public servants and councilors persisted leading to a situation that could not give room for effective service delivery. Despite efforts made to resolve some of these conflicts through courts of law and dialogue, a lot remained to be done. From table 1 above it is noted the district of Kiboga performance in Primary Leaving Examination (PLE) continued to decline since year 2000. The study was therefore to assess the effects of local government conflicts on the delivery of primary education services in Kiboga District. The key question was how local government conflicts have affected the delivery of primary education services in Kiboga District.

### **1.3 GENERAL OBJECTIVE**

To assess the effects of local government conflicts on the delivery of primary education services in Kiboga district.

### **1.4 Specific objectives**

- i) To find out the effects of political conflicts on the delivery of primary education services in Kiboga District.

- ii) To find out the how role/staff interest conflicts had affected delivery of primary education services in Kiboga District.
- iii) To establish how local land related conflicts had affected the delivery of primary education services in Kiboga District.
- iv) To assess how procurement related conflicts had affected the delivery of primary education services in Kiboga district.

### **1.5 RESEARCH QUESTIONS**

- i) What are the effects of political conflicts on delivery of primary education services in Kiboga local government?
- ii) What are the effects of role/self interest conflicts on delivery of primary education services in Kiboga local government?
- iii) How has land related conflicts affected delivery of primary education services in Kiboga District Local Government?
- iv) How has procurement related conflicts affected delivery of primary education services been in Kiboga District Local Government?

### **1.6 HYPOTHESIS**

- (i) Political conflicts negatively affects delivery of primary education services in Kiboga district.
- (ii) Role/self interest conflicts negatively affect delivery of primary education services in Kiboga district.
- (iii) Land conflicts negatively affect delivery of primary education services in Kiboga district.
- (iv) Procurement conflicts negatively affect delivery of primary education services in Kiboga district.

## **1.7 SCOPE OF STUDY**

The study focused on the four major aspects that contribute to conflicts in the Kiboga local governments. These were political, role/self interest, land and procurement conflicts. The study attempted to establish the effects of local government conflicts on delivery of primary education in Kiboga district. The study also attempted to identify strategies for conflict resolution so as to improve on service delivery. The study was limited to political leaders like LC.V and LC.III Chairmen, councilors and public servants; these were specifically chosen because their offices and nature of operations are the centre of these conflicts.

### **1.7.1 TIME SCOPE**

The study was limited to the time frame 2000-2005, the year 2000 is very significant in that it was a year prior to the amendment of local Government Act 1997 and a period that Kiboga District assumed new leadership after local council elections. The period also marks the beginning of intensive political, land, role/self interests and procurement conflicts between politicians and public servants in Kiboga District.

### **1.7.2 GEOGRAPHICAL SCOPE**

The study was conducted in Kiboga District. The specific areas in which the interviews were conducted include Kiboga district administration offices, Kiboga Town Council, and eight sub-counties. These sub counties were Lwamata, Kiboga, Muwanga, Mulagi, Wattuba, Kapeke, Kyankwanzi and Dwaniro. These sub counties were purposely selected because they had experienced many conflicts in primary education service delivery.

### **1.7.3 CONTENT SCOPE**

The study focused on four types of local government conflicts namely political, role/self interest, land and procurement conflicts and their effects on delivery of education services namely retention of teachers, supervision of teacher's performance, and provision of construction materials. The objective of the study was to access the effects of local government conflicts on delivery of primary education services in Kiboga local government.

### **1.8 JUSTIFICATION OF THE STUDY**

The issue of conflict has become a matter of global concern. People in conflict situation are always on tension and with unsettled mind. The conflict situation instills tension in ones mind and creates a feeling of insecurity, which many human beings would always wish to do away with. The study on conflicts in local Government and their impact on primary education service delivery is therefore very paramount and efforts towards understanding the effects of conflicts in local government is very much justifiable. Although studies have been taken on conflicts and services delivery by Fisher (2007) and Max Munnya (2002), there is no evidence to suggest that studies have been taken with specific purpose to investigate the effect of local government conflicts on delivery of primary education services.

However, Kiboga has two major reasons for this study to take place. First the local government of Kiboga is convenient to the researcher as an employee of the district local government. Secondly the district became a focus of national attention because of the land disputes and political conflicts (power struggle) that followed district leadership elections of the year 2001.

The study therefore ascertained why conflicts have risen and persisted in Kiboga district and to what extent these conflicts have affected delivery of primary education services.

## **1.9 SIGNIFICANCE OF THE STUDY**

The study assesses the effects of local government conflicts on the delivery of primary education services. It is expected will henceforth avail data to policy makers to help improve service delivery. The study will help the local Government leaders in Kiboga District to identify the areas of weakness in their council and take appropriate steps to avoid local government conflict. It is hoped that the study will also highlight workable interventions for resolving conflicts and as such will improve on education service delivery in Kiboga district. It is also hoped the study shall provide information vital to help policy makers, legislators, and those who formulate bye-laws, ordinances that govern the district. The study shall serve as a basis for more research by other academicians to add more knowledge in relation to conflicts in local Governments.

## **1.10 DEFINITION OF KEY TERMS**

### **Local government**

Local government is the authority closer to the people, mandated to provide services to the community. It is a small, sovereign geographical unit contained in a sovereign nation. It is characterized by a population, has a boundary, can give contracts, has the right to make decisions, to collect local revenue and has a corporate legal entity, that is, it can sue and it can be sued. It is the authority between the people (community) and the central government.

## **Decentralization**

According to Nsibambi (1996) decentralization refers to the process of devolving political, fiscal and administrative powers to sub-national units of government. It involves the transfer of powers, functions and responsibilities from the central government to the periphery. Decentralization can take the form of decentralization whereby the central government decentralizes its own personnel to sub-national level to carry out regular functions closer to the people they serve. It may also take the form of delegation where the central government allocates some of the function, to the local government unit to carry out full responsibility for those functions. Decentralisation may also take the form of devolution where the central government by legislation through constitutional arrangements gives responsibility and accountability for certain function to sub-national level.

## **Conflict**

According to Chandan (1987), a conflict is a disagreement between two or more individuals or groups with each individual or group trying to gain acceptance of its view or objectives over others. Conflict being an outcome of behaviours, is an integral part of human life.

## **Service delivery**

This is the provision of basic needs in an efficient and effective manner. It can also be described as the common good aiming at the collective welfare of the community. Service delivery is therefore a system under which there is provision of public need periodically where primary education falls.



## **CHAPTER TWO**

### **LITERATURE REVIEW**

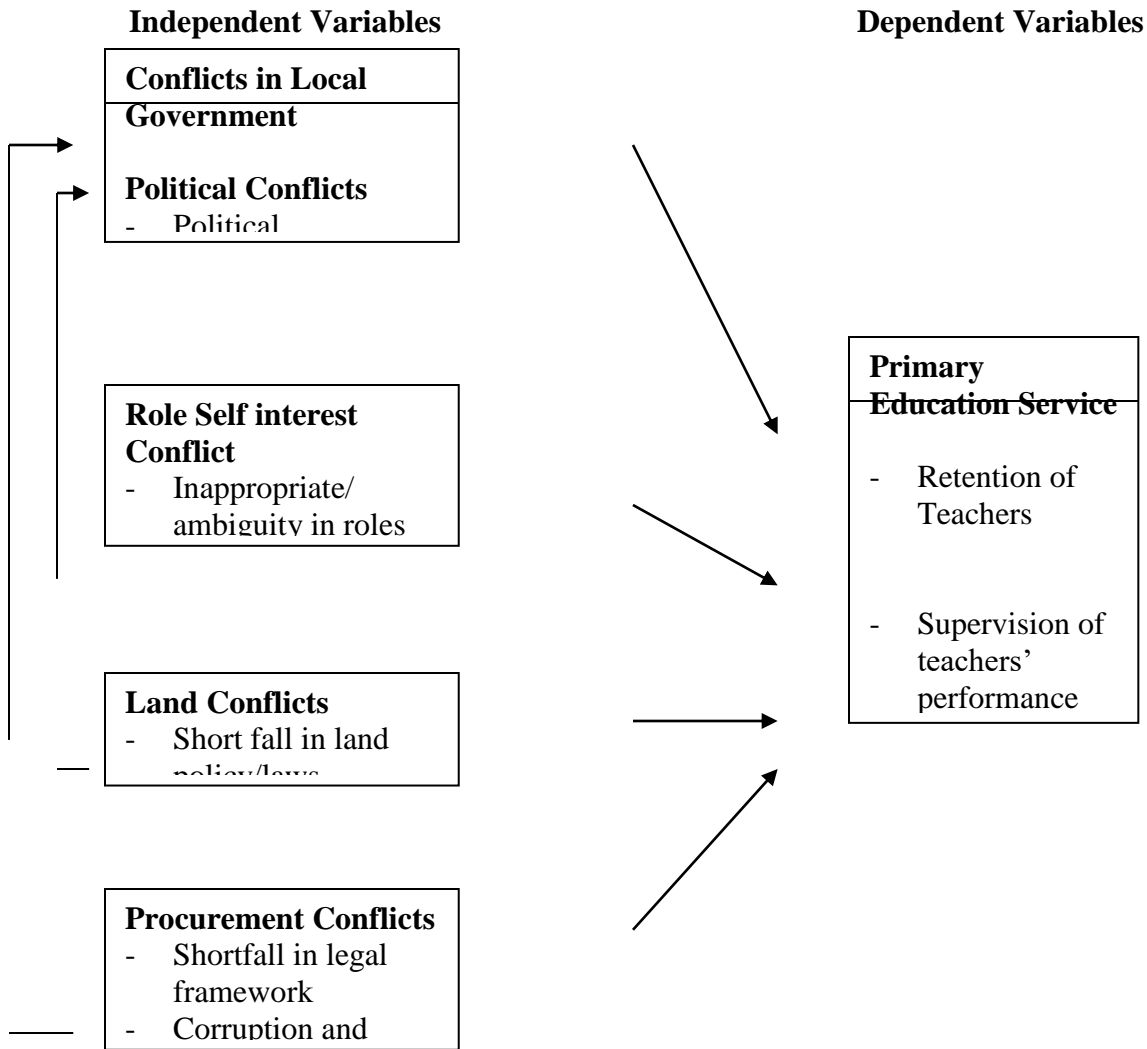
#### **2.0 INTRODUCTION**

This chapter involved conducting a review of documents containing information on conflicts as it appears both in private and public organization. A number of textbooks, newspapers, journals, and internet surfing website were reviewed. Specifically the literature was reviewed with reference to the different forms of conflict in local governments, what causes conflicts, and their effects on primary education service delivery. The literature review was also essential in identifying the measures used in managing conflicts in local governments.

#### **2.1 CONCEPTUAL FRAMEWORK**

The system of Local Government is based on the districts as a unit under which they are other lower local councils and administrative units. In essence, conflicts in local governments usually occur either in districts or sub-county councils. The study helped to identify different forms of Local Government conflicts in Kiboga that manifest themselves into different forms of political, role staff interest, land and procurement conflicts which concurs with Nkurunziza (2002)'s view. This conflict has led to devastating effects on delivery of primary education services in Kiboga District.

**Fig. 1: Shows conceptual framework of conflicts and Primary Education Services**



The conceptual framework shows the main variables that is, conflicts as the independent variable and primary education services as dependant variable. Independent variable was conceptualized and include political conflicts, role and self interest conflicts, land and procurement conflicts while dependant variables include; supervision of teachers' performance, retention of teachers, provision of construction materials based on the data collected from documentary review and interviews.

## **2.2 POLITICAL CONFLICTS AND PRIMARY EDUCATION SERVICES**

It was observed from literature review that people have differences as regards the style of cultural differences, communication, economic, social and political background.

