



**AN ASSESSMENT OF PARTICIPATORY PLANNING AND ITS PERCIEVED
EFFECTS ON SERVICE DELIVERY IN LOCAL GOVERNMENTS: A CASE STUDY
OF BUGIRI DISTRICT, UGANDA**

KALEEBA PETER J.

Registration No. 08/MMSPAM/17/064

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DECLARATION

I, Kaleeba Peter, declare that this research report is original and has not been submitted to any University or Institution of higher learning for any award.

Signature

Name: **Kaleeba Peter J.**

Date

APPROVAL

This dissertation has been submitted with our approval as Institute Supervisors.

| | | |
|--------------------------------------|-----------|-------|
| Mr. WAHITU FRED | | |
| (Uganda Management Institute) | Signature | Date |

| | | |
|---------------------------|-----------|-------|
| Mr. GUKIINA JOSHUA | | |
| (Work-Based) | Signature | Date |

DEDICATION

This piece is dedicated to my children Spencer and Dariel Kaleeba, and my wife Nakirima Madina.

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To all, may God reward you abundantly.

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LIST OF ACRONYMS

| | | |
|-------|---|--|
| CDO | - | Community Development Officer |
| ACDO | - | Assistant Community Development Officer |
| DLSP | - | District Livelihood Support Program |
| LGMSD | - | Local Government Management and Service Delivery Program |
| MDG | - | Millennium Development Goals |
| CDD | - | Community Driven Development |
| IV | - | Independent Variable |
| DV | - | Dependent Variable |
| UNDP | - | United nations Development Program |
| PDC | - | Parish Development Committee |
| LADP | - | Local Authorities Development Program |
| VDP | - | Village Development Planning |
| LADP | - | Local Administration Development Program |

ABSTRACT

The study sought to assess the effect of participatory planning on service delivery in Bigiri District, basing on three objectives; that is, the need to find out how negotiation affects the quality of service delivery, whether decision-making influences the quality of service delivery and the influence of community empowerment on the quality of service delivery in Bugiri District.

The study was carried out in Bugiri District and using cross-sectional survey design. Respondents included District Planning Unit staff, Sub-County Chiefs, LC I and II Chairpersons, Parish Development committees, Community Development workers and Parish Chiefs. A sample of 137 respondents was selected using both purposive and systematic sampling techniques. Self administered questionnaire and interview guide were used to collect data. The data was subjected to descriptive analysis using frequency tables, percentage computations, cross tabulation, mean and standard deviation. Inferential analysis included use of bar graphs and Pearson correlation coefficient.

It was established that negotiation affects service delivery; the decision making process and community empowerment have significant relationships with the quality of service delivery. The study concludes that there is inadequate skills development in negotiation, and decision making. In addition, there is no formalized structural mode of empowering communities to participate in making decisions that affect their lives.

It was recommended that local governments use participatory planning methods using Participatory Rural Appraisal and Rapid Rural Appraisal tools, develop skills to enable communities participate in negotiate freely and empower communities economically, socially, and politically to participate in the decision making process through allocation of more resources to planning and decision making, let alone capturing interests of all stakeholders Since participation in local government is by representation.

CHAPTER ONE

INTRODUCTION

1.0 INTRODUCTION

This study was an investigation into how participatory planning affects service delivery in Local Governments, a case of Bugiri District. This chapter includes background to the study, statement of the problem, general objective of the study, specific objectives, research questions, hypotheses, scope of the study, the Conceptual framework and its description, significance of the study, justification of the study, and the operational definitions of the concepts used in the study.

1.1 BACKGROUND TO THE STUDY

1.1.1 Historical perspective

According to Smith (1985), participatory planning is a major component of the decentralization policy that was aimed at transferring authority, responsibilities and resources through devolution, delegation and deconcentration from the centre to lower levels of administration. Shabbir and Rondinelli (1997) noted that after two decades of increasing centralization of Government power and authority in both developed and developing economies between 1940 and the 50s, governments begun to decentralize their hierarchical structures in an effort to improve on efficiency of public service delivery and extend service coverage by giving local administrative units more planning, administrative and legislative responsibilities. However, Globalization in the 1980s shifted the development theories to trickle- down theories of economic development, growth with equity objectives, and participatory development.

The benefits of participatory planning have encouraged most world economies to adopt it as the only way service delivery can be effectively improved. The use of participatory methods and tools has become common practice in developing economies. The process mainly involves: appraisal, needs identification, restitution, organization, planning, implementation and evaluation using the Rapid Rural Appraisal and Participatory Rural Appraisal tools. As stated by Olthelen (1999),

participatory planning is the initial step in the definition of a common agenda for development by a local community and an external entity or entities. Over the period, this initial step is expected to evolve for the parties concerned towards a self-sustaining development planning process at the local level (<http://www.sasanet.org/documents/Tools/Participatory%20Planning.pdf>)

In Kerala (India), planning has been made an instrument for social mobilization in support of decentralization. One of the characteristic features of the decentralization process was the emphasis placed on mass participation and transparency.

Jimenez and Serwada (1999) gave El Salvador, as example, where parents are given the responsibility to participate in management of schools which include planning, and how to help their children with school work through the EDUCO (Educacion con Participacion de la Comunidad Program), the quality of education has improved. Parental participation was considered the principle reason for the success of the program. According to the World bank report (1999), in each of the EDUCO schools, there is autonomous management by an elected Community Education Association, drawn from the parents. In these schools, the Associations are contracted by the Ministry to deliver a given curriculum to an agreed number of students, and are then responsible for contracting and dismissing teachers, and for equipping and maintaining the schools

In Mexico, it was noted by Arredondo (2005) that decentralizing the Health service delivery increased the federal co-responsibility in funding to 1-2% which has made it possible for the state to implement programs like the “Seguro Popular”. It has also allowed progress in financial and accountability indicators for higher transparency in the allocation and use of resources for health.

In the 1990s, the European Union developed a policy of engagement with the local communities and since then, it has been a central principle of its funding programs. McCall and Williamson (2000) stated that this approach was influenced by participative emphases in development theory

and policy that were part of the worldwide debate and reflected in the United States such as the Empowerment Zones Initiative and the Enterprise Communities Initiatives and Insights from the third world such as the Health for All Movement of the World Health Organization. To Whittaker (1995), these reflected the continued awareness of the role of communities to their own development and as facilitation of local democracy.

In most African countries, there has been a resurgence of apathy, manifested in attitudes of despair and depression, non-involvement of certain issues that affect community life, lack of interest in public affairs, an attitude of resignation and a state of hopelessness caused by imposed decisions, corruption and unfulfilled promises. According to Matovu et al (2006), increased community participation in public decision-making at both the national and local levels has the potential to improve on service delivery because local governments can understand better the complex demands of their communities.

Matovu (2006) further identifies the benefits African governments have achieved as a result of adopting participatory planning. In Mutoko Rural District Council in Zimbabwe benefits include, greater understanding of civic issues by ordinary citizens, a signed social pact for participatory planning and budgeting, increased capacity to articulate needs and enhanced negotiation skills by ordinary citizens thereby realizing community needs. In Singida District Council in Tanzania, achievements include, increased number of projects suggested by ordinary citizens, high sense of ownership for projects, good rapport between the Council and stakeholders through increased dialogue that used not to exist, grass root community involvement in identification of projects and services are more responsive to citizen needs.

In South Africa after the fall of the Apartheid regime in 1994, a new system had to promote democracy at the local sphere as one of the requirements. The Local Government Municipal Systems Act, 2000 (Act 32 of 2000, 16) that established municipalities throughout the country required them to develop a culture that encouraged communities to participate in the affairs of the municipality. In this case, “Imbizos” were established. According to Thornhill (2008) this is a

forum for enhancing dialogue and interaction between government and the people. It provides an opportunity for government to communicate its program of action and the progress being made, promotes participation of the public in the programmes to improve their lives, highlights people's concerns, grievances and advice about government's work.

The introduction of the Local Authorities Service Delivery Action Plan (LASDAP) in Kenya led to conducting 1050 public meetings in which 30,000 people participated in 1999. Devas (2002) agreed that this process has resulted in a shift from what officers and councilors want, for example, Vehicles, equipment, Offices, towards services which citizens want like Wells, Clinics, and Drainage. Despite the previous belief by councilors that citizen participation was a threat to their autonomy and position, the Local Authorities Development Program, promoted by the Kenyan Ministry of Local government with support of the GTZ has emphasized citizen participation and this has started to change attitudes towards stakeholders. (<http://www.internationalbudget.org/resources/howto/kenya.pdf>).

In Uganda, the initial attempt to decentralize governance started with the 1962 Constitution but abandoned later when government centralized all functions in the late 1960s and early 70s. However, according to the Uganda Participatory Development Network Report of September 1999), it was noted that the 1987 Local Council Statute signaled a return to decentralization by giving citizens power to participate freely in local elections. In 1993, the Decentralization Act further strengthened this move and the 1995 Constitution, Constitutionalized this policy with the 1997, Local Governments Act being the “bible” for local governance. Since then, participatory planning has been a measure of governance.

In Bugiri District, participatory planning is the basis upon which community projects are identified and implemented as per the Operational Manual for Local Governments (2004). Holding participatory planning meetings at Parish and Village levels in which communities identify their own projects / services according to needs, is an assessment requirement. However, despite the planning powers given to communities, participation has constantly declined. Mr. Ngolobe, (the

Assistant Chief Administrative Officer) noted, while closing a 2-day workshop for Lower local Governments on Community Driven Development (CDD) implementation 2009 that:

“...according to the Decentralization policy, it was believed that the District and Sub-Counties are the main centers of service delivery. However, government has found out that things are not moving the way they are expected to move. That is why the Community Driven Development Program (CDD) has been introduced to give people in the communities more planning powers and resources to implement their plans”.

1.1.2 Theoretical background

Theoretically, the study was based on Gomes(2009)s theory, which was developed under three models showing interaction between two different identities; (population and administrators). First, the traditional models which emphasized society abstractions that automatically differentiates between the two different categories, hence difference in interests. Secondly, the bottom-up models shows a social order which is hierarchical. This causes a difference between expressed democratic values and the way these values and interests are expressed. A team intervention seems to recognize and solve multidimensional issues.

Another theory behind this study is that developed by Agere (2000), who noted that for good governance to succeed, popular participation in decision making process and sharing resources is very pertinent.

1.1.3 Contextual Background

Accepting and owning services by beneficiaries is one of the challenges facing service providers in Local governments. In order to improve on service delivery, various strategies have been

introduced by government; for example, empowering communities to freely elect their political representatives, emphasizing participation in decision making process through the bottom-up approach. Proper understanding of how to improve on service delivery through planning is to overcome bottlenecks to participation. Participatory planning is a planning paradigm that emphasizes involving the entire community in the strategic and management processes of community-level planning processes, urban or rural (http://en.wikipedia.org/wiki/participatory_planning).

1.1.4 Conceptual background

Uganda's decentralization emphasizes participation of all stakeholders in planning for their communities through the bottom-up approach. Smith (1990) says that lower levels of government are given wide ranging powers over planning and decision making. Omar (2003) deplored that these powers are given under devolution. This is supported by the Constitution, well stipulated in the preamble that the state shall be based on democratic principles which empower and encourage the active participation of all citizens at all levels in their own governance.

1.2 STATEMENT OF THE PROBLEM

According to the Local Government Act (2007), participatory planning was adopted as a major component of the decentralization policy, with the aim of bringing political, financial, and administrative control over services to the point where they are actually delivered, thus improving

on accountability and effectiveness, improving on participation and promoting rational use of resources to improve on service delivery.