Nkurunziza (2002) looks at how political and economical differences (ideologies) can lead to conflicts. This is where each group is trying to use coercion to have its position felt. Political differences aim at taking over power and control resources. It is generated by groups aspiring to improve this social status within the established order. Political ideologies and alliances lead to conflict situation in Local Government, thus affecting service delivery.

Chandan (1987) argues that individual management style also breeds conflict situations in an organization. He distinguishes between two types of individuals in an organization namely, the aggressive and consensus seekers. The aggressive individuals are generally troublesome and confrontational and therefore, usually spark off friction with fellow workers whereas, the consensus type seeks to maintain peace and tends to apologize for any errors committed. Findings from the review study were helpful to the researcher to get an insight on Local Government conflicts and more so in Kiboga District and their effects on delivery of primary education services.

Since teamwork is a pre-requisite for effective service delivery, workers have to maintain consensus for better service delivery. For example, the individual member of the Local Government Council may disagree over objectives that call for closing of a school project. The failure of such council to close the school project when it is necessary may set a dangerous precedent for the school and consequently the Local Government Council may fail to handle

similar situations in future. And this may lead to frustration of school administration and hence delivery of primary services.

Like in most organizations, conflicts in Local Government usually are imbedded within organizational structures. According to Nkurunziza (2000) the causes of conflict in local governments are mainly centred on high level of corruption, limited resources, poverty, differences in perception and lack of transparency and accountability.

Ruzindana (1998) stipulates that corruption is a major issue in Uganda at all levels of society. Many civil servants and politicians practice corruption at different levels of intensity. After asserting independence in 1962, Uganda had a very promising future. The three great enemies of development (poverty, disease and ignorance) were targeted for elimination. Since that time however, these enemies have increased and corruption can be added to the list. Unfortunately corruption complicates the situation because it is an obstacle to the struggle against other enemies. It creates an impediment to economic progress for it interferes with production and distribution of goods and services at all sectors of the economy. He asserts that corruption has led to influencing unlawful decisions by some Local Government Councils which in effect cause conflicts between politicians and technocrats, thus hindering delivery of services to the community.

Kabumba (1998) asserts that historical circumstances and colonial legacies, cultural differences and prejudices, also lead to conflicts. Some tribes in Uganda are taken to be arrogant and proud. Others are hypocritical, connive, and gamble while others are seen as being rude, violent, very aggressive, uncultured, undisciplined and very ambitious. He further views conflicts as involving

political, cultural groups. It is the direct or indirect pursuit by members of different political groups of incompatible, objectives where a winner takes all. There is political conflict that takes place at all levels within the public service and mostly directly at the lower levels and indirectly at the highest ranking officials in the service. Most of these conflicts are as a result of nepotism and favoritism and political factors which include thirst and greed for power and the run by politicians of tribal differences. This leads to a situation in which there is segregation in a hierarchical way with those on the top looking down upon the others in the hierarch.

Roderick (1997) argues that when individuals and groups feel isolated on the state's political, economic or social activity or life has dealt them a cruel hand of cards, they will seek some other form of affiliation. They often select ethnicity and politics, thus the prevalence of conflicts described as political in nature. Playing the ethnic card frequently has more to do with individual desire to belong to a group than with any particular cultural dimension of enfranchisement. The literature review helped the researcher to identify the groups of people in local government that seek desire to belong to certain political leaders for fear of being isolated and not committed to delivery of services. The study revealed that most primary teachers in Kiboga District, desired to be identified with the political leadership for fear of being isolated and sidelined, otherwise with no commitment to effective delivery of primary services.

### **2.3 ROLE/SELF CONFLICT AND PRIMARY EDUCATION SERVICES**

According to Mullins (1996), role/self interest type of conflict often occurs over two major grounds first when some workers in the organization actually behave in a manner that may not be consistent with their expected pattern of behaviour and secondly, where roles are inappropriately

or ambiguously defined such that individuals charged with implementing such roles are unclear about what they are supposed to do.

On concept of role/political power, Fisher et al (2000) says power is a vital ingredient in any human problem and often a conflict centres on the search for more of it, or fear of losing it. Nkuruzizi (2002) concurs with the same view in the study that power is a vital ingredient in district local government conflicts. And often people in conflict assume that they do not have the power to bring about change or peace. The study findings from interviews and Focus Group Discussion (FGD) revealed that role and self interest led to conflicts between the LC.V Chairperson, RDC and the CAO in most local governments in Uganda. Lohari (1979) adds that the search for power is the root cause of competition among the individual, self interests collide in the role of acquiring more and more riches, honours and commands and for this sake, the competitors take to the means of killing, sub-dividing, supplanting and repelling their opponents. Though the struggle for power has its incessant play among the competitors, it is also true that men like to live in peace in order to enjoy the power they possess; it disposes them to live under a common control.

Mullins (1996) observes that differences in perception are also among the causes of conflicts. The differences in perception and or views are influenced by the different cultures, educational, religious and political background. This observation helped the researcher to identify that most teachers chose to enter teaching because they perceive teaching as an important work and contributes significantly to society. However, the study revealed that an overwhelming majority of teachers in Kiboga local government, if they were to start over, they would not choose

teaching profession again. The fact remains that most academically able teachers leave the district within the first two years.

The researcher noted through interviews and focus group discussions that a number of school managerial factors play a crucial role in teachers' turnover in Kiboga district which include inadequate support from school administration, students' motivation and discipline problem and limited teacher input into and influence over school policies. It was revealed that teachers have no hand in administration of the school. These factors affect the motivation and commitment of the teachers who stay at the school. Teachers' turnover is expensive investment that goes into tuition, costs for recruiting new teachers many of whom leave teaching in the district within a few years because of conflicts.

Max Mmunya (2001) observes that there is perception of exclusion, a case in which one or a group of people is left out from participation in the affairs of the society or organization. This view was shared by the researcher when it was noted that conflicts are caused by number of factors, and Local Government conflicts of role/self interest have been observed to be due to inappropriate roles and ambiguity, individual perceptions, chain of command and many power centres. Problems of role incompatibility and role ambiguity arise from inadequate or inappropriate role definition and can be a significant source of conflict leading to negative delivery of primary education services. The study helped to identify the many power centres, inappropriate roles and ambiguities among the stakeholders of the district.

## **2.4 LAND CONFLICT AND PRIMARY EDUCATION SERVICES**

Nsibambi (1987) argues that, most land conflicts are caused by extreme scarcity of fertile land leading to landlessness, especially as population increases. And this is further aggravated by lack of new techniques to increase land fertility. Eviction, high surveying costs, registration and administration of titles as well lead to land conflicts. Eviction entails uprooting people from familiar environment where in some cases they may have valuable assets on the ground. The revelation from the literature review help the researcher to identify the importance of land titles on which these schools are built, and therefore, easy to be evicted when situation occurs. For example, the research shows that at St. Paul Primary School the management was easily evicted from the premises when the landlord sold it and both school teachers and pupils were allocated to other schools, hence, affecting those pupils who were not near to any nearby primary school and were denied access to primary education services.

Johari (1979) views land as property where an exclusive right to one's control should prevail. Property is a private affair. It implies a right of the person to seclude others. Property is the claim which the individual can count on having as enforced in his favour by society or the state or law on this pattern, the owner of an object is entitled to the exclusion to decide what may be done with it. This view helped the researcher to identify which schools in Kiboga had land ownership problems.

Avrum (1987) appreciates land (property) as being a result of man's labour and upheld it as a matter of natural right. It is the institution of property that helps men to make great achievements in the field of production arts and science. The revelation from the literature review gave an



informed position to the researcher that Local Governments do not adequately own land (property) where primary schools are built to avoid eviction leading to subsequent denial of primary education services to the community. Land is thus viewed as property to be owned by school because it leads to un-interrupted settlement of schools which gave an informed revelation to the researcher.

## **2.5 PROCUREMENT CONFLICT AND PRIMARY EDUCATION SERVICES**

The fourth specific objective of the study was to assess the procurement conflicts and their effects on primary education services. The revelation helped the researcher to identify that procurement conflicts are due to disagreements in allocation of scarce resources. Stone, Fire and Gilbert (2002) defined conflict as a disagreement about allocation of scarce resources or clashes regarding goals and values. Such situation can occur among the stakeholders of the Local Government operations.

Procurement conflict is potential type of conflict in Local Government. The Local Government Act, Cap 243 provides for a district to have a Contracts Procurement Committee to provide services to the district council, sub-county councils in the district.

On procurement, Ruzindana (1988) notes that, public procurement be it local or national and even international is a major cause of corruption leading to conflicts in Uganda. He argues that before tenders are advertised, bids awarded to qualified bidders, there is always a tendency and or willingness on the part of the suppliers to offer bribe to obtain business. This is partly due to government failure to adopt a no bribery pledge approach and to overhaul its procurement system by involving private sector more actively in its design and implementation.

Mullin (1996) views resource sharing as potential cause of conflicts in an organizational setting. Most resources in organizations are normally limited and hard to allocate equitably amongst workers and geographical areas. Individuals and groups have to fight for their share leading to discontent and dissatisfaction.

According to Max Mmunya (2002), the unequal access to resources causes conflict. If the resources are not enough to go around, different individuals will fight one another (compete) to gain access to them. However, competition is not evil if it follows rules prescribed for it. Competition that generates conflict is that which operates outside the rules. It is not open and excludes others from it. This affects delivery of services in the set geographical areas.

Poverty breed conflicts in Local Government; Nkuruzizi (2002), argues that economic and social inequality breed conflicts. The conflicts between “haves and the have not” where one group of people explains the vulnerability of others breeds conflict. The uneven and unbalanced development cause social conflicts in society.

Bamugire (1998) argues that the economic element underlying social conflict centres on barriers to the social mobility of individuals. The current levels of development reveals inequalities, capable of generating conflicts among regions. The various social groups both in rural and urban areas have substantially unequal access to wealth of income generating opportunities. But in general, the institutional framework (Legal, economic and political) has been such that the majority of the working population especially peasants but also workers have been in relative terms been excluded from reasonable access to productive self-improvement resources.

Strategies showed focus on poor peasants, so as to increase their labour productivity, have access to education otherwise they will continually stagnate in poverty. This trend of affair may affect the potential of the Local government to deliver services efficiently and equitably.

Armstrong (1997) on the effects of conflicts points out that they can be either positive or negative. This is to say not all conflicts are bad. Some conflicts are constructive and crucial for an organizational benefits as it can improve on performance, while negative effects of conflict may lead to resistance to change and hence dysfunctional.

Armstrong (1997) argues further that positive conflicts lead to innovation and better decision making. Conflict may be a sign of a health organization. Brand agreement on everything would be unnatural and enervating. There should be clashes of ideas about tasks and projects and disagreements should not be suppressed. Mullins (1996) adds that, conflict is not necessarily bad thing and if properly managed can have potentially positive outcomes. These positive outcomes include; better ideas, people are forced to search for new approaches, longstanding problems are brought to the surface and resolved and individuals' views are clarified.

Fisher et al (2000) argues that conflicts are a fact of life, inevitable and often creative. He observes that, without the positive contribution that conflict can make, individuals would be stunted for lack of stimulation, groups and organization would stagnate and die or collapse, societies would collapse under their own weight, unable to adapt to changing circumstances and altering power relations. Therefore without conflicts organization cannot grow and develop. So

conflicts in local government need be constructive and essential for stakeholders to take decision and this was helpful finding to the study.

The study of positive conflict occurrences were helpful in analysis that existence of conflicts is sometimes regarded as a sign that something had gone wrong and needed to be corrected for better service delivery or performance.

If conflicts are not proactively handled they can degenerate into different forms of violence and become dysfunctional. According to Mullins (1996), conflicts have been associated with devastating effects that result into inefficiency and ineffectiveness in an individual performance and affects service delivery. Some of these features include; demoralization of workers, communication breakdown, employees turnover and quarrels. The negative effects of conflicts that occur in local government councils as the researcher noted, include; delay in program implementation, decline in revenue, resignation of staff, lack of commitment, absenteeism of staff, delay in formulation of policies, time and resource wastage.

Max Mmunya (2002) views that occurrence of conflict is almost inevitable in society and/or organization and so an important task is to adapt strategies in order to prevent conflict from taking place, and in the event that conflict has taken place it should be managed so as to eventually resolve it. In other words, there should be strategies and actions to be taken in order to prevent conflict, manage conflict and resolve conflict for better service delivery to the community.

Mc Nairn Rose Marie (2002) affirms that conflict prevention calls for the introduction of peace and ethics education. Education that fosters a culture of peace and up holds justice and tolerance for all people is essential for attaining peace and should begin at an early age, it should include elements of conflict management, resolution, mediation, reduction of prejudice and respect for diversity. Both the contents and the process of education should promote peace, social justice, and respect for human rights. Children need to learn critical thinking and communication skills of negotiation, problem solving and ability to identify the root causes of conflicts in society/locality or local governments.

Bakibinga (2003) points out the need for peace education. This arises out of the fact that humanity faces challenges of unprecedented proportions such as the continued development of weapons of mass destructions, conflicts between state and ethnic groups, the spread of racism, community violence, the huge widening gap between the rich and the poor through out the globalised economy, massive violation of Human rights and degradation of the environment.

The campaign of peace education at the community level can therefore better serve as an ultimate solution where government intervention cannot be a reality. This is so because the methodology of peace education encourages critical thinking and prepares learners to act on their convictions. Thus, the main reason for educating for peace are the following; to make learners aware of the basis for conflict in their daily lives, and secondly it is to prepare students to become good citizens in their communities and local governments with skills to promote peace and human dignity at all levels of interaction.

Max Mmunya (2002) argues that at the stage of negotiations; ideally, it is the parties to conflict that have to enter into negotiation by themselves. However experience shows that this is usually not the case. Under such a situation, negotiation can only take place under a facilitator. Often the facilitator has to be a person of high standing, agreeable to parties to the conflict and one who does not harbour any other interest in the conflict than to resolve it. The key institutions for the negotiations world over are Peace Commissions and Peace Round tables.

To Fisher, et al (2000) conflicts are likely to be handled creatively and end constructively, where the levels of participation are high and where channels exist for the expression of disagreement and reaching consensus. Discussion with all the concerned people is essential to get the most appropriate solution to a conflict. Both men and women should not feel that they have been left out or disempowered. People affected by an adverse situation need to be involved in how that situation is addressed.

Chandan (1987) argues further, that conflict resolution is undertaken in order to end a conflict that threatens to be of a destructive nature to the organization. Among the many measures that management can take to resolve conflict is to define one's roles and goals in a clear manner, encouraging trust and communication among the members of the organization and the win/lose method where one party concedes to the other.

Max Mmunya (2002) affirms that conflict resolution is a step towards the conclusion of the management of conflicts. Conflict resolution goes through a series of tasks and undertakings which include programs that are intended to put the conflict behind and look forward to more

rewarding future, such programs include; education for peace programs, community building projects, confidence building and often support for power sharing efforts.

According to Muhammed Omar Maudi (2002), there are two dimensions to handling conflict and managing it. Mostly applying good management principles and building quality relationship with people will help to prevent or at least lessen conflict. Secondly, to manage the conflict, he argues that in spite of the best effort to prevention, conflict does arise, the secret is to learn to cope up positively with conflict, and not to see it as an enemy to peace, but an opportunity for growth in relationships. Jesus gave an example of how to manage conflict. In John 2:13-17 he drives the money changers out of the temple. The point here is not that local government leaders should take a whip to civil servants they have conflict with, but that there are a number of ways in which these leaders could deal with conflict, and one that they should follow as they handle problem situations.

## **2.6 SUMMARY OF LITERATURE REVIEW**

The literature review covered the conceptual framework, types of Local Government, conflicts, the causes and methods for managing conflicts in Local Government for effective delivery of primary education services. Much of the available literature was mainly on local Government conflicts, and there was scanty literature on primary education service delivery. There was need to review literature on effects of conflicts resolution strategies.

## **CHAPTER THREE**

### **METHODOLOGY**

#### **3.0 INTRODUCTION**

This chapter presents the methodology that was adapted during the study. The chapter presents the research design used in the study, the population, the sample size and selection strategies, data collection methods and procedures, data collection instructions, data analysis procedures, validity and reliability of the instrument.

#### **3.1 RESEARCH DESIGN**

The study used a cross sectional survey design which is a commonly used research method in social science (Amin, 2005). It was used to collect data at one point in a time. The study design was used because it aimed at picking representatives of the cross-section of the population (Khothari, 2005:33), it was conducted across the selected sample over a short period of time. In the study, both qualitative and quantitative techniques were employed. The qualitative method included face to face interviews whose intention was to collect the respondent's opinion about the study variables.

#### **3.2 STUDY POPULATION**

The target populations were the councilors, civil servants, teachers, political leaders and members of SMCs, religious leaders and opinion leaders. These were selected because of their role and strategic positions they occupy in relation to local government primary education service delivery. They also form the core of the local opinion leaders on local matters. A total



population of 380 respondents was targeted by the study and it is from this that a sample of 189 was selected.

### 3.3 SAMPLE SIZE AND SELECTION STRATEGIES

According to Krejcie and Morgan’s Model (as cited in Uma Sekaran (2003 P.294) a total population of 380 members can be represented by a sample value of 189 in the study. The sample was carefully solicited from the different groups namely, the District Executive Council, heads of departments, sub-county chairpersons, opinion leaders and religious, members of school management committees (SMC), religious leaders and opinion leaders. Thus final representative sample of 189 was selected using the sampling methods as indicated in table 2 below.

**Table 2: Summarises the methods used to select the required sample of 189 from the target population of 380.**

<b>CATEGORY</b>	<b>POPULATION</b>	<b>SAMPLE</b>	<b>SAMPLING STRATEGY</b>
District Executive Councillors	3	3	Purposive Sampling
District Heads of Department	15	15	Purposive Sampling
Town Councillors	12	2	Purposive Sampling
Sub-county Chiefs	14	8	Purposive Sampling
Sub-county Chairpersons	14	8	Purposive Sampling
Primary School Head teachers	84	36	Simple Random Sampling
SMC Member	168	72	Simple Random Sampling
District Councillors	18	9	Simple Random Sampling
Religious Leaders	24	18	Simple Random Sampling
Opinion Leaders	28	18	Simple Random Sampling
<b>TOTAL</b>	<b>380</b>	<b>189</b>	

**Source: Researcher**

### **Simple Random Sampling**

Under simple random sampling method, each member of the target population has an equal chance of being selected to be included in the sample. The target population was identified using numbers which were written down on pieces of paper, folded and then mixed up on a table. The researcher then picked one paper, at a time and wrote down the number of the paper picked. This process was repeated until the required sample was selected.

This method was used to select a sample population of heads of primary teachers, SMC, district councilors, religious leaders and opinion leaders. Simple random sampling was preferred to avoid bias in selection of respondents as any of them had equal inclusion in the same sample and the chances of being selected which give reliable responses.

### **Purposive sampling**

Purposive sampling was used to select the respondents directly concerned with provision of services to the people and knew Local Government conflicts and extent of these effects on primary education services delivery. Purposive sampling was confined to specific type of people like district executive councilors, heads of departments, sub-county chiefs and their chairpersons. The selected members also met the pre-determined criteria such as convenience to the research in terms of proximity, readily availability and their willingness to be included in the sample.

## **3.4 DATA COLLECTION METHODS**

### **3.4.1 Self Administered Questionnaires**

Semi structured questionnaires were administered to key informants like the politicians because of their roles which in most cases brings conflicts as they see themselves as the power above civil servant especially council members.

Structured Questionnaires were administered to primary school teachers as they were directly responsible for day to day implementation of UPE programme and also used because of their suitability in leading respondents to give information free of any influence. The questionnaires were both open ended and closed in nature. But to a large extent they were open ended.

### **3.4.2 In-depth interviews**

The study conducted in-depth interviews using an interview guide, and these were conducted with the key informants like head teachers, councilors, religious leaders as they have a greater insight into the conflicts surrounding primary education service in Kiboga Local Government administration.

### **3.4.3 Focus Group Discussion**

These were conducted with primary teachers and school management committee members. The Focus Group Discussion guide was used to guide the discussions. The focus group discussions were held about conflicts in the district and their effects on service delivery and measures that could be taken to minimize such conflicts and way forward in form of recommendations.

#### **3.4.4 Documentary Review**

Several documents were reviewed to obtain secondary data. The study relied on library research to acquaint the researcher with experiences of other studies made on conflicts in local councils. Various relevant documents were collected from libraries, institutions, district offices, and reviewed to elicit secondary data. Information from library was from textbooks, journals, magazines, Newspapers, and internet surfing. The secondary data was related to the study of conflicts in local governments, and its objectives. The information gathered, supplemented data obtained from the field and also enriched literature review on the extent, nature of conflicts in local government and possible way forward for conflict management. The collected data was then organized for thesis writing.

### **3.5 DATA COLLECTION INSTRUMENTS**

The researcher used both the questionnaire and interview guide, Focus Group Discussions guides as instruments to collect the require data.

#### **3.5.1 A Questionnaire**

A total of 189 questions were used to collect data. The questionnaires were filled by selected respondents indicated in table 2. The returned questionnaires were read through and cleared before coding, and eventually entered the data into the Statistical Package for Social, Scientists, a computer program for analyzing data.

### **3.5.2 Focus Group Discussion Guide**

Primary data was also collected using Focus Group Discussion Guide. With the help of the guide, the researcher conducted focus group discussions with the selected respondents from the eight sub-counties and town councils, and comprised mainly the school management committee members from each sub-county selected. This gave the researcher an opportunity to take note of the respondent's body language, facial expression and non-verbal clues. Some questions that were not clear were repeated to respondents to clarify. Some respondents that seem hesitant with information were approached privately after the session.

### **3.6 PRE-TESTING OF THE INSTRUMENTS**

The data collection instruments were presented to randomly selected informants in eight sub-counties and town council before being used in the field. The pre-testing was carried out on ten respondents and returned questionnaires indicated some missing gaps which were corrected accordingly.

The questions in the focus group discussion were discussed with work based supervisor and colleagues at work place and modified accordingly.

### **3.7 VALIDITY AND RELIABILITY OF THE INSTRUMENTS**

Validity of the instruments refers to the accuracy and meaning of the findings whereas reliability is the consistence of the research findings (Mugenda and Mugenda 2002). To ensure validity and reliability of the research instruments, the questionnaire was pre-tested as mentioned above. The pre-testing was done on selected respondents in eight sub-counties and town council. The

questions were also discussed with the supervisors and colleagues at work place to bring out their intended meaning. The gaps that were revealed during the pre-testing were accurately put right.

### **3.8 DATA ANALYSIS**

#### **3.8.1 Quantitative data analysis**

The completed questionnaires were read through and raw data was edited for uniformity, accuracy and comprehensiveness. Responses to questions and interview from various categories of respondents were coded under specific themes. The data was entered into the Statistical Packages for Social Sciences (SPSS), a computer programmes for analyzing data, determining percentages and frequencies.