However, despite the emphasis on participatory planning, and measures put in place, including making it a Local Governments Assessment criteria by Ministry of Local Government as stated in the Operational Manual for Local Governments (May, 2004), service delivery has continued to be inappropriate in Local Governments. The quality of the services has been found to be poor, not relevant to the needs of particular communities, not acceptable and owned by the intended beneficiaries.

In 2009, Kato Karafa conducted a research on critical factors affecting the quality of decentralized plans in Local Governments. However, findings only addressed the output; that is quality of plans produced. This might be affected by the process, which this study was set out to discover in order to streamline planning and improve on service delivery sustainability of services is significantly achieved if communities participate in planning.

1.3 GENERAL OBJECTIVE OF THE STUDY

The study was designed to assess the effectiveness of participatory planning in improving on service delivery in Bugiri District.

1.4 SPECIFIC OBJECTIVES OF THE STUDY

The study was guided by the following objectives.

- To examine the extent to which decision-making process influences the quality of service delivery in Bugiri District.
- To establish whether negotiation during participatory planning has an effect on the quality of service delivery in Bugiri District.
- To analyze the influence of community empowerment on the quality of service delivery in Bugiri District.

1.5 RESEARCH QUESTIONS

The study sought answers to the following research questions.

- Does decision making process influence the quality of service delivery in Bugiri District?
- Does negotiation affect the quality of service delivery in Bugiri District?
- How does community empowerment influence the quality of service delivery in Bugiri District?

1.6 HYPOTHESES

In this study, the researcher hypothesized that,

- Decision making process has an influence on the quality of service delivery in Bugiri District.
- Negotiation has an effect on the quality of service delivery in Bugiri District.
- Community empowerment influences the quality of service delivery in Bugiri District.

1.7 SCOPE OF THE STUDY

1.7.1 Geographical scope

This study covered Bugiri District Local Government, situated in the South Eastern part of Uganda, bordered by Iganga, Namutumba and Busia Districts to the West, North West, and East respectively with 16 Sub-Counties and 1 Town Council. Out of these, the researcher randomly sampled Mutumba and Kapyanga Sub-Counties, and Bugiri Town Council. The District Planning Unit staff was also selected given their relevance to the study.

1.7.2 Time scope

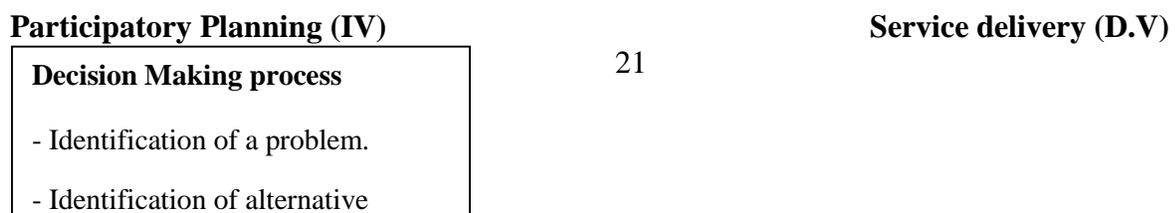
This study focused on service delivery in the District between 2007/08 and 2008/09 financial years.

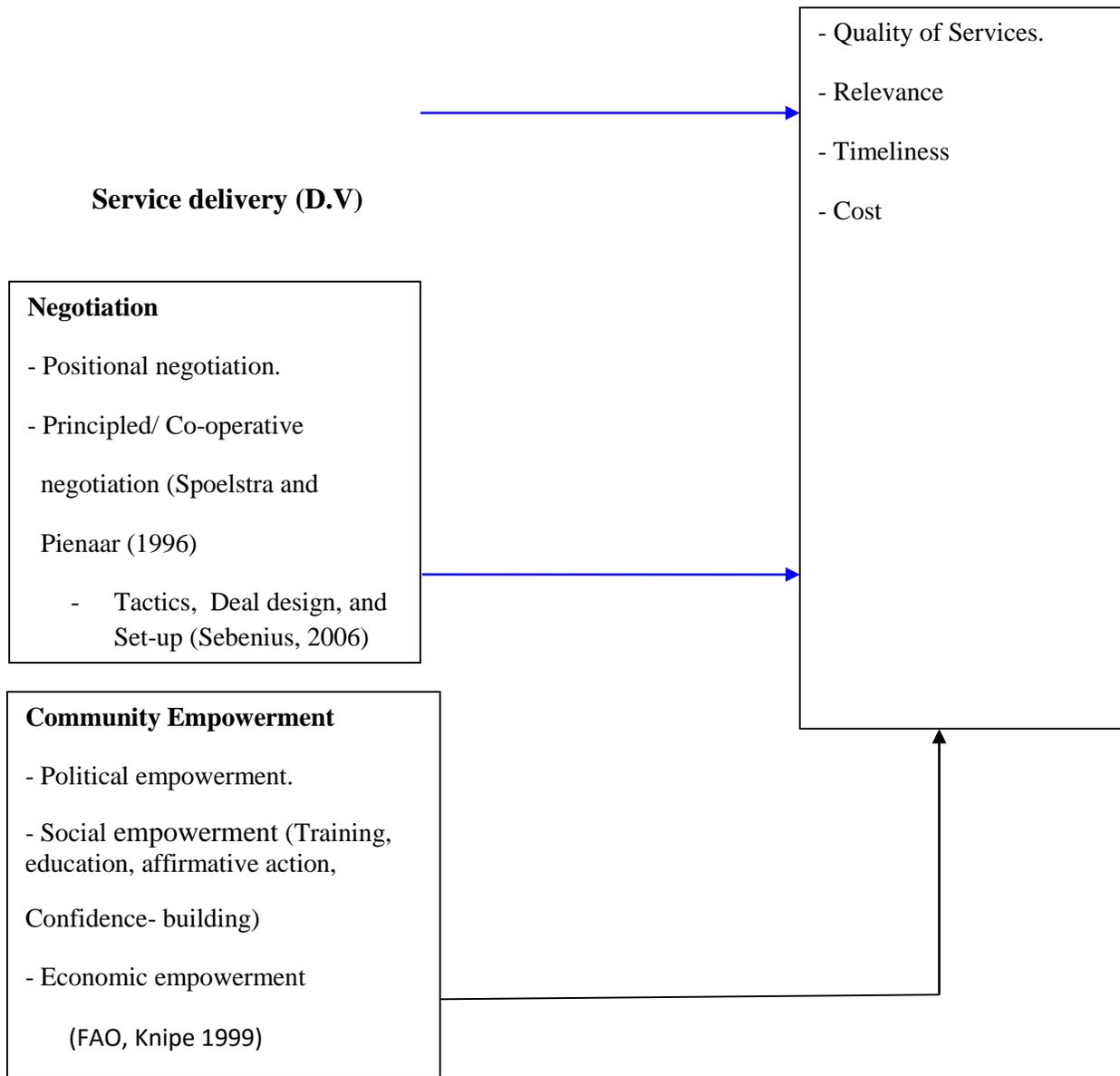
1.7.3 Content scope

The study assessed the effectiveness of participatory planning in influencing service delivery in Bugiri District in terms of decision making process, negotiation, and community empowerment. The study was limited to finding out whether the above dimensions had an effect on service delivery.

Fig. 1

1.9 CONCEPTUAL FRAMEWORK SHOWING THE RELATIONSHIP BETWEEN PARTICIPATORY PLANNING AND SERVICE DELIVERY





Source: Adapted from UNDP (Jan. 1997), Terence O’S (1999), Spoelstra and Pienaar (1996), and James Sebenius, (Oct 2006) and modified by the researcher.

In the figure above, participatory planning had three dimensions; that is, decision making process, negotiation and community empowerment. Decision making process influences the quality of service delivery, and the researcher assumed that as long as decisions are made following rational procedures, they will be accepted and owned by the beneficiaries. In addition, during the process,

negotiation is inevitable since communities have many interests amidst limited resources and social, cultural and political background. Therefore, whether positional or cooperative, successful negotiation is based on the ability of both parties to reach an agreement on the services to settle for hence influencing their relevancy.

Lastly, community empowerment is viewed in three aspects; social political and economic. The researcher assumes that as long as service delivery is based on negotiation, rational decision making process and empowerment, the level of acceptability and ownership will be high hence improved service delivery.

1.9 DEFINITION OF CONCEPTS AS USED IN THE STUDY

Negotiation

This refers to a situation where there is dialogue between two parties with the aim of achieving their objectives. (Cummins 2009) identified two indicators of negotiation as **positional negotiation** where either party wants a win-lose situation and each wants to assume as much as possible, and **principled/ Co-operative negotiation** which is flexible and allows an opportunity to explore mutual interests (Pienaar in African Journal of Public Affairs, 2007, 1).

Decision Making

This study used this dimension in the context described by scholars like O'Sullivan (1999), Adair (1985), and Fulop (1999), to mean the process of making a choice from among several alternatives. It had indicators basing on the rational model and decision chain as described by Fulop, (1999) and Adair, (1985) respectively and how these affect service delivery in Local governments.

Empowerment

This refers to the ability of individuals to participate in planning, developed through capacity building, training, and confidence building. Political and economic empowerment was the indicators and how this influence service delivery was the researcher's concern.

Service Delivery

The study dwelt much into ascertaining how participation of stakeholders in planning affected the delivery of all government services. This was based on the dimensions developed by Dato' (1996), Devas and Ursula in Shabbir, (1997) to include, relevancy, timeliness, quality, cost, and accountability procedures.

Feedback referred to the process of communicating a decision to those affected by it.

Local Governments was used to refer to the organizations responsible for the governance of the local areas and providing services on behalf of Government.

1.10 SIGNIFICANCY OF THE STUDY

To the researcher, the study generally broadened his intellectual capability in as far as participatory planning and service delivery in Local Governments is concerned

To other scholars and researchers, it will serve as a source of literature for further investigation into the field of participation and service delivery.

To the Administrators, concepts like negotiation, decision-making, feedback, and empowerment, have not been widely used in practice. The study will provide a body of knowledge to improve on service delivery.

To Bugiri District Administration and other Local Governments, findings of this study will alert them on the importance of participatory planning in improving the quality of services delivered.

1.11 JUSTIFICATION OF THE STUDY

Since service delivery is the expected outcome of all government policies and programs, any impediment to their delivery should be of concern to both policy makers, implementers and the intended beneficiaries. No studies have been carried out in relation to participatory planning in Local Governments. Understanding how it affects service delivery is of great importance to policy. This is because, despite its emphasis in Local Government planning, the level of service delivery in Bugiri remains poor.

CHAPTER TWO

LITERATURE REVIEW

2.0 INTRODUCTION

This chapter presents reviews of related literature showing, how decision-making process affects the quality of service delivery, how negotiation affects the quality of service delivery and how community empowerment influences the quality of service delivery in Local Governments. Sources of the literature include primary and secondary sources from journals, textbooks, manuals, Local Government records, and the internet. Studies have been conducted on how the decision making process, negotiation and community empowerment affect service delivery. They have been reviewed under subheadings in relation to study objectives.

2.1 Theoretical Review

Many theories have been developed to explain the role participatory planning plays in improving service delivery. Scholars like Agere (2000), contended that for good governance to succeed, popular participation by all stakeholders in decision-making and sharing resources is very pertinent. All men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their intention. According to UNDP (1997), such broad participation is built on freedom of association and speech, as well as capacities to participate constructively. This mediates differing interests to reach a consensus on what is in the best interest of the entire group.

Gomes (2009) identified three models of participatory planning showing interaction between the two identities (population and administration). First, the traditional models are based on society abstractions that artificially segregate “experts” from the “ordinary people” through the polarization and focus on their differences acting as a form of marginalization of interests of the community and leading it to a constant loss in face of the increasing power of special interests.

The bottom-up or up-bottom models expose a social order, hierarchical and dualistic, hidden in the idea of an inexistent pluralism and in which participation is legitimized. In this case, there is usually a difference between expressed democratic values and the conceptual and dual structure through which these values should be put into practice. To Gomes (2009), if the decision-making

structure is based on vague ideas or preconceived ways and wisdoms, this often leads to conflicting processes and will place the various parties in active or reactive roles.

Another model behind participatory planning is that a team intervention seems to facilitate the recognition and resolution of multidimensional issues (conflicts) that arise during the process. Gomes (2009) noted that collaborative planning is therefore interdisciplinary supported in basic design strategies by the participant's involvement as innovative actors. The root of conflict is based on identity management on an individual and cultural level. However, if the intervention is designed in a participatory manner, any outcome would be accepted by all.

Conflict occurs when that group or individual has their face threatened during negotiation and decision-making process for service delivery. According to Toomey (2005), faces are the public image of an individual, or group, that their society sees and evaluates based on cultural norms and values. For decisions to be acceptable during Participatory Planning, an effective process should be used; that is, the rational decision-making model. Ashgate (2004), Fulop et al (1999), and Adair (1985) categorized this as involving identification and definition of the problem, collection of information, identification of alternative courses of action, evaluation of the alternatives, and selection of the best course of action to solve the problem.

Zimmerman and Rappaport in Stein (1997) noted that as long as people are not empowered, they cannot participate in decision-making and influencing affairs that affect their lives. The implication is that; unless Local Governments take the initiative of empowering communities first, their participation in planning will remain minimal hence affecting service delivery. This is because participation leads to "learned hopefulness" which means empowerment, and vice versa.

In Local Governments, there is no guarantee that the Community Development Officers are skilled negotiators who can ably guide the community in negotiating for the services they need, which is a pre-requisite for effective decision making and service delivery.

2.2 Negotiation and its effect on service delivery

Shmueli (2005), Kaufman (1997), and Ozawa (1991), argued that planning in the local domain entails responding to and shaping anticipated social and resource needs in the uncertain future. Knowledge, resources and authority are fragmented and dispersed, so planning decisions require interaction among multiple actors. Planning is therefore joint decision-making, which is in turn inherently transactional (negotiated). This was supported by Sewankambo (2003), and substantiated by Spoelstra et al in *African Journal of Public Affairs* (2007, 1) who argued that, it is through negotiation that conflicts in society caused by clashing interests, clashing personalities, and misunderstanding amidst limited resources can be resolved and services delivered according to agreed priorities/needs.

To Shmueli et al (2004), the collaborative perspective of planning recognizes the stake holder's differences, interdependence and need for resources, skills and careful process design to craft joint decisions with good prospects for implementation. This puts negotiation at the core of participatory planning.

In participatory planning, Fisher, et al (1991), and Laxi et al (1986) noted a contradiction between positions and interests of stakeholders. Positions are the demands that parties make or their preferred action to address a particular problem, while interests are concerns that motivate proponents to advocate specific solutions, the "why" behind positions. Positions represent solutions that satisfy the proponents' underlying interests. This was in agreement with assertions of Shmueli et al (2004). However, it was noted that a focus on positions rather than interests may fail altogether to address stake holder's primary interests during planning. Negotiation offers guidance for planners to ensure that genuine interests are catered for. This is because, when planners ask the public to choose among alternatives, they present positions not interests. Whether decision-makers in Local governments are guided by positions or interests, was not known here.

For negotiations to succeed, it is important for negotiators to avoid using wrong parties, wrong issues, wrong walk-aways, wrong sequence, and wrong basic process choices and choice of wrong negotiating agents. Use of a skilled and knowledgeable agent/ planner as well as designing a contract/ schedule that align the stake holder's incentives with the planner's are issues to consider for successful negotiations. Sebenius et al (2006) further noted that it is also important that negotiators avoid listening and communicating poorly, making cross-cultural gaffes, and failing to respond effectively to hardball styles Selection of the right parties involves identifying those who actually matter during negotiations and those who will express their community interests.

Zartna et al (1994) supports other proponents by arguing that as long as services delivered are a result of a negotiated agreement between the service providers, decision-makers/ planners, and the beneficiaries, through rational means, cases of communities disassociating themselves from those services will be reduced since they would be part of the outcome.

However, these assumptions were not a reflection of what happened in Local Governments in Uganda. Few elites always dominated negotiations for services, and there is a possibility of communities lacking capacity to make rational and informed choices. All the above scholars assumed that people in the community had all what it takes to participate in negotiations and final decision-making in their respective areas.

In addition, the forms that negotiation takes in Local Governments could be unfriendly to the outcome of the process. Hiltrop and Udal (1995) identified a win-lose syndrome of negotiation. In this case, a negotiator comes to the table with hopes of achieving as much as possible. That is; **Positional Negotiation**. This form of negotiation involves extreme opening demands, with pressure to reach rapid conclusions and risk avoidance (Cummins; <http://f:\negotiation-2html .19th 03 09>).

On the other hand, if adapted by decision makers, principled negotiation where negotiation is flexible and allows for mutual interest between parties involved would be the best form for Local

Governments during participatory planning. Spoelstra et al (1996) called it **co-operative negotiation**, where winning or losing are irrelevant. Cummins (<http://f:\negotiation-2.html>) identified its characteristics to include brainstorming, mutually agreed agenda and establishing and building from common interest.

Given that communities look at decision-makers and facilitators as superiors, even when negotiation is principled, it is possible that what the planners consider important will be included in the plans since the beneficiaries have no capacity to negotiate. This greatly affected service delivery. The study discerned the facts underlying this assumption.

2.3 Decision Making process and its influence on Service Delivery

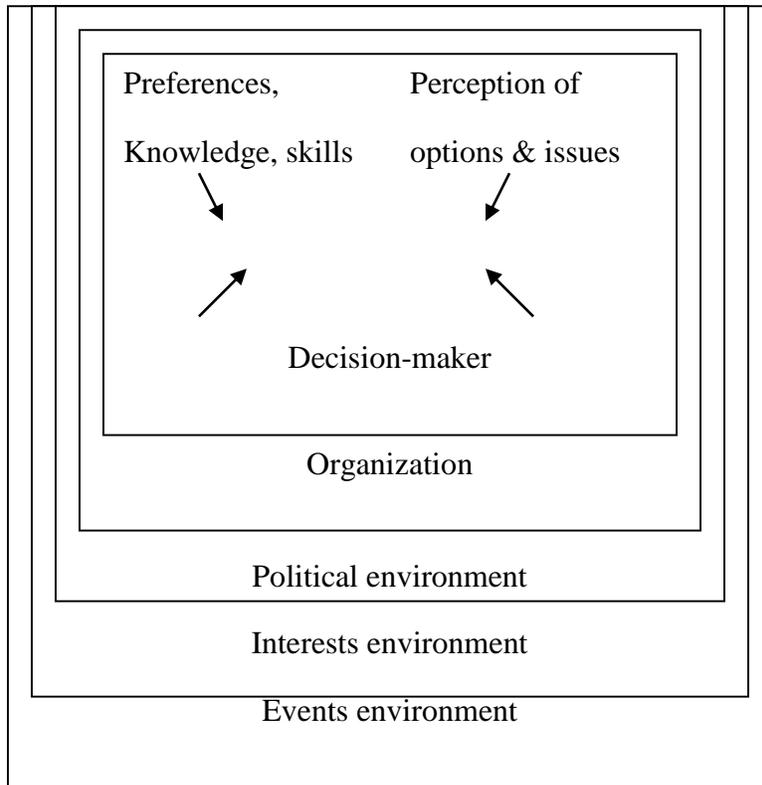
By its very nature, decision-making involves making the best choice out of several alternatives. However, decision-makers in Local Governments make decisions basing on limited information within time constraints, and they do not always settle for the best option as described in textbooks.

Human beings are, to some extent, rational beings in that they will try to logically understand things and make sensible choices. According to Edmund (2009), rational people make decisions based on the optimal choice of greatest benefit to them. However, the world is large and complex, and there is no capacity to understand everything. There is also limited time and resources. As a result, decisions are not fully thought through and human beings can only be rational within limits such as time and cognitive capability. (file:///F:/bounded_rationalityindecision_making.htm).

O'Sullivan (1999) further argues that human beings take decisions that “agree to some extent with their own personal interests, values or needs that meet the value standards of their supervisors, would be acceptable to those to be affected by the decision, and those who have to carry it out”. However, Kaufman (1991) reiterated that most decisions made are a result of individual (decision-maker's) human emotions, personality, motivations, group behavior and interpersonal relationships and how humans use information. Secondly, no two organizations make policy decisions in the same manner: the structure, culture, processes, and general make-up of institutions influence how and what decisions are made.

In essence, although decision-makers have a “free will”, the make-up of an institution will always have an impact on how decisions are made, as they provide the context within which judgments are made as described in the model below.

Fig. 2.1 Kaufman’s Model of Decision-making



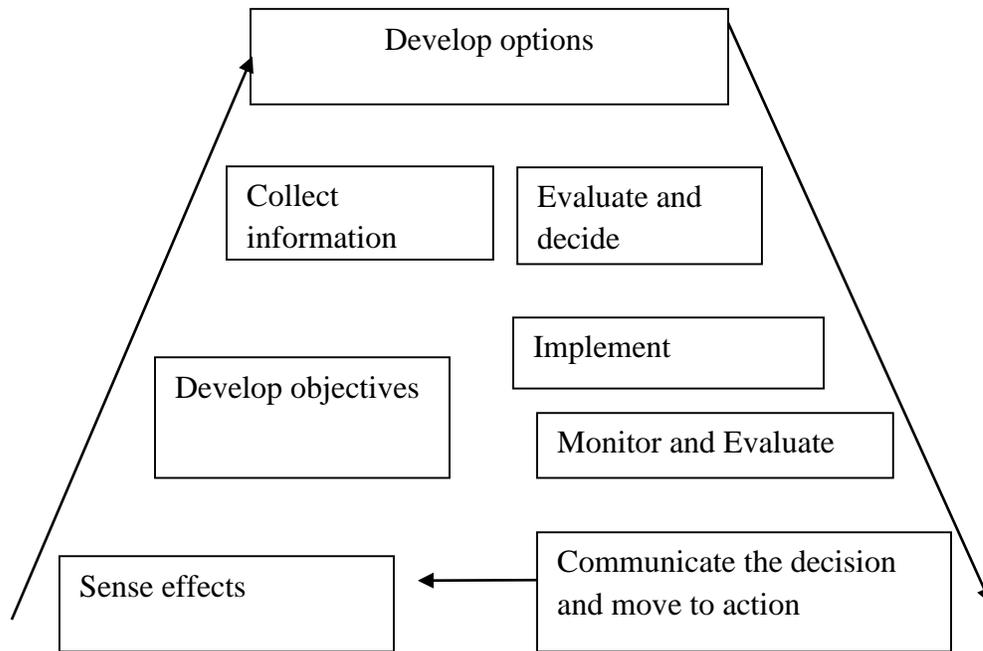
Source: Adapted from Kaufman (1991, 125)

Basing on the above, there is a possibility that most decisions made in Local Governments are not to interest of the beneficiaries, but for the field officers, their supervisors and actual implementers. Sometimes, politicians make decisions basing on their own interests and those of their supporters, not for the good of all beneficiaries, hence affecting service delivery.