#### **3.8.2 Qualitative data analysis**

Content analysis based on the themes of the study was used to analyse qualitative data. After data collection, the individual responses were identified and coded looking for similarities and differences in order to find themes and develop categories. This was necessary to establish the average or general responses to a particular question and ensure that nothing important and relevant to the study objective was left out.

The data was then evaluated to determine its adequacy and importance to study conclusions and recommendations.

### **3.9 RESEARCH PROCEDURE**

The study was conducted after following a number of procedure aspects as indicated here below:

The researcher obtained an introduction letter from the masters of management studies (MMS)

UMI Coordinator introducing the researcher to relevant Authorities in the study area.

The researcher took the letter to the Chief Administrative Officer, Kiboga District and an appointment for key informants were made.

Appointment were made to select key informants to be interviewed by the researcher and this had to fit within specified period of time to collect and gather the data with a fixed deadline to meet the required time.

## **CHAPTER FOUR**

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

#### **4.0 INTRODUCTION**

This chapter presents the research findings, interprets and analyses them in respect to the study areas. The findings of the study are presented considering the general purpose of the study, which was to assess the effects of local government conflicts on the delivery of primary education in Kiboga District and how they affect implementation of primary education services. Many variables were focused on and these are; the political, role/self interest, land and procurement conflicts in the local government, the effect of these conflicts on delivery of primary education services in Kiboga District. The study findings are therefore presented in accordance with the study objectives using frequencies, to bring out both qualitative and quantitative aspects. Therefore the data is interpreted and analyzed accordingly.

#### **4.1 LOCAL GOVERNMENT CONFLICTS IN KIBOGA DISTRICT LOCAL GOVERNMENT**

The general objective of the study was to assess the effects of Local Government conflicts on the delivery of primary education services in Kiboga District Local Government.

Findings from questionnaires, interviews and documentary review indicate that there are different forms of conflicts in Kiboga District Local Government which are political, role/self interests, land and procurement related conflicts. The respondents gave varying views, idea and opinions on the forms of conflicts as they do occur in Kiboga District. The table hereunder presents the views of various respondents on the occurrence of these forms of conflicts.



**Table 3: Number of Respondents on Occurrence of Forms of Conflicts**

<b>Forms of conflicts</b>	<b>Frequency</b>	<b>Percentage</b>
Political conflicts	80	44.9%
Role/self interest conflict	58	30.8%
Land conflicts	36	18.9%
Procurement conflicts	15	5.4%
<b>TOTAL</b>	<b>189</b>	<b>100%</b>

It can be seen from the above table that there are occurrences of political, role/self, land and procurement conflicts and their level of prevalence in Kiboga District Local Government. Out of 189 respondents (44.9%) revealed that the most prevailing conflicts are political related, (30.8%) role/self interest, (18.9%) land, and (5.4%) procurement related conflicts. The same views and opinion was key during in-depth interviews. The most occurring forms of conflicts in Kiboga District Local Government are therefore, political, role/self, land and procurement conflicts. The same were identified during literature review. The findings on each of the above conflicts is presented and interpreted based on the objectives of the study.

#### **4.2 OBJECTIVE 1: TO FIND OUT THE EFFECT OF POLITICAL CONFLICTS ON DELIVERY OF PRIMARY EDUCATION SERVICES IN KIBOGA DISTRICT.**

Majority of respondents interviewed indicated that politics of the day, especially during elections of the District chairman, thoroughly divided the people. “Supporters were branded enemies and sidelined from participating in most of the district activities and if they did, it was minimal participation,” comment by opinion leader from Kiboga Sub-county.

The researcher was interested in establishing the positive and negative effects of political conflicts on delivery of primary education services.

Majority of respondents (70%) advanced the view that political conflicts have negative effects on delivery of primary education services and a small number (21%) agreed that conflicts have some positive effects on delivery of primary education services, this is further illustrated in the table below:

**Table 4: Number of Respondents on Whether Political Conflict has Negative/Positive Impact**

	<b>Response</b>	<b>Frequency</b>	<b>Percentage</b>
1.	Positive effect	42	21%
2.	Negative effect	147	79%
	<b>TOTAL</b>	<b>189</b>	<b>100%</b>

However, majority of respondents viewed political conflicts as negative effects on primary education services and indicated that the PLE performance since the year 2000 has been the worst in Kiboga district. This decline is reflected in the table below.

**Table 5: Decline in PLE Performance (1999-2005) Kiboga District Local Government**

<b>Year</b>	<b>Percentage Pass</b>	<b>Decline Rate</b>
1999	69.4	
2000	31.9	37.5
2001	28.1	3.8
2002	24.9	3.2
2003	23.2	1.7
2004	13.8	9.4
2005	6.7	13.1

*Source: DEO's Office*

Respondents affirmed that this was the period when political conflict erupted during the election of the District LC.V, Chairman. It is noted from the table 5, that since the year 2000, political conflicts in the district persisted as PLE performance continued to decline from 31.9% in 2000 to 0.79% in 2005.

Most respondents revealed that political conflicts prevailed in all sub-counties and therefore entire district. It was further revealed during Focus Group Discussion that conflicts increased since the year 2001 contributing to decline in delivery of primary education services and hence leading to poor PLE performance. Reasons advanced by some opinion leaders are that change of leadership from experienced to new entrants and leadership of self interest were major attributes expressed in the following scrip below:

*“Before the year 2000 the then political district leaders were retired civil servants and from 2000, the new leadership was in the hands of inexperienced persons who had never worked in any public office. They see themselves owning power that they never expected.”* (Opinion leader Kiboga district).

Political conflicts based on political ideology and alliance was revealed during the interview with head teachers and SMC’s. However, the fact of political ideology serves to initiate and sustain long-standing wrangles between the different political camps as one tries to sabotage the other camp, which assumed power after an election.

Besides, ideological differences are the factors of where one’s support lay during election. Whereas the factor of ideology is more profound in conflicts amongst political leaders, the issue of campaign support and alliances drag in civil servants.

One civil servant commented that most of the civil servants, especially teachers, openly supported the rival candidate because they wanted change from the current chairperson,

*“We spent our money and time because we wanted a change”* commented a teacher in Kiboga Town Council. It is also true that various rules governing public officers compel them to uphold the principle of neutrality and fair play while handling matters of campaign and general public administration. (The Local Government Act Cap 243 Section 123/1 is also very precise on this. During the campaign period every Public Officer and public authority in institutions shall as far as possible give equal treatment to candidates). It is the failure of the civil servants to adhere to different rules and regulations governing them that have landed them into uncalled for conflicts with the political leaders. One teacher from Lwamata Sub County added:

*“We are not independent; we work under the fear because we did not support most of our current political bosses.”*

Decline in PLE performance rate was low in 2003 as noted from the table 5. Respondents revealed that leadership style had changed with some leaders gaining experience and skill. Constant workshops and lessons learned from the past experience, had led to a reduction in political conflicts between politicians and technocrats. The Ag CAO had this to add

*“Most Councillors including the chairperson attended various workshops and have interacted with other leaders from other local governments (districts) and have become aware of their roles and functions. In other words there is now some transparency at certain level. The political leaders have reduced the tendency of interfering with UPE funds and other funds from the central government due to frequent intervention of IGG and PAC. He concluded saying, there is slightly improved relationship between politicians and technocrats at District level leading to*

*some harmony at work*” in the year 2004-2005 the poor performance of PLE was attributed to effect of political environment during the election of District leadership.

In the same attempt, the researcher desired to find out the views and opinion of respondents about the effects of political conflicts identified through documentary review.

The questionnaire generated mixed responses and these are summarized below:

**Table 6: Number of respondents opinion on Effects of Political Conflicts on Delivery of Primary Education Services in KDLG**

<b>Effects</b>	<b>Frequency</b>	<b>Percentage</b>
Delay in implementation of primary programmes	60	31.8%
Decline in revenue	50	26.1%
Resignation of teachers	45	23.8%
Level of commitment by teachers	40	21.8%
Absenteeism by teachers	35	18%
Failure to formulate policies and enact laws	30	16%
Time and resource wastage	25	13%

*Source: Researcher*

From the table above, (31.5%) agreed political conflicts contribute to delay in implementation of primary education programmes. (26.1%) were of the opinion that effects of conflicts contribute to decline in local revenue leading to inadequate supervision of primary school activities. On

resignation of teachers (23.8%) of respondents were of the view that political conflicts contribute to this resignation and (21.8%) of respondents were of the view that lack of commitment by teachers is due to political conflicts, (18%) view absenteeism as due to political conflicts, (16%) are of opinion that failure to initiate policies and enact laws is due to political conflict and (13%) are of the view that political conflicts contribute to waste of time and resource delivery of primary education services.

The views and opinions of the respondents through interviews and focus group discussions helped the researcher to get an insight on the assessment of political conflict and its effects on delivery of primary education services.

It was pointed out that political conflicts between councilors and civil servants had negative effect on implementation of school projects. One councilor pointed out that in 2003, council had a proposal to construct public toilets for primary schools located within Town Council. Then the chairperson LC.III sparked off a conflict, alleging that the technocrats had personal interest in the project and wanted instead the implementation to be done and supervised by other people of his interest. There was a clash and disagreement which delayed the project implementation and later the idea was abandoned after funds had been diverted to other council activities. While commenting on delay of program implementation, one opinion leader from Kyankwanzi said,

*“Conflicts affected completion of the Kiboga School toilets and the final completion is awaiting funds from local revenue source which is not easy to collect.”*

On Decline in revenue, the respondents revealed that whenever there is a conflict in the district the education department is not allocated enough local revenue and so can not motivate their teachers, this affects teachers and contributes to overall poor performance in PLE. While commenting on the same matter the LC.V councilor for Wattuba sub-county had this to say:

*“Our local revenue has terribly declined. We depend on locally generated funds for our allowances and we are not like civil servants who are paid every month.”*

The on going conflicts in the district have led to decline in revenue collection thus affecting facilitation to supervise teacher’s performance.

It was further noted that in all the lower local councils where the research was conducted, annual budgets have not been balancing because apart from central government transfers local revenue projects have always hit a snag. It should also be registered however, that contradictory political pronouncements have also had a negative impact on local revenue. The failure to raise enough local revenue implies that there is no money to disburse to a number of school projects, hence affecting delivery of primary education services to the community.

On resignation of teachers, respondents (23.8%) revealed that political conflict have led to resignation of teachers in the district. As a result of hostility, reputable, dedicated and skilled teachers have had to resign. Kiboga District has witnessed many cases of highly trained staff resigning due to the failure to cope with the existing conflict situation. Information gathered revealed that a number of officers, namely; Head teachers and their teachers resigned as a result of conflict and harassment in 2001 and 2002. This was mainly sighted as undue influence from the Chairman LC.V and councilors.

As a consequence, local councils end up employing incompetent and inexperienced teachers whose contribution negatively affect delivery of services. And this is so because attraction of skilled, competent and committed employees becomes a myth due to scare, job insecurity and elements of malice. With so many teachers leaving, there are opportunity costs, related to disrupting of coherent and continuity and commitment that are critical to effective school particularly those servicing large numbers of pupils at risk. The most serious long term consequences of high turnover are loss of teaching quality and lower levels of students' performance. The study revealed that teachers who switch schools tend to go to schools in other districts where student's performance is higher. It was revealed by the respondents that the cause of primary teacher turnover in Kiboga is due to difficult working conditions, political differences related conflicts, lack of clear policy efforts to address school staffing problems, Retention of teachers is a big problem in the district.