As noted earlier, given the complexity of situations, vast community interests, uncertainty, limited resources, high-risk consequences of the decisions, existence of several alternatives with each having its own consequences, the best way to make complex decisions is to use an effective

process. This was referred to by Ashgate (2004), Fulop et al (1999), Adair (1985), and O’Sullivan (1999), as the rational decision-making model. It involves identification and definition of the problem, collection of information, identification of alternative courses of action, evaluation of the alternatives, and selection of the best course of action to solve the problem as per illustration below.

Fig. 2.2 The Rational Decision-Making Model



Source: Adopted from Adair, (1985), www.mindtools.com. Mind tools Newsletter 124- Dynamic Decision-making (2009), and modified by the researcher.

According to the above figure, communicating the decision (feedback) and moving into action is another important final step in decision-making process. Although other scholars did not attach attention to it, Adair, (1985), emphasized its importance. Limited feedback could be the cause of most dissatisfaction exhibited by communities hence affecting service delivery. The right to information is clearly essential for a growing and more involvement of citizens in planning.

To Gomes (2009), feedback includes the right to be informed on the decision or the right to be informed on any administrative decision related to the recipients of the information. Devas (2002) supported the assertion by noting that it is one thing to invite citizens to participate and identify

their own priorities, but it is another matter to account to them the decisions made and the way resources have actually been used.

O'Sullivan (1999) suggests that for decision-making to be successful, client participation/ involvement in making the decision is very pertinent. He referred to this as partnership. However, under the decentralization system, the clients/ community need empowerment to be able to participate in making decisions and negotiate for services.

2.4 Community Empowerment and Service Delivery

In most African countries, Matovu (2006) notes that the voice of communities has become stronger in local decision-making and planning as a result of capacity building and supportive legislation intended to deepen democracy and decentralized governance. However, in Uganda and Bugiri District in particular, the ability of the communities to participate in the affairs affecting their lives is overly low.

Despite current efforts by Government to empower communities, their participation in planning remains poor. According to the District development Plan (2008), out of a total population of 537,700, only 7354 participated in planning in Bugiri District. This included 1,363 females and 5,991 male participants. Matovu (2006) further stresses the importance of community empowerment though he did not show how this can affect service delivery in Local governments.

Nina and Edwards in Stein (1997), referred to empowerment as "...a social action process that promotes participation of people, organizations and communities in gaining control over their lives in their community and larger societies..." They differed from Dugan's definition which focused of individual capacity building; that is, a restoration to individuals of a sense of their own value and strength and their own capacity to handle life's problems.

Nina et al (1997) further argued that empowerment is not about achieving power to dominate others, but rather to use it with others to effect change. Real community empowerment is the result of putting community development values of learning, equality, participation, co-operation and social justice into action. This can be achieved by encouraging communities to be confident through working in ways which increase peoples' knowledge, skills and confidence and instill in them a belief that they can make a difference.

2.4.1 Economic Empowerment

Not until communities can achieve their vital needs of shelter, clothing, and food will they become aware of the social and environmental problems surrounding them. As long as they cannot afford their living expenses, they cannot participate in decision-making. (<http://www.epa.gov/greenkit/indicator.htm>).

Firth in Kato Milton (2009) observed that the majority of communities were poor. In these circumstances, they preferred to seek help from their families, landlords, moneylenders, shopkeepers, and anyone who would be a friend. They therefore did not see any benefit in participating in any government program, planning inclusive. This was supported by Chema (1981), who contended that the poor in villages lacked skills and thus were not in position to establish organizations to foster their participation in development programs without which individuals struggled on their own.

2.4.2 Political Empowerment

In addition, the ability of individuals to elect, or be elected to political positions is very crucial for popular participation since it allows citizens or their representatives to formulate and implement policies than if policies were made by a small group of elites. This makes services acceptable by the communities for which they are intended. However, Picard in Kato Milton (2009) observed that participation by the people declined with time and crucial decisions were actually made by the

planning committees in which elected officials were minority and tended to rubberstamp choices of the administrators and their communities.

Mintzberg in Smith (1995) emphasized the importance of empowerment when he quoted that: “We receive our local services not up in administrative offices, but down on the ground, in our schools, hospitals and civic centers which have deep local roots. In other words, it is not the politicians or administrators who need to be empowered but the people; those who receive them.”

Unless confidence is built among the communities, people will not participate in meetings, they will not understand the organization’s constraints, have unrealistic expectations and will not believe that change is possible or that they have a role in effecting it. When inclusiveness is ignored, you will only hear from the “usual suspects” or the ‘same voices’, some groups feel isolated in the neighborhoods, and people feel that others gain favors at their expense. Without making communities organized, one cannot be sure that “representatives” are accountable or speaking on behalf of others, and communities cannot seem to agree on ways forward.

Without community Co-operation, communities compete with each other for time and resources, work is duplicated, and communities feel hard done compared to others. Finally, without encouraging communities to influence decisions, they get consultation fatigue and become cynical, service providers will fail to deliver the most appropriate services, and you can hit the targets but miss the point. (NEP 2008, http://www.cdx.org.uk/files/u1/what_is_community_empowerment.pdf)

These studies only put emphasis on the importance of empowerment, ignoring the extent to which it affects service delivery in the local context. To Stein (1997), it is evident that people in communities are always denigrated by cultural norms, lack of legal safeguards and rights to property, lack of political power and access to those who have it, lack of educational opportunities,

and health care. This greatly affects participation in planning in local governments, hence affecting service delivery.

2.5 Quality Service Delivery

In a bid to achieve its overall goal of poverty eradication, Government of Uganda provides a range of services to its people. It has put in place a number of Programs to help it achieve this goal. They include, the Local Government Sector Investment Plan (LOGSIP), introduced in 2006-2016, Support to Decentralization Program (SDP)-2007-2010, the Decentralization Sector Working Group(D-SWG) and the Decentralization Partners Working Group(D-PWG), with the Ministry of Local Government steering all the above. However, the Joint Annual review of Decentralization (JARD) done between 2004 and 5 revealed that there is much to be done with regard to the reach and quality of services and sustainability of projects in Local Governments.

Dato, at the CAPAM Biennial Conference (24th April. 1996), defined quality as the totality of features and characteristics of a product that bear on its ability to satisfy stated or implied needs </file:///J:/methodsandtoolsdimensionsofquality.htm>. Indicators/ characteristics of quality services include accessibility, accuracy, courtesy, comfort, competence, credibility, dependability, efficiency, effectiveness, flexibility, honesty, promptness, responsiveness, reliability and security. All these were used in the study to measure quality of services in Local Governments.

All documents reviewed indicate that communities have never been fully satisfied with services provided in Local governments. Causes are many but participatory planning as a tool to improve on service delivery has not been studied deeper to ascertain its effect on service delivery in Local Governments.

2.6 Summary of the Literature Review

All the three factors; negotiation, decision making process and community empowerment have an effect on service delivery. Whereas scholars studied emphasized the importance of participation, the researcher also looked at the problem related to government policies, the planning cycle, the time and resources available, as well as feedback/ communication and accountability as important issues to consider in improving on service delivery.

CHAPTER THREE

METHODOLOGY

3.0 INTRODUCTION

This chapter explains methods that were used by the researcher. It includes research design, study population, sample size and strategies used to select it, the sampling techniques and procedures, data collection methods, description of data collection instruments, how the researcher tested for validity and reliability of the instruments, and methods of data analysis.

1.1 RESEARCH DESIGN

A Cross-sectional survey design was adopted to help the researcher examine the effectiveness of participatory planning on service delivery in Bugiri District between 2007/08 and 2008/09. This was thought to be the most appropriate because it would explain fully the way things were at that particular time

The study employed both qualitative and quantitative approaches, that is, interviews and questionnaires and interviews respectively. Qualitative methods helped the researcher get in-depth explanations of phenomena, while quantitative ones helped him get the data needed to meet the required objectives. Data was then collected, coded and analyzed to establish whether there was a relationship between the independent and dependent variables.

3.2 POPULATION OF THE STUDY

The population of the study comprised of members of the community who were the direct beneficiaries of the services, political leaders who make policies for improved service delivery and technical staff, who implement policies in their respective areas. It also included the District Planning Unit staff who integrates Sub-County plans into the District Development Plan A total of 203 respondents were targeted in the three sampled Sub-Counties. However, only 70 returned the questionnaire and 70 attended interview meetings.

3.3 SAMPLE SIZE AND SAMPLING TECHNIQUES

A sample size of 140 was studied after being obtained from the categories mentioned above using proportions to establish sample sizes from each sub-group. A sub group with more elements was represented with a relatively bigger sample size, the results of which would be generalized to the entire population. Mathematically, sample size of a given population, divided by the total population of elements, times the total number of the sample size. Given the heterogeneous nature of the population, stratified sampling technique was used to arrive at the study population. This involved grouping of units composed of a population into homogeneous groups (strata) before sampling.

To determine representation in each stratum, systematic sampling was used where every Kth element in the sample was selected. In the study, all Sub-Counties in the District were written on pieces of paper, folded and put in a bowl. It was shaken and one paper picked at random. The Sub-County picked automatically became sampled. Out of the eleven, three were chosen, that is Mutumba, Kapyanga and Bugiri Town Council

Purposive sampling was also used to select respondents with the required characteristics and information like the Planning Unit staff and Sub-County Chiefs. The above sample size arrived at can be tabulated as per table below.

Fig. 3.1: Table showing the population of Sub-Groups and their Sample Size

| Category | Population | Sample size | Sampling Technique |
|--------------------------------------|-------------------|--------------------|---------------------------|
| Parish Development Committees (PDCs) | 36 | 20 | Systematic Sampling |
| Sub-County Councilors | 45 | 25 | Systematic Sampling |
| LC II Chairpersons | 18 | 10 | Systematic Sampling |
| LC I Chairpersons | 108 | 62 | Systematic Sampling |
| Parish Chiefs | 18 | 10 | Systematic Sampling |
| Community Development workers (CDWs) | 6 | 6 | Purposive sampling |
| Sub-County Chiefs/ Town Clerk | 3 | 3 | Purposive sampling |

| | | | |
|------------------------------|------------|------------|--------------------|
| District Planning Unit staff | 4 | 4 | Purposive sampling |
| Total | 238 | 140 | |

Source: Bugiri District Development Plan 2007/08 and modified by the researcher

PDCs, LC Chairpersons were sampled because they are the planners in their respective communities; Sub-County Councilors were selected because they are the decision makers at that level, and Sub-County Chiefs and Community Development workers are the facilitators/ implementers of all government programs. The District Planning Unit staff consolidates all Sub-County plans into a comprehensive District Plan.

3.5 DATA COLLECTION METHODS

The researcher used both qualitative and quantitative methods, that is, Interviews and Questionnaires and document analysis respectively.

3.5.1 Questionnaire Method

This method was used for purposes of obtaining specific information on each objective or research question. Questionnaires were self-administered to give the respondents enough time and space to complete them. Mainly structured questions were used.

This is because it was less costly than interview method. Questionnaires were mailed to the respondent, filled in, and, mailed back to the researcher, unlike interview and observation methods.

Questionnaires were easily filled in to the respondents’ convenience and were picked later. This increased chances of getting valid information. This method also offered greater assurance of anonymity. Sensitive information was given without fear.

3.5.2 Interview Method

Interviews were conducted with the help of the interview guide, and were used on community leaders including Local Council 1 and II Chairpersons, Parish Development Committee Chairpersons and Sub-County Councilors. This helped the researcher clarify on some questions respondents could not understand. It helped them to give relevant information and increased the response rate since respondents could not ignore the interviewer in front of them than the questionnaire.

Interviews helped the researcher to get as much information at source as he needed to supplement the questionnaires. It also gave him an opportunity of probing further for answers which reduced on the respondents' "I don't know." Below is a tabular illustration of respondents.

Fig 3.2 Table showing number of respondents interviewed

| Local Government | Respondents | | Total |
|---------------------|-------------|--------|-----------|
| | Male | Female | |
| Mutumba Sub-County | 24 | 4 | 28 |
| Kapyanga Sub-County | 23 | 6 | 27 |
| Bugiri Town Council | 12 | 3 | 15 |
| Total | | | 70 |

3.5.3 Document review

The researcher reviewed the District, Town Council, and Sub-County Development Plans and minutes for the period that was under review to ascertain performance of participatory planning Internal and National Assessment reports were also reviewed.

3.7 TESTING OF VALIDITY AND RELIABILITY

Reliability

Babbie (2007) defined this as a matter of whether the technique/research instrument applied repeatedly on the same object yielded similar results each time. This was measured by test-retest to 5% of the target population at two different intervals. This helped the researcher to identify vague questions and deficiencies, adjustments were made and the instrument became reliable.

The researcher used Split half/ Sub-divided test in which the instrument was divided into two halves and tested. Results of both were then correlated with Guttman Split half, and Cronbach Alpha. The result was .1903 and .4694 respectively, an indication that the instrument was reliable.

Validity

Validity (content, construct) was measured through pre-testing (Test retest) of the instruments to test whether results would show what was intended to be measured.

Reliability Coefficients

Correlation between forms = .1059 Equal-length Spearman brown = .1916

Guttman Split-half = .1903 Unequal-length Spearman-Brown = .1916

Alpha for part 1 = .6498 Alpha for part 2 = .4877

23 items in part 1 22 items in part 2

Source: Primary data

3.8 DATA ANALYSIS

Qualitative data was analyzed by compiling, processing of field notes, sorting and coding of the responses after the interviews. Results were then interpreted and lessons learnt through establishment of patterns and relationships from the information gathered. An in-depth analysis was done to find out whether the information answered the research questions.

Quantitative data was analyzed using descriptive statistics, that is, the mode, median mean, use of frequency distribution tables and bar charts. The relationship between variables was analyzed using the Pearson Correlation Coefficient and regression methods with the help of the SPSS Statistical package.

CHAPTER FOUR

PRESENTATION, ANALYSIS AND INTERPRETATION OF RESULTS

4.0 INTRODUCTION

This chapter presents the analyzed data from the field and gives interpretation of the study findings. The sample size of the study was 140 and out of these, 76 returned the questionnaires but only 70 were duly filled. The six were not properly filled. 67 respondents were interviewed in the three Sub-counties. The chapter is organized in three parts; namely, social characteristics of respondents, respondents' opinion on each of the research objectives.

4.1 Social Characteristics of Respondents

The study sought to study the socio demographic characteristics of respondents as per the table below.

Table 4.1: Table showing social characteristics of respondents in Bugiri District

| | | Frequency | Percent |
|---------------------------------------|----------------|-----------|---------|
| Age of respondents | 26-35 | 31 | 44.3 |
| | 36-45 | 25 | 35.7 |
| | 46-55 | 13 | 18.6 |
| | 56 and above | 1 | 1.4 |
| Occupation of respondents | Peasant | 39 | 55.7 |
| | public servant | 27 | 38.6 |
| | Others | 4 | 5.7 |
| Academic qualification of respondents | Degree | 15 | 21.4 |
| | Diploma | 3 | 4.3 |
| | A Level | 6 | 8.6 |
| | O Level | 30 | 42.9 |
| | Others | 16 | 22.9 |

| | | | |
|-------------------------------|-----------|----|------|
| | | | |
| Marital status of respondents | Single | 5 | 7.1 |
| | Married | 61 | 87.1 |
| | Engaged | 3 | 4.3 |
| | Separated | 1 | 1.4 |
| Sex of respondents | Male | 50 | 71.4 |
| | Female | 20 | 28.6 |

Source: Primary data

Table 4.1 above shows that the youths of 26-35 years were more active in participation at 44.3% than the middle aged of between 36-45 years with 35.7% participation. The elderly respondents accounted for only 1.4% of the total respondent. The indication was that participation in planning reduced by age. The implication is that the few active groups represented during participatory planning could hardly address all the interests of the others. It is evident that needs of the youths, for example are different from those of the elderly and middle aged. The implication was that most needs of the less represented groups were not always addressed during planning. Therefore, any measure to improve on service delivery needed to take this concern into consideration.

4.1.2 Academic qualification of respondents

A total of 65.8% questionnaire respondents had academic qualifications below advanced level, with only 41.3% above advanced level. 96% of respondents interviewed were at ordinary level and below. Given that these were the representatives of their respective communities during participatory planning, the implication would be inability to analyze issues based on needs of the

communities and design comprehensive intervention strategies to address the problems. They can end up following decisions of some few elites, or leave the task to the facilitators and politicians.

4.1.3. Occupation of respondents

According to the above table, 55.7% of the respondents were peasants, with only 38.6% public servants. These were the technical staff included among the respondents. A higher peasantry put at the forefront of making decisions for the entire community may affect the effectiveness of the decisions because most of them lack the basics in life.

4.1.4 Sex of respondents

71.4% of questionnaire respondents were men. Findings indicated that participation of women in issues related to service delivery, especially planning was still very minimal. In Mutumba Sub-County, some women and men interviewed noted that the minimal participation of women was as a result of the traditional roles that each sex performs. Respondents noted that women were traditionally meant to stay at home as their husbands go for development meetings like planning, and social evenings.

In addition, women had domestic responsibilities that could not allow them attend planning meetings. The few who attended were suffocated by the men given their numerical disadvantage. The indication as that the needs of women were never presented in such circumstances where they did not directly participate in planning.

When the researcher probed further, 86% of the men interviewed did not know that a Pit Latrine at a school requires provisions for sanitary pad disposal and complete privacy for the girls. Poor participation of women led to delivery of services that were useful but not relevant to all including women.

4.2.1 Respondents opinion on the study objectives

The study sought respondents' opinion on three study objectives; these are how negotiation, decision making process and community empowerment affected service delivery in Bugiri District as per findings below.

4.2.2 How Negotiation has affected service delivery in Bugiri District

Several items in the questionnaire were presented to the respondents and the findings were as follows.

Table 4.2 Table showing respondents' opinion on negotiation in Bugiri District

| | Responses | Frequency | Percent |
|--|------------------|------------------|----------------|
| You have ever been trained in negotiation skills | SD | 20 | 28.6 |
| | D | 13 | 18.6 |
| | N | 2 | 2.9 |
| | A | 26 | 37.1 |
| | SA | 9 | 12.9 |
| | SD | 11 | 15.7 |

| | | | |
|--|-----------|----|------|
| Planning in local governments is based on a harmony of interests of both communities and decision-makers | D | 7 | 10.0 |
| | N | 3 | 4.3 |
| | A | 30 | 42.9 |
| | SA | 19 | 27.1 |
| Communities are free to bargain for the services they need in their areas | SD | 13 | 18.6 |
| | D | 9 | 12.9 |
| | N | 6 | 8.6 |
| | A | 25 | 35.7 |
| | SA | 17 | 24.3 |
| Procedures set for negotiations during participatory planning are in line with interests of all stakeholders | SD | 13 | 18.6 |
| | D | 12 | 17.1 |
| | N | 9 | 12.9 |
| | A | 26 | 37.1 |
| | SA | 10 | 14.3 |
| There is an open and free interaction between the community and decision-makers during planning meetings | SD | 11 | 15.7 |
| | D | 6 | 8.6 |
| | N | 10 | 14.3 |
| | A | 29 | 41.4 |
| | SA | 14 | 20.0 |
| | SD | 13 | 18.6 |

| | | | |
|--|-----------|----|------|
| Communities are given time to brainstorm on issues affecting their lives | D | 5 | 7.1 |
| | N | 9 | 12.9 |
| | A | 29 | 41.4 |
| | SA | 14 | 20.0 |
| Procedures set for negotiations during participatory planning are in line with interests of all stakeholders | SD | 13 | 18.6 |
| | D | 12 | 17.1 |
| | N | 9 | 12.9 |
| | A | 26 | 37.1 |
| | SA | 10 | 14.3 |
| There is an open and free interaction between the community and decision-makers during planning meetings | SD | 11 | 15.7 |
| | D | 6 | 8.6 |
| | N | 10 | 14.3 |
| | A | 29 | 41.4 |
| | SA | 14 | 20.0 |
| Negotiation for services resolves conflicts in society since they are satisfied with the decisions made | SD | 3 | 4.3 |
| | D | 16 | 22.9 |
| | N | 14 | 20.0 |
| | A | 14 | 20.0 |
| | SA | 23 | 32.9 |
| People selected to participate in negotiating for services represent interests of their communities | SD | 9 | 12.9 |
| | D | 12 | 17.1 |

| | | | |
|---|-----------|----|------|
| | N | 7 | 10.0 |
| | A | 30 | 42.9 |
| | SA | 12 | 17.1 |
| Facilitators/ planners influence most agreements reached during negotiations | SD | 8 | 11.4 |
| | D | 15 | 21.4 |
| | N | 10 | 14.3 |
| | A | 26 | 37.1 |
| | SA | 11 | 15.7 |
| All priorities agreed upon during brainstorming are always considered in planning | SD | 19 | 27.1 |
| | D | 16 | 22.9 |
| | N | 11 | 15.7 |
| | A | 15 | 21.4 |
| | SA | 9 | 12.9 |

Source: Primary data

In the table above, 47.2 respondents disagreed having received any training in negotiation skills. The implication is that despite its contribution to participatory planning, people did not have the skills to effectively negotiate for services in their areas. 50% agreed having received training in negotiation. However, out of these, 71.4% were men. The implication is that few women received the training.

Despite the fact that 61.4% of the respondents agreed that communities were given time to brainstorm on issues affecting their lives, very few had the skills. Results indicated that only 8% of the female respondents received some training in negotiation skills compared to 26% males. This was an indication that women were either ignored or they were reluctant to participate in building their own capacity to plan for their areas.

In addition, 70% of the respondents agreed that Planning in local governments is based on a harmony of interests of both communities and decision-makers. However, 80% of the respondents were at the age of between 26 and 45 years, an indication that there were many categories of people whose interests were not catered for. These included the unmarried youths and women, whose representation was 7.1%, and 28.6% respectively.

31.5% of the questionnaire respondents agreed that communities are free to bargain for the services they need in their areas. This was in agreement with the respondents interviewed, out of whom, 73.4% agreed that they negotiated for services during participatory planning meetings. However, they noted that given the limited resources, government, and those employed to deliver services on its behalf (“Technical Men”) made the final decisions on what to consider. Respondents noted that this had persistently demoralized communities against participation in planning since they had no input on the outcome of the negotiations.