Some respondents (21.1%) mentioned lack of commitment as a negative effect of conflict in service delivery. A decline in employee morale leads to lack of commitment on duty mainly due to harassment and intimidation from the political leader. Conflicts lead to lack of commitment among civil servants. They are always intimidated, leading to "I don't care attitude." One of the respondents in FGD had this to say:

*"You just sit and watch things go wrong, to justify your existence, otherwise no morale and commitment to do work. You work hard: political leaders continue branding you a non-performer because you are not in their favour."*

Suspicious/mistrust as a key factor in decline of morale and commitment was given mostly by teachers. Civil servants, especially those in lower ranks revealed during the research that their



departmental heads apportion, the biggest percentage of the available funds to themselves in the end they resort to giving information to political leaders who confront the heads of departments making them clash and enhance conflicts. One respondent in the agriculture department said; *“The Head wants to do everything by himself. He is the procurement committee chairman and wants to attend all seminars even when subordinates are the ones invited.”* With such kind of situation attainment of goals becomes a myth due to in house conflicts and statements.

On absenteeism of teachers, 18% of respondents affirmed that absenteeism of personnel is a negative effect on service delivery. The research findings from interviews reveal that the majority of civil servants especially teachers tend to absent themselves mainly on Mondays and Fridays as they would be traveling to see their families. It was established that, the district has poor standards of accommodation and social economic infrastructure is lacking which forces some teachers to have their families and children in Kiboga town instead of their area of work. Also because of conflicts in the district most teachers prefer to keep their families away to avoid involving them in conflicts. So there is absenteeism of staff on Monday and Friday which affects primary service delivery. One opinion leader in Kapeke pointed out:

*“Most categories of civil servants, especially teachers are always absent and do not regularly attend to their pupils. And in case they do they mostly sit and leave students to attend to themselves.”*

Also political influence in deployment and transfers of teachers leads to negative effect on delivery of services in education sector. Most respondents revealed that, transfers and deployments are based on the influence of political leaders. A councilor may deny a teacher to work in his/her sub-county (constituency) because he/she is not his/her supporter and when such

deployment is done puts the teacher in a fear. Unplanned transfers and deployments of teachers affect the delivery of services leading to poor performance in primary education.

#### **4.3 OBJECTIVE 2: TO FIND OUT THE EFFECTS OF ROLE/SELF INTEREST CONFLICT ON THE DELIVERY OF PRIMARY EDUCATION SERVICES IN KDLG**

The researcher wished to know whether the role/self interest related conflicts in Kiboga District Local Council are associated with delivery of primary education services.

Findings on this were collected from questionnaires, focus group discussions, interviews and documentary review. Findings from the questionnaire are summarized here below:

**Table 7: Number of respondents on the role/self interest related conflict on delivery of primary education services in Kiboga District Local Council**

<b>No</b>	<b>Responses</b>	<b>Frequency</b>	<b>Percentage</b>
1	Agree	80	43.3%
2	Strongly Agree	48	26.3%
3	Disagree	33	17.1%
4	Strongly Disagree	25	14.3%
	<b>TOTAL</b>	<b>189</b>	<b>100%</b>

Majority of the respondents (43.3%) agreed and (26.3%) strongly agreed. The response was that there was an adequate association of role/self conflict with delivery of primary education services. Others (17.1%) disagreed with the opinion that there was inadequate association of

role/self conflict while (14.3%) strongly disagreed with the opinion. This implies that role/self conflicts do occur and there is understanding of their association with delivery of primary education services. From the respondents, role/self conflict do exist in Kiboga District Local Council. Like the way they occur in any other organization role/self conflicts occur in organizations where some workers behave in a manner that may not be consistent with their expected pattern behaviour, and again where roles are inappropriately or ambiguously defined, such individual charged with implementation of such roles are unclear about what they are supposed to do (Mullin, 1996).

Other issues to do with education differences and ignorance were mentioned by respondents as breeding a lot of conflicts in Kiboga district local councils. Sheer ignorance implies that there is lack of knowledge on how the government system operates. This in turn creates suspicions, tension and friction. The factor of ignorance and educational difference as causes of conflict in local government manifests in the following ways:-

The low level of education makes councilors ignorant of laws, rules and the structure in which the individual is operating. It results into inferiority complex and fear of the educated, hence the tendency to confront those who are educated and probably make attempts to get rid of them. This perspective was found to be more applicable in the case of political leaders who fear the educated technical staff. The uneducated, more so the political leaders, become suspicious of the highly educated technocrats, whom they perceive as cheats, a stereotype that ultimately leads to conflict. There is mistrust among the leaders and civil servants of different educational levels. It was established that the less educated players in the local council, fail to follow even when exposed to various capacity building seminars. Some councilors stick to their decisions, even

when these decisions are wrong and cannot admit that they are wrong. They pursue their decision disregarding the law, rules and procedures. This was revealed by one of the former LC.III Chairpersons Kiboga Town Council. Further more, due to different educational backgrounds of the various people who comprise a local government leadership, they tend to view things in different dimensions. And as a consequence this makes them conflict due to lack of commonality and agreement.

The aspects of ignorance, suspicious and diverse thinking due to varying educational backgrounds were indeed well elaborated by the respondents, and as a result of ignorance, political leaders think the Local Government Act, empowers them and gives them power to do anything. By effect the political leaders do not know where to stop due to limited level of education and therefore conflict with others whose roles they encroach upon

In the same attempt, the researcher wished to find out whether there are many power reporting centres that lead to conflicts among the technocrats and political leaders in Kiboga District Local Government. The questionnaire generated mixed responses and these are summarized below:

**Table 8: Number of responses on whether there are many power centres that lead to conflicts of role/self interests among Kiboga District Local Government**

<b>Responses</b>	<b>Frequency</b>	<b>Percentage</b>
Argue	86	54.3%
Strongly Agree	38	20.4%
Disagree	41	23%
Strongly Disagree	4	2.3%
<b>TOTAL</b>	<b>189</b>	<b>100%</b>

From the table above, (52.3%) agreed that there were many power centres and overlap of roles and self-interest conflicts among the Kiboga District Local Government stakeholders and (20.4%) of the respondents strongly agreed. This implies that there is overlap of roles among the duties of the district heads of department and sectional committee chairmen, as well as roles performed by district chairperson, RDC, and CAO. In an in-depth interview with the heads of department in the district, it was reported that “sometimes” the Chairperson LC.V interfered with the work of CAO especially when it comes to award of contracts/tenders because of self interest and this normally causes conflict.

A related response on whether there was interference in roles, it was obtained during one of the focus group discussion when one respondent had this to say

*“Political leaders are appointed to head different sectional committees, yet, they are not technically qualified in the sector. They are responsible for and are unaware of the technical considerations that technocrats follow. In this regard, they always expect civil servants to do things the political way, and want to take departments as part of their own personal entities.”*

In most cases where the players in local government are not smart, clear headed and careful, the many power centers at the district level have resulted into conflicts. The power centres in local council are Chairperson LC.V, the CAO, RDC and movement chairperson. The many power centers in local government, sometimes lead to role conflict.

Similarly the organizational structure at the district level adds to the problem of responsibility centres. All districts have district councils which are mandated to adopt local policies and

monitor the implementation of council resolutions. It is also supposed to monitor the performance of persons employed by the local government and the implementation of projects. The organizational structure seems to suggest that political leaders and civil servants are out to complement each other in their endeavour to deliver quality service to the community. The law however empowers the councilors to oversee and supervisor the technocrats who as a consequence end up clashing over policy implementation.

Under Local Government Act Cap 243 Section 12 and 13, the LC.V chairperson is the political head of the district and should monitor the general administration of the district, together with the implementation of the council decisions, among the many functions entrusted to him. Section 64 of the same Act, explicitly states the functions of the Chief Administrative Officer who among others; should monitor, supervise and co-ordinate the activities of the district and lower council employees and departments, and should also ensure accountability and transparency in the management and delivery of services.

Section 71 of the Local Government Act Cap 243 provides for the functions of the RDC who, among others, should monitor and inspect the activities of the local government and where necessary advise the Chairperson. The many flaws and contradictions in the regulatory laws and policy guidelines inevitably lead to conflict. What was observed and noted from the discussion with the focus groups, is that all the top players in the local government administration have to remain sober and clear headed to avoid and overcome unnecessary role conflicts created by the many power centres.

More to that, there was a revelation through Focus Group Discussion that in the district existed a problem of double chain in some case, civil servants get directives from the CAO and LC.V

Chairman. As a result of such contradictory instructions from many power centres, there is a problem as regards making the right actions and this affect implementation of primary education service delivery performance.

Through interviews and focus group discussions, it was revealed that in some departments, an officer may hold many portfolios. According to one of FGD respondents, an example was given in the production sector where the head of agriculture is the District Returning Officer and Chairman Procurement Committee. The complaint is that he can be compromised and ineffective Max Munnya (2002).

The study wished to establish whether there was a shortfall in legal framework to address the effects of role/self interest conflict on delivery of primary education in KDLG.

The data for this was obtained from questionnaire and focus group discussions when asked to give their opinion on the subject using questionnaires, the table below summarises their responses:

**Table 9: Number of responses on whether there was legal framework shortfall to address the effects of role/self interest conflict on delivery of primary services in KDLG**

<b>Response</b>	<b>Frequency</b>	<b>Percentage</b>
True	49	25.9%
False	140	74.1%
<b>TOTAL</b>	<b>189</b>	<b>100%</b>

The findings revealed that all respondents' opinion is that there was no legal framework to address the effects of role/self conflict on delivery of primary services. False responses were 140 (74.1%) while True is 49 (25.9%).

It was further revealed by respondents especially teachers and school management committee members (SMC) that there was no district policy regarding education apart from national education policy and this was so because nobody bothered to formulate policy due to conflicts in the district. There is lack of clear policies from the government regarding the quality and qualifications of those to contest for councillorship at each level, especially the ethical practice in local governments and how they should be checked. Some councilors, once elected in office, abuse the rights of the citizen through authoritarian and arbitrary rule. They tend to enhance the culture of conflicts and intolerance, in local government which hinder development. This was observed during the discussion with the focus groups, who agreed that new values must be introduced into local governments, and cultures and ideologies inculcated into the leaders of local governments.

Majority of respondents also pointed out numerous accounts on which the legal framework is blamed for triggering off conflicts in the local councils. First the legal framework did not include the minimum qualification for one to contest for councillorship. Secondly there is misinterpretation of Section 10 of the Local Government Act (1997). Some respondents blamed the legal framework for entrusting a lot of powers in the hands of District Executive Committee and most specially the District Chairperson, who is mandated to appoint the members of the executive of his choice. One councilor from Kibiga sub-county had this comment;



*“The District Executive Committee is composed of three people, two of whom are women from far rural areas, and one man representing the disabled in the district because he (chairman) can easily manipulate and they agree to whatever he wishes to do. Although the executive and legislative powers are vested in the council the chairman can always manipulate them through the executive members.”*

The council has always over stretched its powers by threatening civil servants with dismissal. Once the civil servants are threatened by political leaders they develop mistrust towards the councilors which in the long run affect their performance and delivery of quality services in the district.

The findings revealed that the district has no district policy or bye-law apart from national education policy. There are no bye-laws formulated to enforce and contribute to strengthening education management in the district. The technical staff in education department revealed no initiative to formulate district education policy due to the political environment in the district. Commenting on the same the Secretary for Education had this to say:

*“Parents were sensitized and are aware of the importance of taking children to school; there is no law to enforce parents to take children to schools. However the issue of how to force children to go to school still troubles us as some parents prefer their children to work in the gardens before going to school, others continue working during school hours, and setting up penalties for parents who do not take children to school is still a challenge.”*

It was observed that parents are not bothered because of political affiliations, and this tendency hampers educational development in the district. Most respondents interviewed (21%) agreed that the conflicts hinder initiative of putting such laws in place because politicians fear to clash with the electorate (parents).