51.4% of the respondents agreed that there is an open and free interaction between the community and decision-makers during planning meetings against 24.3% who disagreed. This implied that the few who attend the planning meetings interact freely with the decision makers. But despite the interaction, only 34.3% agreed that all priorities agreed upon during brainstorming are always considered in planning. This indicated that not all community aspirations were considered in the final plans.

In addition, 20% of respondents between 26-36 years agreed having received negotiation skills through training, compared to 10% of 36-45 years, and 0% Of 56 and above. This showed that it was the active age group that had knowledge and could ably participate in negotiation, leaving interests of other groups (the women, elderly and the youths) unrepresented.

4.2.3 How decision-making process affects service delivery in Bugiri District

The table below illustrates the study findings in relation to decision making process in Bugiri.

Table 4.3: Table showing respondents' opinion on decision making

| Item | Response | Frequenc y | Percent |
|---|-----------------|-----------------------|----------------|
| You have always participated in making decisions regarding services to be delivered in your area | SD | 3 | 4.3 |
| | D | 7 | 10.0 |
| | N | 2 | 2.9 |
| | A | 33 | 47.1 |
| | SA | 25 | 35.7 |
| Decision-makers follow well laid procedures to select community priorities for consideration in the L.G plans | SD | 7 | 10.0 |
| | D | 11 | 15.7 |
| | N | 8 | 11.4 |
| | A | 33 | 47.1 |
| | SA | 11 | 15.7 |
| All selected priorities in plans are always a reflection of interests of the communities | SD | 7 | 10.0 |
| | D | 18 | 25.7 |
| | N | 4 | 5.7 |
| | A | 27 | 38.6 |
| | SA | 14 | 20.0 |
| | SD | 11 | 15.7 |
| | D | 7 | 10.0 |

| | | | |
|--|----|----|------|
| Given the limited resources, decisions made during planning are based on the optimal choice of greatest benefit to all | N | 8 | 11.4 |
| | A | 29 | 41.4 |
| | SA | 15 | 21.4 |
| The time available for planning is enough for decision-makers to follow the procedures | SD | 14 | 20.0 |
| | D | 19 | 27.1 |
| | N | 9 | 12.9 |
| | A | 19 | 27.1 |
| | SA | 9 | 12.9 |
| The resources are enough to facilitate Decision-making process and implementation of the decisions | SD | 34 | 48.6 |
| | D | 21 | 30.0 |
| | N | 4 | 5.7 |
| | A | 8 | 11.4 |
| | SA | 3 | 4.3 |
| Decisions during planning are made by few people who are not representative of the entire population | SD | 10 | 14.3 |
| | D | 13 | 18.6 |
| | N | 5 | 7.1 |
| | A | 22 | 31.4 |
| | SA | 20 | 28.6 |
| | SD | 3 | 4.3 |
| | D | 9 | 12.9 |

| | | | |
|---|----|----|------|
| In most cases, the local elites have influence on most of the decisions made during participatory planning | N | 8 | 11.4 |
| | A | 33 | 47.1 |
| | SA | 17 | 24.3 |
| Politicians influence most of the decisions made during participatory planning | SD | 12 | 17.1 |
| | D | 6 | 8.6 |
| | N | 7 | 10.0 |
| | A | 23 | 32.9 |
| | SA | 22 | 31.4 |
| Most decisions made during participatory planning are in the interest of the decision-makers/ facilitators | SD | 7 | 10.0 |
| | D | 25 | 35.7 |
| | N | 5 | 7.1 |
| | A | 22 | 31.4 |
| | SA | 11 | 15.7 |
| Fundlers of gov't programs influence most of the decisions made during participatory planning | SD | 10 | 14.3 |
| | D | 13 | 18.6 |
| | N | 3 | 4.3 |
| | A | 33 | 47.1 |
| | SA | 11 | 15.7 |
| There is always feedback on the decisions made after participatory planning to those to be affected by them | SD | 19 | 27.1 |
| | D | 13 | 18.6 |
| | N | 8 | 11.4 |

| | | | |
|--|----|----|------|
| | A | 24 | 34.3 |
| | SA | 6 | 8.6 |

NO=70

Source: Primary data

Table 4.4 above shows that 82.8% of the respondents agreed that they always participated in making decisions regarding services to be delivered in their areas. This implied that there were efforts to involve beneficiaries in decision making processes. However, only 16% females participated, an indication that female participation was minimal. In addition, only 21% were at Advanced level and above. This implied that participation was dominated by the less educated members of the community with few elites.

Findings further indicated that decision-makers follow well laid procedures to select community priorities for consideration in the L.G plans, with 62.8% agreeing against 25.7% who disagreed. However, results indicated that 47.1% disagreed that the time available for planning was enough for planners to follow the decision making process. In addition 78.6% of the respondents indicated that the resources in Bugiri were not enough to facilitate the process.

56.6% agreed that the selected priorities in plans are always a reflection of community interests. However, 42% of the male respondents agreed and strongly agreed respectively that they participated in making decisions on services delivered in their areas against 16% women. The implication was that their interests and decisions were not always reflected in the final plans. The indication was that interests of women were suppressed compared to the men as explained under the table below.

Table 4.4: Differentials in participation by sex

Descriptive

| | Mean | Std. Deviation | N |
|--|-------------|-----------------------|----------|
| Sex of respondents | 1.29 | .46 | 70 |
| You have always participated in making decisions regarding services to be delivered in your area | 4.00 | 1.09 | 70 |

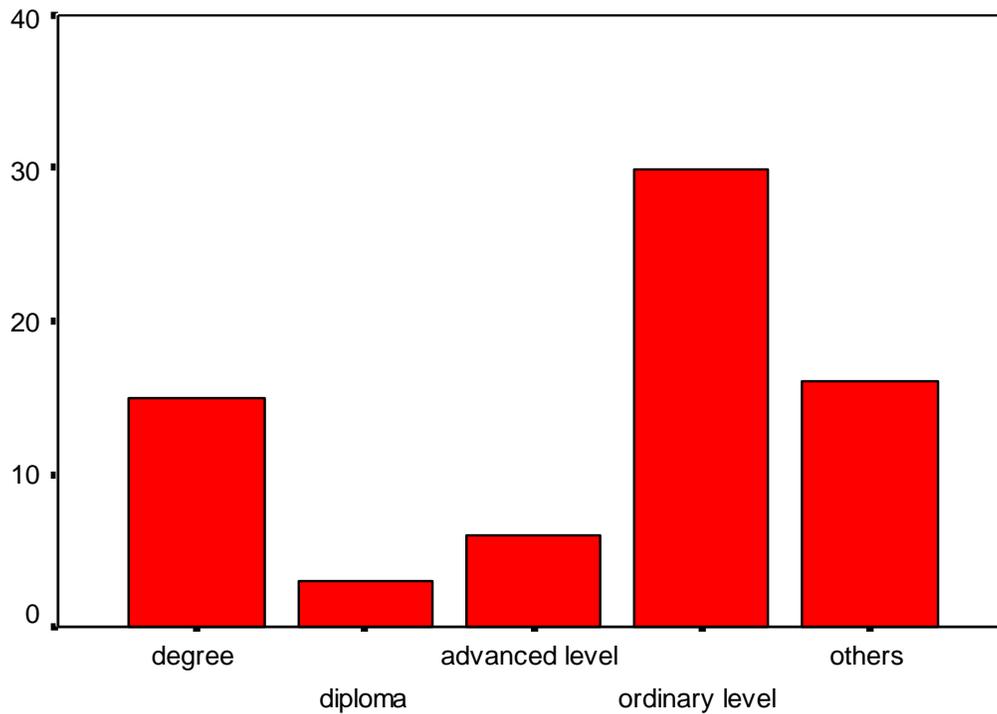
With a mean of 1.29 and 4.00, it meant that the level of female and male participation in the decision-making process was not the same. Men participated more than the females.

Participation in decision making process and academic qualification of respondents

The graph below shows the relationship between academic qualification of respondents and their participation in decision making process.

Fig 4.1 Graph showing participation in decision making and academic qualification

Accademic qualification of respondents



Accademic qualification of respondents

The graph above, shows that most respondents who participated in the decision making process in their communities were at Ordinary Level and below, with a total of 63.8% of the respondents. The implication was that decisions were mainly made by semi-elites and illiterates. The quality of these decisions could be affected by this fact. However, 71.4% of the respondents agreed that the local elites influenced most of the decisions made during participatory planning. Findings indicated that being at a higher level of education gave them leverage over others because they could ably negotiate and their demands were easily taken care of.

In addition, a total of 47.1% of the respondents agreed that most decisions made are to the interests of the facilitators. 72% of respondents interviewed agreed that they participated fully in the decision making process, but very few decisions, were considered in the final plans. The Local Council II Chairperson of Ndifakulya Parish, in Kapyanga Sub-County remarked that:

“...most of our decisions are abandoned on the way. We are just used to get attendance lists for technical staff as evidence that we participated...” This meant that despite community participation, few people determined the final decisions. 60% agreed to this fact. At the end, services were not based on the interests of the communities hence affecting future decisions.

Respondents’ opinion on feedback

After all the planning meetings were held by communities and priorities selected the responsibility of implementation was left to the facilitators and politicians who are the policy implementers and makers respectively. However, 42.9% of the respondents agreed that they received feedback from their leaders on the final decisions made since resources could not allow implementation of all proposals from communities, against 45.7% who disagreed. This implied that after presenting their priorities, communities were in most cases left in darkness. This left them in doubt over their role in planning. A local Council I Chairperson of Mutumba Village in Mutumba Sub-County noted that;

“It is true we participate in planning for our communities, but our decisions end on paper. We only see contractors starting construction works and sometimes no one tells us whether the project is one of those we planned for as a community. We only receive information during the next planning period.”

4.2.4 Community empowerment and its effect on service delivery

Respondents interviewed appreciated the role empowerment plays in planning. They noted that empowerment involves building their capacity to plan for their areas, and it made them able to

follow up on government programs and ensure timely service delivery, it enabled communities and those responsible for the utilization of resources account for them. It also promoted collective responsibility towards service delivery. Below is the table showing respondents' opinion on community empowerment.

Table 4.5: Table showing respondents' opinion on empowerment

| | Response | Frequency | Percent |
|--|--|------------------|----------------|
| You have ever been trained in planning | SD | 22 | 31.4 |
| | D | 9 | 12.9 |
| | N | 1 | 1.4 |
| | A | 25 | 35.7 |
| | SA | 13 | 18.6 |
| | You have attended such trainings several times | SD | 24 |
| D | | 8 | 11.4 |
| N | | 6 | 8.6 |
| A | | 24 | 34.3 |
| SA | | 8 | 11.4 |
| Your involvement in participatory planning is attributed to such trainings | SD | 24 | 34.3 |
| | D | 7 | 10.0 |
| | N | 7 | 10.0 |
| | A | 24 | 34.3 |
| | SA | 8 | 11.4 |

| | | | |
|--|----|----|------|
| There is complete freedom for people to elect their political leaders | SD | 10 | 14.3 |
| | D | 3 | 4.3 |
| | N | 6 | 8.6 |
| | A | 27 | 38.6 |
| | SA | 24 | 34.3 |
| The elected political leaders are very accessible to their electorate | SD | 11 | 15.7 |
| | D | 8 | 11.4 |
| | N | 13 | 18.6 |
| | A | 21 | 30.0 |
| | SA | 17 | 24.3 |
| The poor people do not attend planning meetings even when they are invited | SD | 7 | 10.0 |
| | D | 13 | 18.6 |
| | N | 12 | 17.1 |
| | A | 18 | 25.7 |
| | SA | 20 | 28.6 |
| Only those with some skills in planning are invited in participatory planning meetings | SD | 17 | 24.3 |
| | D | 21 | 30.0 |
| | N | 3 | 4.3 |
| | A | 19 | 27.1 |
| | SA | 10 | 14.3 |

N=70

Source: Primary data

According to table 4.6 above, despite the advantages given by interviewees, questionnaire results indicated that 47.1% agreed to have received training in planning. With a mean of 2.9 and Standard deviation of 1.59, results indicated that most respondents had got some training in planning. However, the training had no significant effect on the quality of service delivery.

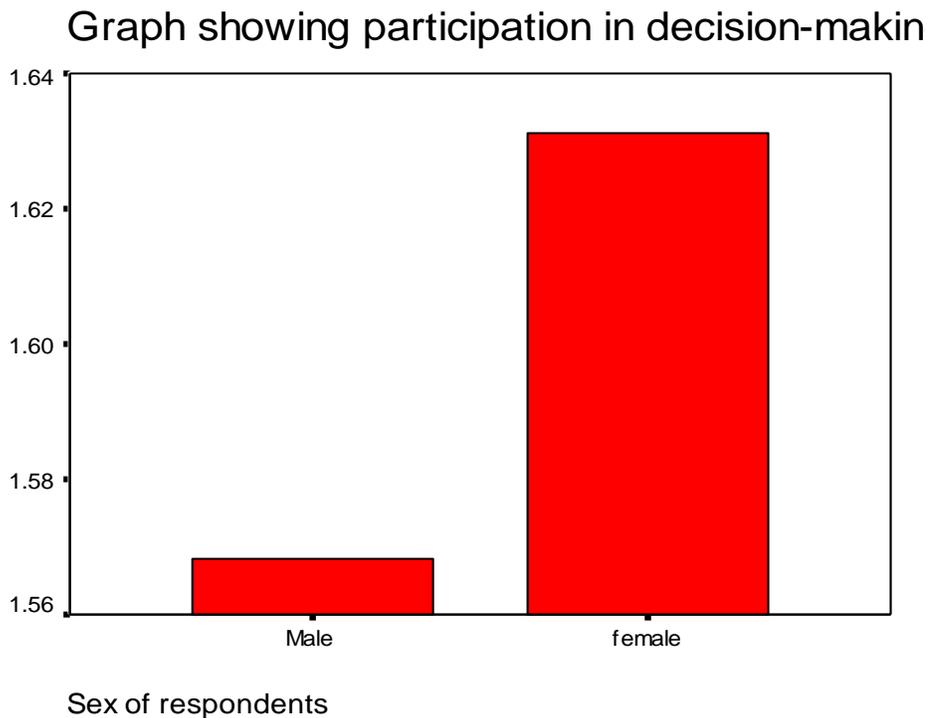
45.7% of the respondents agreed having attended trainings several times, but 44.3% disagreed to the fact that their involvement in planning was attributed to such trainings. The implication was that the people entrusted with training (the Parish Development committees) either lacked communication skills to inculcate knowledge into the communities they train, or they were not equipped to handle the task.

Study findings further indicated that there was complete freedom of people to elect their political representatives with 72.9% agreeing. Only 54.3% agreed that these political leaders were accessible to the electorate. This means that after elections, politicians who are the decision makers make their own decisions to satisfy their interests, with little emphasis on interests of their entire electorates.

Table 4.6 indicates that poverty had a bearing on participation in planning. 52.3% respondents agreed that the poor and vulnerable people did not participate in planning meetings. During the interviews, the Local Council I of Kapyanga Sub-County noted that everybody in a village including the poor people were invited for planning meetings, but community members had become frustrated by the fact that whatever they planned for was not considered by their local governments. Communities became reluctant to attend more planning meetings since their input was no longer relevant.

Interview findings showed that people who received training in planning for their communities were the few active members who had acquired some skills in planning. This was in agreement with 41.3% of questionnaire respondents. A review of the Sub-County Development Plans indicated that planning meetings were always attended by Local Council Chairpersons, Parish Development Committees, and Sub-County Councilors. All these were found to be community elites, and with some resources. The indication was that only specific categories of people with some skills or status in the communities participated in planning. In addition, 71.4% of the participants were males, implying that women were not well represented as illustrated in the graph below.

Fig 4.2 Graphical illustration of training by sex (Mean and Standard Deviation)



Source: Primary data, SPSS

On cross tabulation, findings indicated that more men were trained in planning (with a mean of 3.1) than their female counterparts (with a mean of 2.63). According to the findings from respondents interviewed, women have several domestic responsibilities that cannot allow them time to attend such meetings hence denying them access to information. The indication was that the capacity of women to participate in making decisions in their respective areas was low.

4.2.5 Respondents' opinion on Service delivery

Table 4.6 Table illustrating respondents' opinion on service delivery

| | Response | Frequency | Percent |
|---|-----------------|------------------|----------------|
| There are services that government offers in your area | SD | 2 | 2.9 |
| | D | 1 | 1.4 |
| | N | 1 | 1.4 |
| | A | 31 | 44.3 |
| | SA | 35 | 50.0 |
| | | | |
| You can ably enumerate them | SD | 3 | 4.3 |
| | D | 6 | 8.6 |
| | N | 3 | 4.3 |
| | A | 36 | 51.4 |
| | SA | 22 | 31.4 |
| Services delivered are those decided by the beneficiaries during participatory planning | SD | 11 | 15.7 |
| | D | 22 | 31.4 |
| | N | 2 | 2.9 |
| | A | 28 | 40.0 |
| | SA | 7 | 10.0 |
| You rate the services delivered by the local government over a period as improving | SD | 3 | 4.3 |
| | D | 11 | 15.7 |

| | | | |
|---|----|----|------|
| | N | 7 | 10.0 |
| | A | 41 | 58.6 |
| | SA | 8 | 11.4 |
| Improvement in the services is attributed to participatory planning | SD | 12 | 17.1 |
| | D | 12 | 17.1 |
| | N | 6 | 8.6 |
| | A | 29 | 41.4 |
| | SA | 11 | 15.7 |
| The cost of the services is acceptable and has no effect on their quality | SD | 21 | 30.0 |
| | D | 21 | 30.0 |
| | N | 13 | 18.6 |
| | A | 13 | 18.6 |
| | SA | 2 | 2.9 |
| You are generally satisfied with the quality of the service delivered in your area | SD | 19 | 27.1 |
| | D | 26 | 37.1 |
| | N | 11 | 15.7 |
| | A | 14 | 20.0 |
| Government policies affect the quality of the services delivered in local governments | SD | 10 | 14.3 |
| | D | 11 | 15.7 |
| | N | 9 | 12.9 |
| | A | 26 | 37.1 |

| | | | |
|---|----|----|------|
| | SA | 14 | 20.0 |
| Government's intentions for service delivery are good but those elected and employed to deliver them frustrate it | SD | 9 | 12.9 |
| | D | 8 | 11.4 |
| | N | 3 | 4.3 |
| | A | 25 | 35.7 |
| | SA | 25 | 35.7 |

N=70

Source: Primary data

In the table above 93% of the respondents interviewed were aware that government delivers services like education, health, roads, water and sanitation. However, despite the knowledge, very few respondents (3 in Mutumba, and 4 in Buyinja Sub-Counties) could ably enumerate them. Out of the questionnaire respondents, 94.3% agreed that there were services that government delivered in their areas, and a total of 82.8% could enumerate them. This was an indication that communities are aware of government efforts to deliver services despite their limited participation in making decisions.

50% of the respondents agreed that the services delivered in their areas are those decided by the beneficiaries during their planning meetings, and noted improvement overtime in the quality of the services. 57.1% attributed the improvement in the quality of services to community participation in planning. However, a total of 60% of the respondents noted that the cost attached to the services delivered are too high, and have an effect on their quality. Interview respondents noted that costing is done by the technical people who do not involve the intended beneficiaries. A Local Council I Chairperson of Sidome Village in Mutumba Sub-County noted that;

“...Service providers tell us about costs of services after delivery and you wonder who determined the rates! The justification always given is that taxes are high.”

13.4% of the respondents agreed that services are delivered on time against 77.2% who disagreed. The implication was that services are in most cases delivered when there is little need, or when circumstances do not favor their delivery. Timely delivery of services improves their acceptability and relevance. Respondents interviewed put emphasis on agricultural goods delivered under the National Agricultural Advisory Service (NAADS) program. 65% indicated that agricultural inputs were always delivered after or before the rain seasons, which affected their viability. As a result, only 20% were satisfied with the quality of services delivered in their areas against 64.2% who expressed dissatisfaction.

73.4% agreed that government intentions for service delivery are good but those employed to deliver them on its behalf and the politicians frustrate its efforts. The LC II Chairperson of Bulamba Parish in buyinja Sub-County noted that:

“Government has enough resources to provide services but corruption by political heads and the civil servants, both at the District and Sub-Counties has affected their delivery.”

CHAPTER 5

SUMMARY, DISCUSSION, CONCLUSION AND RECOMMENDATIONS

5.0 Introduction

This chapter presents a summary of the study findings, the associated discussions, conclusions, recommendations and areas for further research. This is as follows.

5.1 Summary

The purpose of the study was to assess the influence of participatory planning on service delivery in Bugiri District, guided by three objectives that is; to examine whether negotiation affects the quality of service delivery, the extent to which decision making process influences the quality of service delivery, and the influence of community empowerment on the quality of service delivery in Bugiri district.

Findings indicate that participatory planning has an effect on service delivery. Findings further established that representation during participatory planning meetings was not all inclusive. Some categories of people like women, the youth, elderly and other interest groups like the disabled were not active in participation. In addition, active participation was by people at Ordinary level and below, and peasants. This affected the quality of decisions and the effectiveness of results, which can only be successful when one is able to analyze community needs and design possible intervention strategies.

In the study, it was established that negotiation has an effect on service delivery. However, as a means of participatory planning, it has not affected service delivery in Bugiri District because despite the freedom to interact freely with the decision makers, the people involved in the negotiations for services lack negotiation skills. In addition, participation in negotiation is mostly by male participants at the age between 26 to 45 years. This leaves many unrepresented during the process.

It was found out that service delivery is affected by the decision making process in Bugiri District. Community participation in making decisions results into rational decisions that benefit all. However, the study showed that decision makers are constrained by resources to follow well laid procedures, hence affecting the final outcome.

In addition, the participants in decision making at community level are the peasant men whose academic qualification is below Ordinary level. This affects the quality of the decisions. Findings

further established that politicians make decisions to satisfy their interests and those of their supports with little or no feedback on the decisions made.

In the study, it was established that community empowerment was an important aspect in participatory planning because it improves capacity to plan, follow-up and ensure timely delivery of services and accountability. It was established that whereas communities had the freedom to participate in planning, they were not empowered to do so. Findings indicated that poverty and academic qualification effected peoples' participation in planning. This resulted into planning for the few who took part in the process, leaving interests of people in dire need of the services unattended to, hence affecting service delivery.

5.2 Discussion

5.2.1 Negotiation and its influence on service delivery in Local Governments

In the first objective, the study revealed that negotiation improves on service delivery. This is because services delivered out of a negotiated agreement resolve conflicts and were always accepted by the intended beneficiaries. This was supported by 52.9% of the respondents who agreed that negotiation resolves conflicts in society since all beneficiaries were satisfied with the outcome. However, they lacked skills in negotiation and knowledge on their role in negotiating for services in their areas.