It is important to note that, despite the favourable legal framework in place, local governments are not yet playing a meaningful role in local development, and are not fully involved in the delivery of primary education services, and their policy making and implementation powers are still very limited.

However, it was generally observed that quality and deployment of teachers, empowerment of technical staff to undertake support supervision and routine inspection, and positive political will are a prerequisite for improvement in delivery of primary education services leading to better PLE performance.

Political Leaders have not taken keen initiative in having education as a priority and have no regard for such a policy contribution. The secretary for education revealed that district attempted to enact ordinance/bye-laws to enforce parents to take children to school but due to political disagreements and role conflicts, the motion was not tabled and was abandoned.

It was revealed from focus group discussion and interviews with the heads of department in the district that conflicts lead to waste of time and resources. They pointed out that role conflict between civil servants and political leaders and among politicians themselves end up in courts of law. This takes a lot of time and resources from council. It was mentioned that, a number of civil servants take the council to court and the district ends up paying heavily after losing the case. It was further revealed that the only method, the council can adhere to is court's actions and at times dialogue of which both take time and resources.

#### **4.4 OBJECTIVE 3: TO ESTABLISH HOW LAND RELATED CONFLICTS HAD AFFECTED DELIVERY OF PRIMARY EDUCATION SERVICES IN KDLG**

The data on this aspect of conflicts and its effects on delivery of primary education services were obtained using questionnaires, in-depth interviews and documentary review. The study wished to find out the respondent’s opinion on whether land related conflicts affect delivery of primary education services. Below is the summary of respondent’s opinion:

**Table 10: Number of responses on land related conflicts on delivery of primary services in KDLG**

<b>Response</b>	<b>Frequency</b>	<b>Percentage</b>
Agree	84	44%
Strongly Agree	51	30.8%
Disagree	35	26%
Strongly Disagree	29	9.2%
<b>TOTAL</b>	<b>189</b>	<b>100%</b>

Out of the respondents, 189, the majority (44%) and (30.8%) of respondents were agreeing and disagreeing respectively, while (26%) and (9.2%) strongly agreed and strongly disagreed. These findings revealed that the majority of the respondents agreed that land conflicts do exist and prevail in the district. The opinion was equally supported from interviews, focus group discussions that there were many land conflicts and indeed the entire district. The respondents revealed that land conflict issue is very sensitive because it is the basis for all human activity and a result of human labour.

Avru (1987) appreciates land as a result of man's labour and upholds it as a matter of natural right that helps man to make great achievements in the field of production. Primary schools infrastructures are grounded on land yet land issues in Kiboga District are contentious.

The study noted that land conflicts are caused by an increase in the number of people migrating into the district. Many people coming to the district means more struggles for land resource and yet it is limited and cannot change in size. Most of the people come looking for land for animal rearing and arable agriculture. Most conflicts arise from those who own big pieces of land and are absent land lords. Land conflicts arise when the developers come in to develop the land and find already settled tenants. People therefore clash over who should own, possess, and have exclusive authority over such pieces of land. A case in point is a conflict in Ntwetwe sub-county between one prominent landlord who owns land on leasehold basis, but a large part of it is occupied by retired soldiers without the consent of the landlord. The matter ended in Court, where the District Council was to pay costs to the landlord. By the time of the study, the retired soldiers had continued to claim ownership of the land and had refused to be relocated to another piece of land.

It was further revealed during interviews and focus group discussions that primary school infrastructures are built on land yet land conflicts are common and as a result some schools administration are threatened and are in conflict situation with the landlord over land ownership. In Kiboga Town Council, for example DAS Primary School land is under contention as to who owns the land since the school administrations owes no title and therefore risks being evicted and re-allocation. In Kyankwanzi sub-county land there was a primary school which was claimed by the land lord, the pupils were re-allocated to another school far away from their homes thus, denying them access to educational services.

A similar case happened in Kapeke sub-county; the landlord after giving his land to government to construct a primary school later changed his mind and claimed ownership of land which affected delivery of primary education services to that community. From interviews and focus group discussions, it was observed that some primary schools had no ownership over land and risk being evicted by the landlords which affects the delivery of primary education services to the community.

Johari (1979) views land as property where an exclusive right to one's control should prevail.

#### **4.5 OBJECTIVE 4: TO ASSESS HOW PROCUREMENT RELATED CONFLICTS HAD AFFECTED THE DELIVERY OF PRIMARY EDUCATION SERVICES TO KDLG**

The data on this aspect was determined using questionnaires, in-depth interviews and documentary review. The findings from different sources of data collected are presented below.

The researcher wished to establish from respondents' opinion whether procurement related conflicts are associated with delivery of primary education services.

The following opinion and views were generated as follows:

**Table 11: Number of respondents' on whether procurement related conflicts are associated with delivery of primary services in KDLG**

<b>Response</b>	<b>Frequency</b>	<b>Percentage</b>
Agree	64	33.9%
Strongly Agree	85	45%
Disagree	30	15.9%
Strongly Disagree	10	5.2%
<b>TOTAL</b>	<b>189</b>	<b>100%</b>

From the above, it can be observed that out of 189, (33.9%) agreed that procurement conflicts are related and (45%) strongly agreed that procurement conflicts are related to delivery of primary services. This implies that procurement conflicts affect delivery of primary education services. It was observed from literature review that procurement in Local Government arises out of the fact that goods and services are subjected to competition in their open markets. Competition has been introduced to methods of procurement of goods and services and to be utilized within the central government and local government departments. Majority of respondents interviewed disclosed that the procurement conflict prevailed in all sub-counties. The study further revealed that procurement conflicts are mostly due to shortfall in Local Government financial and accounting regulations which does not spell out involvement of political leaders in procurement process and poor mechanism put in place to award the contracts. From literature review, it was noted that public procurement is a major cause of corruption leading to procurements conflicts in Uganda and indeed in Local Governments (Ruzindana, 1998).

Procurement conflicts as observed from opinions of respondents are due to disagreement about allocation of scarce resources in a wasteful manner. This view was also expressed by Stone, Fire and Gilbert (2002) that conflicts are a result of disagreement about the allocation of scarce resources.

The researcher wished to further found out from respondent's opinion how procurement related conflicts affect delivery of primary services. The findings on opinions and views from respondents are summarized below:

**Table 12: Number of respondents' on effects of procurement on delivery of primary services in KDLG**

<b>Response</b>	<b>Frequency</b>	<b>Percentage</b>
Positive effect	10	5.2%
Negative effect	179	94.8%
<b>TOTAL</b>	<b>189</b>	<b>100%</b>

The findings revealed that almost all respondents have the view that procurement conflicts have a negative effect on delivery of primary education services. Tender for pre-qualification procurement generated a lot of conflicts in Kiboga District. Most respondents interviewed attributed these conflicts to the fact that this is mostly aggravated by political leaders and public servants who do their business with their councils in form of constructing building, supply of desks to schools and other services in a wasteful manner and with no regard to the law. This revelation from respondents concurs with the view expressed by Max Munnya (2002) that procurement process that generates conflicts is that one which operates outside the rules (not adhering to the set down rules), not open and excludes others from it.

It was pointed out through focus group discussion that most of the heads of departments especially in the education department, works and water departments were cited as involving themselves in the procurement process under the cover of other individuals. According to one opinion leader, the district education office has a hand in the school facilitation grant (SFG) programme. There are many cases where education officials involved themselves with contractors in doing shoddy works especially in Kyankwazi sub-county primary schools.

Most respondents interviewed agreed that procurement process has no proper system and has no proper work ethics. In many instances, contracts for supply of desks, and construction materials are only given to the supporters of political leaders in the district. It was revealed that some political leaders and civil servants use relatives to execute the works for pecuniary interests, the effects of all the above and doing shoddy work is untold friction in council which often results into conflict which have a negative effect on delivery of primary education services.

Lack of transparency is another vital aspect that causes conflicts in local governments. Most respondents interviewed (32.4%) agreed that there is always a common omission, and, or shortfall to both the appointed and the elected officers. The elected leaders claim that since they have the popular mandate there is no need to operate openly and responsibly. The appointed leaders on the other hand also feel that what they are handling in their respective fields cannot be understood by others, thus they need not elucidate. These two situations therefore spark off conflicts.

From responses of opinion leaders interviewed, it was established that there is a problem of high expectations and self aggrandizement that exacerbates further the lack of transparency and accountability aspect.

The former chairman LC.V argued it this way,

*“The problem of high expectations is common among the elected leaders. The electorates are promised a lot during the campaigns and in most cases they vote for the best organized candidate whose promises sound plausible. The leaders also stand for offices to make their end meet. And so when they get into office they want to do things the political way by rewarding themselves and their supporters. However, when things don’t work out friction is inevitable.”* A



notable conflict in Kiboga Town Council was identified. The LC.III chairman promised his supporters to reward them with the taxi park revenue collection contract, but on assuming office, he found that the taxi park tender had been awarded by the previous council to somebody (M/s Honey Pot Enterprises and Transporters Co. Ltd). This sparked off the conflict between his supporters and the taxi park tenderer (Honey Pot Enterprise and Transporter Co. Ltd) that ended in Courts of law.

The councilor for Kibiga Sub-county who was also the district chairperson for education services also admitted during the interview that lack of transparency is common among the civil servants. He added that some elements of corruption prevail, in all departments and especially high in the departments of education and works.

Another councilor from Muwanga Sub County had this to say;

*“Government introduced UPE funds, for promotion of educational standard in primary school, but the funds are controlled by the head teachers. We are always challenging the system in place due to lack of proper accountability and transparency of this money. The mechanism to check this should not only be at district education department level, but at certain sampled schools at sub-county level.”*

The study however discovered from the education inspectorate that with UPE funds, transparency and accountability has slightly improved since 2005, and conflicts on this issue between politician and technocrats tremendously reduced. This has been attributed to intervention of the IGG’s office which investigated UPE funds and its utilization. Most Head teachers were reprimanded for misuse of UPE funds in 2003.

The researcher wished to find out how these conflicts are resolved in Kiboga District Local Government. The data on this aspect was obtained from in-depth interviews and focus group discussions. Most respondents pointed out that conflict in Kiboga District Local Government are tempted to be resolved through various mechanisms which include mediation by high authorities mostly Ministry of Local Government, reconciliation between conflicting parties (dialogue), sensitization, and transfer of staff.

The above methods are applied to the realization that in the field of conflict management the objective is not creating a total free society which is unachievable but rather minimizing the disruptive nature of local government so that meaningful development on delivery of primary education services can take place.

The study established that mediation method is commonly used whenever civil servants begin to use policy guidelines for personal interests.

It was further observed that mediation methods mostly comprise Ministry of Local Government and courts of law which advises settlement of conflicts outside the court. On reconciliation, it was revealed that reconciliation involves 2 parties; each party being open and ready to forgive. The chairman LC.V indicated that he initiates reconciliation with his opponents and those who opposed him and never supported his coming to district leadership office. He invites them for dialogue and discusses issues that can promote unity and development. He stated;

*“We reconcile and work together. Most civil servants have appreciated this reconciliation method and have come to good terms of relationships leading to minimizing conflict.”*

In essence reconciliation implies working together, people who have been apart and split from one another begin to see eye to eye. It also means the restoration of broken relationships and the

coming together of those who have been alienated and separated from each other. This method is effective because the conflicting parties reach an agreement with each other through dialogue. While conducting the study, the Ag. CAO Kiboga District revealed the way conflicts are handled in the district and the effectiveness of the reconciliation method. He had this to add:

*“After the 2001 local council elections, the current LC.V chairperson had to initiate reconciliation with civil servants that had decampaigned him. He called a reconciliation meeting comprising of those officers and politicians opposed to him.”*

However, it is reduced that reconciliation is not about talking as when they erupt. It is about fostering harmony by promoting change process aimed at building a just and humane social order Max Mmunya (2004). The study established through interviews and documentary review that district encourages sensitization through seminars and workshops. Both technocrats and public leaders attend these seminars. It was however revealed that despite these sensitization seminars, conflicts in Kiboga have continued to persist, transferring of staff caught up in conflict between civic servant and politicians is common. The study established from respondents interviewed that the CAO enforces transfers of civil servants whenever there is a conflict between them and political leaders.

It was revealed that primary teachers are most transferred basing on political pressure from political leaders. It was noted that once one party to the conflict is transferred, conflict in most cases dies down and this is so because political leaders avoid quarrelling with a new person immediately. However, it was observed that it is difficult to change one’s personality on the job.

## **CHAPTER FIVE**

### **SUMMARY, DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS**

#### **5.0 INTRODUCTION**

This chapter is divided into three categories. The first part presents the summary highlights the purpose, the study objectives, study methods and findings of the study. The second part gives a general and specific conclusions drawn from the study findings. The third part gives an overview of the recommendations to follow.

#### **5.1 SUMMARY OF FINDINGS**

The main purpose of the study was to assess the effects of local government conflicts on the delivery of primary education service in Kiboga District Local Government (KDLG) consequently the study aimed at ascertaining the specific forms of conflicts, that have effects on delivery of primary education services in KDLG. The study used questionnaires, interviews and documentary reviews to collect data from the field. Descriptive statistical analysis was done using package for social science (SSPS) that helped to analyse quantitative data while qualitative data was analysed using content analysis based on the themes of the study. The findings of the study revealed the presence of local government conflicts in KDLG that have affect on delivery of primary education services; they are political, role/self interest, land and procurement related conflicts. The study further established that both have positive and negative effects, the negative implications out weighs the positive and are more disastrous. Most respondents advanced the view that Local Government conflicts have negative impact on delivery of primary education services and thus concurs with the general hypothesis of the study, and a small number agreed that conflicts have some positive aspects of impact on delivery of primary education service.

However, the research was interested in assessing the effects of conflicts on delivery of primary education services based on specific objectives of the study.

## **5.2 DISCUSSION**

**Objective 1: To find out the effects of political conflicts on delivery of primary education services in KDLG.**

Majority of respondents agreed that political conflicts existed and had immense effects on delivery of primary education services. It was established that political conflicts contributed to delay in primary education programme implementation, decline in revenue from the district which in turn led to inadequate facilitation to supervision of primary school teacher performance. Resignation of teachers leading to the non-retention of teachers, lack of teachers commitment, absenteeism of teachers, time and resource wastage.

It was pointed out by various respondents that decline in PLE performance in Kiboga district since the year 2000 was due to eruption of political conflicts during the election of the district LC.V chairman.

The study findings indicate that political conflict was attributed to inexperienced political, leadership style, coupled by educational difference and political alliances/ideology. However individual management style breeds conflicts as viewed by Chandan (1987). The general view indicate that political conflict contribute negatively to the delivery of primary education services.

**Objective 2: To find out the effects of role/self interest conflicts on the delivery of primary education service in KDLG.**

The study finding revealed that roles and self interest related conflict existed and had effects on delivery of primary education services. The study established that the individual perceptions, differences in educational levels especially among the councilors, breed inferiority complex, suspicious and incompatibility of goals between the educated councilors and less educated as or one had and between politicians and civil servants on the other. It was further revealed by various respondents that the inappropriate and ambiguity in roles/role responsibility is due to many power centres which has no clear chain of command. This views manifested when councilors with low level of education are elected to head technical committees of which they have little knowledge, consequently they politicize service delivery and personalize control over departmental office. It was further revealed that there was a problem of chain of command, having many power centres that leave the head teachers getting directives from the DEO, CAO and LC.V chairman, leading to contradictory instructions. Such pattern of behaviour among councilors and technocrats leads to making of inappropriate decision regarding delivery of primary education services. The findings concur with the view expressed by Mullin (1996) that when some workers behave in a manner that may not be consistent with this expected pattern of behaviour where roles are inappropriately defined, leaves the implementers with unclear roles about what they are supposed to do.

The study findings further revealed that, there was no district education development plan, and had no policy put in place to enhance delivery of primary education services in the district. Findings indicated that no body in the district was bothered to initiate the policy due to unclear

roles and responsibilities where by the politician feel since they are elected by the people have a control over the technocrats who in-turn take less interest in giving technical advice to politicians. In effect the political leaders do not know where to stop due to limited level of education and therefore conflict with others whose roles they encroach upon.

**Objective 3: To establish how land related conflicts had affected the delivery of primary education services in KDLG.**

The study findings revealed that land related conflicts to delivery of primary education do exist in KDLG. Land is an important asset to the development of primary school structures. The study findings revealed that some of the primary school, are built on privately owned land. These primary schools do not even own land where they are built and therefore risk eviction which affect access of the pupil to primary education services. It's observed by Johari (1979), "land is a property where the owner's right of control should prevail." Some primary schools built on private land ownership were evicted and re-allocated else where thus affecting access to primary education service to the community. However, most respondents were ignorant of the law governing management of land in the country, most have no access to land act, which is moreover written in English.

**Objective 4: To assess how procurement related conflicts had affected the delivery of primary education services in KDLG**

Procurement related conflicts prevailed in KDLG. Majority of the respondents disclosed that procurement conflicts are mostly due to short fall in legal framework. The study findings were that some stakeholders in KDLG, do not understand the procurement system despite the

availability of local government act (1997) and financial accounting regulation in the district (2007).

Respondents interviewed, pointed out lack of clear policies regarding the quality and qualification of those to contest for councilor at each level of local government, especially the ethical practices in local governments and how they should be checked. Some councilors once elected in office abuse the rights of the citizen through authorization and arbitrary rule, they enhance the culture of intolerance especially when it comes to procurement of goods and services. This was observed during the FGD, whose opinion was that values must be introduced into government operations and cultures and ideologies inculcated into leadership.

The finding, indicated that procurement in district had no proper system regarding checking and control of value and ethics as it favoured those related to either the district Heads of Departments and the district political leadership. Those mostly awarded contracts to construct primary school building did shoddy work, hence a disservice to primary education.

The study also aimed at establishing mechanism Kiboga district local government uses to minimize conflicts. It was revealed mediation by higher authorities, personal reconciliation, sensitization, and transferring teachers are methods commonly used.

### **5.3 CONCLUSION**

The general conclusion was reached after a systematic and critical analysis of the findings and its well balanced specific conclusions were given in line with study objectives. The study



established that local government conflicts in Kiboga district had negative implication outweighing positive and are more disastrous, they include delay in program implementation, resignation of teachers and absenteeism, inadequate supervision of teachers' performance, failure to enact laws to strengthen primary education management.

Specific conclusions were reached based on the objectives of the study.

**Objective 1: To find out the effects of political conflicts on delivery of primary education services in KDLG**

The study established that political conflicts occur at the district or sub county level among the politicians and civil servants. Shortfall in legal framework empowered the local government council politically with executive and legislation powers but have no overall power on account of administrations matters.

This creates a lot of tension, clashes and disagreements between the political leadership and technocrats.

The study findings further indicate that political conflicts were attributed to inexperienced political, leadership style, political alliances / ideology in the district, the general view of respondents indicated that political conflict contribute negatively to the delivery of primary education services.

**Objective 2: To find out how role/self interest related conflicts affect the delivery of primary education services in KDLG**

The study finding revealed that there were some inappropriate and ambiguities in roles and responsibilities caused by many power centres, that is the LC.V, RDC, and the CAO whose

objectives gave contradictory instructions to the technocrats. The study revealed individual perceptions, differences in educational standard, lead to clashes in roles and responsibilities. The study further affirmed that there was no district development plans and policies/laws in place to strengthen the management and information system of primary education services. Thus the study affirms that this has a negative effect on delivery of primary education services.

**Objective 3: To find out how land related conflicts affect delivery of primary education services in KDLG**

The study established that some primary school institution had no ownership over the land on which they were built. These primary schools risk eviction in case the land owners decide to sell off their land. The study revealed that primary school, situated in Kyankwanzi sub-county and Kiboga town council had no land titles and they were subsequently evicted and re-allocated elsewhere in the district. This affirms the negative effect on access of primary education services to the community.

**Objective 4: To establish how procurement related conflicts had affected the delivery of primary education services in KDLG.**

The study findings were that there were no clear procurement system and policies regarding the ethical practices of those involved in procurement, how they can be checked and controlled. The politician felt had arbitrary rate and authority and technocrats have to abide by their instructions. The study established there were aspects of corruptions, nepotism in the procurement process that led to awarding tenders to unqualified contractors who ended up producing shoddy works in construction of school building. Expression of discontent in sharing of resources, and non-

adherence to the laid down regulations were noticed as some of the aspects leading to procurement related conflicts. The study established procurement conflicts led to delay in completion primary school toilets in town and this affirms the negative effects on delivery of primary education services.

The study further established that, the district applies different methods in an effort to resolve these conflicts. Managing conflicts in local government is vital if improved delivery of primary services is to be achieved. The study revealed that mediation, reconciliation, transfer of teachers involved in conflict situation are significant methods in managing conflict in KDLG.

## **5.4 RECOMMENDATIONS**

The general recommendation is made to be considered over a period of time to avoid conflicts and improve on delivery of primary education services in KDLG. The district needs change the negative effects of conflicts on delivery of primary education services and in order to improve steadily the following recommendations are necessary based on the study objectives.

### **5.4.1 Specific recommendations**

The following recommendations are made based on the study findings and specific objectives and research questions.

**Objective 1: To find out whether political conflict effect delivery of primary education services.**

The study finding indicate political conflict do exist, and are attributed to in experienced political leadership, and lack of knowledge on operations of local government. This clashes tension and

clashes between politicians and civil servants leading to effects on delivery of primary education services. It is therefore recommended that government should have a conducive environment, which will attract and retain competent teachers especially primary teachers for effective delivery of services. There should be a training policy to address the operations of local government for effective primary education service delivery.

A legal/policy requirement for educational qualification for all councilors should be put in place that can solve the problem of inferiority complex among the less educated councilors and the educated ones and technocrats.

**Objective 2: To find out in effects of role/self related conflicts on delivery of primary education services in KDLG.**

The study revealed there were some inappropriate and ambiguities in roles and responsibilities that affect delivery of services. The study further found out the district had no development plan and policies to address the primary education issues.

The study recommends that government should strengthen primary education governance and management policy to enhance functionality of systems, processes and mechanism that contribute to the effective delivery of primary education services. The planning and decision making at district should be strengthened to address the problem of development education plans for improved and effective delivery of primary education services in KDLG and enhance regular supervision structures and address the problem of teachers retention.

**Objective 3: To establish how land related conflicts affect delivery of primary education services**

The study revealed that some primary schools do not own land titles, and were evicted and re-affected else where, this affected both the teachers and pupils. The study recommends that district should ensure that all primary school institution acquire land titles for ownership control.

The Land Act (2007), should be made available to all lower local councils and translated into local languages for all councilors and community leaders to internalize even with no central government assistance the law explains the land tenure systems and how they are managed in Uganda.

**Objective 4: To assess how procurement related conflict had affected delivery of primary education services in KDLG.**

The study finding revealed that there were some shortfall in legal framework and unclear policies regarding the ethical practices of those involved in procurement matters and this impacted negatively to delivery of primary education services. Nepotism in awarding contracts led to appointment of unqualified contractors who produced shoddy work. The study recommends for review of local government Act, Financial and accounting regulation to accommodate the ethical and practices of politicians and those involved in procurement system at the district. Shortfall in legal framework should be identified by the MoLG and forwarded to appropriate organs for redress to minimize the attendance stalemates and contradictions. The local government Act 1997 and its amendments should also be translated into local languages for easy understanding and interpretation of the rules and regulations especially councilors. Most councilors at sub-

county level prefer to use local language during the council debates only few can understand English.

## **5.5. STUDY LIMITATIONS**

In the course of carrying out this study, a number of constraints were encountered right from the beginning of the course up to the end.

Inadequate funding was a major constraint. I had to secure a soft loan (salary earners loan) from the bank to clear the tuition fee.

Transport to reach various respondents required a lot of money. Sometimes respondents did not honour the appointments for interviews and in most cases was forced to go back to them. Such conditions were however endured until information could be gathered.

## **5.6 RECOMMENDED AREAS FOR FURTHER STUDY**

Conflicts are a wide concept. Based on the findings, this study is not exhaustive in the area of conflicts, it is therefore my humble submission that the areas hereunder will need further investigation.

1. The analysis of factors influencing conflicts in local government, strategies and methods for resolving conflicts.
2. There is need to bring out the gaps and how to address the social, economic and political conflicts associated with political changes in local government in Uganda.

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**APPENDIX I**  
**QUESTIONNAIRES**

*To be completed by the civil servants*

Dear Respondents,

You have been selected to participate in a research about conflicts in local government and assessment of their effects on primary education service delivery. A case study of Kiboga district. (2000-2005). Kindly feel free to complete the following questionnaires in most appropriate way that respondents your opinion. The information required is for academic purpose and anonymity is guaranteed. Please tick (✓) the appropriate box, and write appropriate answer where necessary

**SECTION A**

**CHARACTERISTICS OF RESPONDENTS**

**1. Name of local council**

1. Kiboga District council
2. Kiboga Town council
3. Kiboga sub-county
4. Mulagi sub-county
5. Wattuba sub-county
6. Kapeke sub-county
7. Kyankwanzi sub-county
8. Dwaniro sub-county
9. Bukomero sub-county
10. Gayaza sub-county
11. Ntwetwe sub-county
12. Nsambya sub-county
13. Butembe sub-county
14. Lwamata sub-county
15. Muwanga sub-county

**2. What are your qualifications?**

- 1. "O" Level
- 2. "A" Level
- 3. Diploma
- 4. Degree holder
- 5. Master
- 6. PhD

**3. Age**

- 1. 20 years and below
- 2. 21-30 years
- 3. 31-40 years
- 4. 41-50 years
- 5. 50 years and above

**4. Religion**

- 1. Catholic
- 2. Protestant
- 3. Moslem
- 4. Others (please specify).....

**5. What is your appointment? (e.g. teacher, personnel office, etc)**

.....

**6. For how long have you been serving in this post?**

- 1. Less than two years
- 2. 5-10 years
- 3. 10 years and above

**7. Please indicate your opinion on types of Local Government conflicts that exist in Kiboga district.**

1. Agree                      2. Strongly Agree                      3. Disagree                      4. Strongly Disagree

<b>Types of Conflicts</b>	<b>Opinion</b>
Political conflicts	
Role/Self interest conflicts	
Land Conflicts	
Procurement conflicts	

**SECTION B**  
**POLITICAL CONFLICT**

8. How would you rate the effect of political conflicts on delivery of primary education services in Kiboga District. (tick appropriate)

- 1. Positive effect
- 2. Negative effect
- 3. No comment

9. What is your opinion on the following statements? (tick appropriate)

- 1. Agree
- 2. Strongly agree
- 3. Disagree
- 4. Strongly disagree

**Local government political conflicts contribute to:**

		<b>Opinion</b>
1.	Delay in program implementation	
2.	Lack of commitment by teachers	
3.	Resignation of teachers	
4.	Absenteeism of teachers	
5.	Failure by political leaders to enact laws and policies on primary education service delivery	
6.	Decline in revenue	
7.	Time and waste of resources	
8.	Decline in PLE Performance	
9.	Demoralization of teachers	

10. i. Are there efforts being taken to resolve political conflicts in Kiboga Local Government?

Yes/No

ii. If yes, what are the main methods used to resolve conflicts in Kiboga Local Government?

- i.....
- ii.....
- iii.....
- iv.....

**SECTION C**  
**ROLE /SELF INTEREST CONFLICTS**

**11.** What is your view that role/self interest conflicts are associated with delivery of primary education service in Kiboga Local Government? (tick appropriate)

1. Agree                      2. Strongly agree                      3. Disagree                      4. Strongly disagree

**12.** Comment on the view that there are many power centres that lead to role/self interest conflicts (tick appropriate)

1. Agree                      2. Strongly agree                      3. Disagree                      4. Strongly disagree

**13.** Comment on whether there is legal framework to address the effects of role/self interest conflicts on delivery of primary education services in Kiboga District? (tick appropriate)

1. True  
2. False  
3. No comment

**SECTION D**  
**LAND CONFLICT**

**14.** What is your opinion on the view that land related conflicts are associated with delivery of primary education services in Kiboga District Local Government? (tick appropriate)

1. Agree                      2. Strongly agree                      3. Disagree                      4. Strongly disagree

**15.** What is your opinion in the view that prevailing land conflicts affect delivery of primary education service in Kiboga District Local Government? (tick appropriate)

1. Agree                      2. Strongly agree                      3. Disagree                      4. Strongly disagree

**16.** What are the methods used to resolve land conflicts in Kiboga District?

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

**SECTION E**  
**PROCUREMENT CONFLICT**

**17.** Comment on the view that procurement related conflicts are association with delivery of primary education services in Kiboga District. (tick appropriate)

1. Agree                      2. Strongly agree                      3. Disagree                      4. Strongly disagree

**18.** What is your opinion on the effects of procurement conflicts on delivery of primary education services in Kiboga District?

1. Positive effects
2. Negative effect
3. No effect

**19.** What are the main methods used to resolve procurement conflicts in Kiboga District?

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



**APPENDIX II**

**AN INTERVIEW GUIDE FOR THE TOPIC**

**ASSESSING THE EFFECTS OF LOCAL GOVERNMENT CONFLICTS ON THE  
DELIVERY OF PRIMARY EDUCATION SERVICES IN KIBOGA DISTRICT**

**SECTION A**

**CHARACTERISTICS**

1. Name of local council.....
2. Qualification.....
3. Age.....
4. Religion.....
5. Current Appointment.....
6. Time spent in the post.....
7. Terms of service.....

**SECTION B**

**POLITICAL CONFLICT**

1. What do you understand by political conflict?.....  
.....
2. What are the effects of political conflict on primary education service delivery in your district?.....  
.....
3. Have these conflicts prevailed for a short or long time?.....

.....  
4. Which persons are mainly involved in conflicts?.....

.....  
5. Which has been the trend of political conflict since their existence, positive or negative.....

**SECTION C**

**ROLE/SELF INTEREST CONFLICT**

1. Is there any relationship between role/self interest conflict and primary education service delivery?
2. In your opinion, what is the major cause of role/self interest conflict?
3. In your view, has there been a legal framework or policy to address this conflict?

**SECTION D**

**LAND CONFLICT**

1. What are the effects of land conflicts on primary education service delivery?.....  
.....

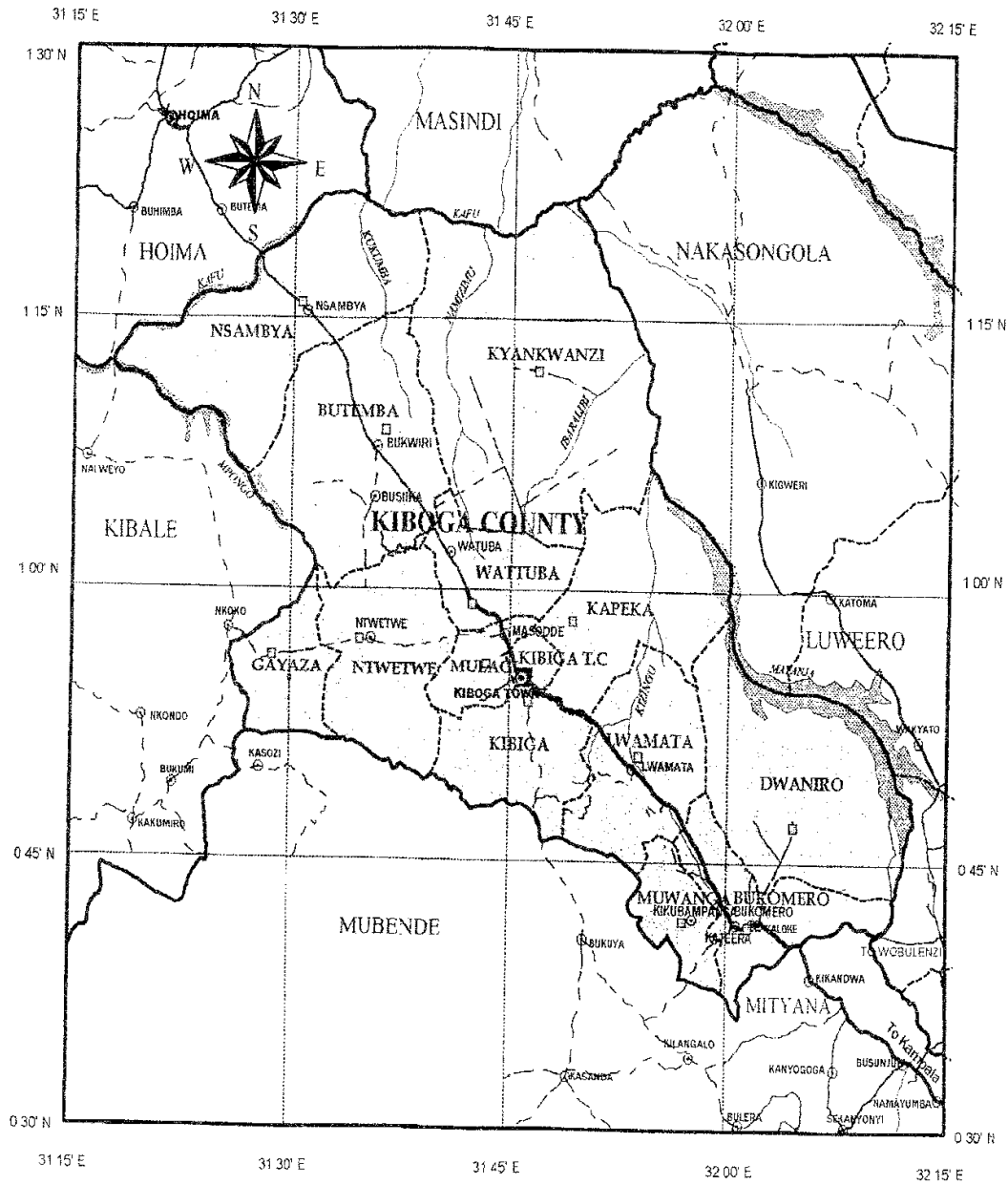
2. What are the methods used to resolve land conflict in Kiboga District?.....  
.....

## **SECTION E**

### **PROCUREMENT CONFLICT**

1. Is there any relationship between procurement conflict and primary education service delivery in your district?
2. In your view, how can PLE performance be improved?
3. What are the main method used to resolve procurement conflicts in Kiboga District.

# MAP OF KIBOGA DISTRICT



Scale 1: 600000