These findings concurred with studies conducted by scholars like Sewankambo (2003) and Spoelstra et al(2007, 1), who asserted that it is through negotiation that conflicts in society, caused by clashing interests, clashing personalities, and misunderstanding amidst limited resources can be resolved and services delivered according to agreed priorities/ needs.

Other scholars like Shmueli (2005), Kaufman (1997), and Ozawa (1991) reiterated the importance of negotiation before making planning decisions. They contended that the collaborative

perspective of planning recognizes the stakeholder' differences, interdependence and need for resources, skills and careful process design to craft joint decisions with good prospects for implementation.

In this case, Zartna et al (1994) noted the dangers of some categories of people dominating or influencing the outcomes of the negotiations. Findings indicated that facilitators/ planners in the district influenced most of the agreements reached during the negotiations, an indication that most decisions made were in their own interests. This was agreed by 53% of the questionnaire respondents and 73% of those interviewed.

The study established that only 34.3% of all the priorities agreed upon during brainstorming are considered in planning. This is an indication that despite their little effort put in negotiating for services, community aspirations are often ignored. Dictating the outcome of negotiation in local government by the facilitators and decision makers persistently demoralized the communities and participation diminished with time.

Hiltrop and Udal (1995) referred to this as “Positional negotiation”, in which a negotiator comes to the table with hopes of achieving as much as possible. Spoelstra et al (1996) identified principled or co-operative negotiation as the best form where winning or losing are irrelevant. A mutual agreement is the target for all parties. If in local government this is followed by the parties involved, there would be no conflict and the result would be quality service delivery.

5.2.2 The influence of decision making process on the quality of service delivery

In general, results showed that beneficiaries have increasingly participated in making decisions on service delivery and this has improved on their quality and acceptability. This is because priorities are always a reflection of community interests.

This augers well with the assertion by Edmund (2009), that human beings are to some extent rational beings in that they will try to logically understand things and make sensible choices. Rational people make decisions based on the optimal choice of greatest benefit to them.

However, Edmund (2009) warns that despite the rationality, the world is large and complex and people do not have the capacity to understand everything. There is also a limited time and resources. As a result, our decisions are not fully thought through and we can only be rational within limits such as time and cognitive capability (file://F:bounded_rationalityindecision_making.htm).

Although respondents showed freedom to participate in decision making, results indicated that resources are not enough to facilitate the process and implementation of the decisions, with 78.6% of the respondents agreeing to this fact. This resulted into frustration by the communities and consequently reduced participation.

The study further established that decision makers follow well laid procedures to identify community priorities for consideration in the local government plans. 47.1% and 15.7% agree and strongly agreed with this fact. This corresponded with the assertion of scholars like Ashgate (2004) Fulop et al (1999), Adair (1985), and O'Sullivan (1999), who noted that given the complexity of situations, vast community interests, uncertainty, limited resources, high risk consequences of some decisions, existence of several alternatives with each having its own consequences, the best way to make complex decisions is to use the rational decision-making model.

This involves identification and definition of the problem, collection of information, and identification of alternative courses of action, evaluation of the alternatives and selection of the best course of action. However, according to the study, this process was constrained by limited resources that local governments get. In addition, the available resources cannot fund all the decisions made and in the end, beneficiaries are demoralized.

The study revealed that all the lower local governments sampled had different priorities/ planning decisions. In 2008/9 financial year, communities in Mutumba Sub-County made roads their first priority; Kapyanga Sub-County had animal traction units, while Bugiri Town Council had garbage collection as the first priority. This agreed with Kaufman (1991), who noted that no two organizations make policy decisions in the same manner; the structure, culture, processes and general makeup of institutions influence how and what decisions are made.

In addition, most decisions made are a result of individual human emotions, personality, motivations, group behavior and interpersonal relations, and how humans use information. In essence, although decision-makers have a “free will”, the makeup of an institution will always have an impact on how decisions are made. Decision-makers did not show attention to this fact yet the study indicated that it had an effect on decision-making and consequently service delivery.

By its very nature, decision-making involves making the best choice out of several alternatives. However, the study indicated that decision-makers and local elites in local governments did not settle for the best alternatives as described in textbooks. O’Sullivan (1999), stressed this by agreeing that decision-makers always take decisions that agree to some extent with their own personal interests, values or needs that meet the value standards of their supervisors, those that would be acceptable to those to be affected by the decision, and those who have to carry it out. This was worsened by the fact that not all intended beneficiaries are represented during planning and decision-making.

Interviews indicated that although local leaders invite all residents in their communities to participate in planning meetings, very few able men and youths attend. Participation of women was minimal, especially in Mutumba Sub-County where out of the total 187 participants in 2009 financial year, only 24 were women. This indicates that the interests of some categories of people in the community are not represented, hence affecting the acceptability of services delivered.

Results further showed that the local elites influence most of the decisions made during participatory planning meetings. Ten respondents interviewed indicated that these are the very people year after year invited for planning meetings. This was revealed when the researcher checked the attendance lists of Kapyanga Sub-County in which 60% of the respondents had attended for the last three years. Based on this, there was a possibility that most decisions made in local governments are not to the benefit of the intended beneficiaries, but for the political leaders, field officer, their supervisors, and the local elites.

One community leader noted that;

“Most of our decisions are abandoned on the way. We are just used by the technical officers and their political heads to get attendance lists and make accountabilities for their planning funds.”

In order to make effective decisions, it requires special skills in data collection, needs identification, identification and evaluation of alternatives, and making the best choice out of the alternatives. However, the study showed that most respondents who participated in planning meetings and making decisions on behalf of the communities were at Ordinary level of education and below, with a total of 25.9%. The implication was that decisions are made by village elites who lacked capacity to make rational decisions hence affecting their quality and consequently service delivery.

To make decision making process effective, there has to be streamlined channels of communication. However, findings indicated that beneficiaries were not always updated on the decisions made and the resources used thereto. This made communities doubt their role in planning. A Local Council I Chairperson in Mutumba Sub-County noted that:

“It is true we participate in planning for our communities, but our decisions end on paper. We only see contractors starting constructions and sometimes no one tells us whether the project is one of those we planned for as a community. We receive information during the next planning period.”

Acceptability of a decision depends on how much information the beneficiary has on it. Findings of the study were in agreement with Adair (1985), who asserted that communicating the decision (feedback) and moving into action is another important final step in decision-making. Lack of feedback was identified as the cause of most dissatisfaction exhibited by communities, hence affecting service delivery.

The right to information is clearly essential for a growing and more involvement of citizens in planning. This fact was supported by Gomes (2009), and Devas (2002), who noted that it is one thing to invite citizens to participate and identify their own priorities, but it is another matter to account to them the decisions made and the way resources have actually been used.

5.2.3 Community empowerment and its influence on service delivery in Bugiri

District

Under this objective, findings revealed that communities appreciated the role empowerment played. These included their ability to demand and follow up all government programs and ensure timely delivery of services, ability to account for government resources and make those responsible for their utilization account for them, hence promoting collective responsibility towards service delivery.

A total of 47.1% of questionnaire respondents, and 82% of the interviewees agreed that their local governments had taken the initiatives to build capacity of communities in planning. This was in agreement with the findings of Matovu (2006), who noted that in most African countries, the voice

of communities has become stronger in local decision-making and planning as a result of capacity building and supportive legislation intended to deepen democracy and decentralized governance.

However, despite the emphasis on empowerment as a tool to improve on participation, results indicated that not all people were on board. For example, findings indicated that the poor people and other vulnerable groups in communities did not participate in community planning meetings. A review of the Sub-County Development Plans and attendance records indicated that planning meetings were attended by Local Council Chairpersons, Parish Development committees, and Sub-County Councilors. All these were found to be community elites with resources.

In addition, planning meetings were centrally held at headquarters, denying communities full participation. The kind of empowerment in local governments was found differ from the scholarly definition advanced by Nina and Edwards in Stein (1997). They referred to empowerment as:

“A social action process that promotes participation of people, organizations, and communities in gaining control over their lives in their community and larger societies”

Real community empowerment is a result of putting community development values of learning, equality, participation, co-operation and social justice into action, and working in ways which are inclusive, that is; promote equality of opportunities and good relations between groups, making people organized through ways that bring them together around common issues and concerns, making communities cooperate through building positive relationships across groups and promotion of partnership working, and making people influential through equipping and encouraging communities to influence decisions, services and opportunities (NEP 2008).

Interview results indicated that women and the poor were not active in planning for their communities despite the invitations extended to them by their leaders. This was agreed by 63.3% of the questionnaire respondents. This meant that their concerns are never integrated in plans.

New programs like the District Livelihood Support Program (DLSP) also targeted the “active poor” leaving the real poor not catered for. There was need to improve on the livelihood of the poor through economic empowerment. Not until communities can achieve their vital needs of shelter, clothing and food will they become aware of the social and environmental problems surrounding them. As long as they cannot afford their living, they cannot participate in decision-making (<http://www.epa.gov/greenkit/indicator.htm>).

Minimal participation of women and the poor in planning lead to hearing from the “usual suspects” or the same voices. The women and the poor felt isolated, and people felt that others gained favor at their expense. This worsened participation.

According to NEP (2008), without making communities organized, one cannot be sure that representatives are accountable or speaking on behalf of others, and communities cannot seem to agree on the way forward. The limited encouragement of communities to fully influence decisions through empowerment made them get consultation fatigue and became cynical every time planning meetings were held. This affected community participation and as a result, service providers failed to deliver the most appropriate services and Local government were likely to continue hitting the target but missing the point.

5.3 Conclusion

The major risk in participatory planning is that any failure in the implementation of a project results in disinterest among the community which in turn shuts down any possibility of further participatory planning process with the community. Therefore, the participatory planning process should try to focus on those issues which can be solved with the available resources and gain the confidence of the community. The key factor for successful participatory planning is to build a relationship of mutual trust and then start the planning process.

Even when negotiation affects service delivery, it has not fully done it because most people involved in the negotiations lack the skills required for successful negotiations. In addition, few people who are not representative of the entire communities attend the negotiations. Any service that is delivered under decentralization without a negotiated agreement between the service provider and the beneficiaries may not be easily accepted, and may not be relevant to the needs of that community at that particular time. This means that for quality service delivery, communities in local governments need negotiation skills to enable them participate in negotiations.

Decision making process is very pivotal in influencing the quality of service delivery, given that local governments are constrained by resources amidst varying interests which cannot be fulfilled at ago. For decisions to be effective, they should be made rationally, following well laid procedures and with full participation by all those to be affected by them. It is important to involve all sectors of the community related to demographics (age, sex, income level, etc.). For example, women, youth and children need to be well integrated into the decision-making process. Without full participation of the above groups, planners can hit the target of delivering services but miss the point of making these services acceptable and available to all beneficiaries.

Empowerment is a pre-requisite for effective planning and service delivery. There is no way a person can ably participate in negotiations and rational decision making process without being economically empowered through poverty eradication programs, politically through creating an enabling environment for free and fair elections, and socially through provision of education facilities.

5.4 Recommendations

Basing on the above conclusions out of the study findings, the following recommendations are proposed.

1. Local governments should design mechanisms to ensure that all beneficiaries of the services are involved in negotiations by encouraging participation of all people including the marginalized women, youth, elderly and the poor through:
 - Recognizing the value of the relationship between the different categories of people in the community and their leaders, and have a mutual desire to continue it.
 - Encouraging all to participate actively in the process.
 - Showing consideration and acceptance of each other's perspectives, values, beliefs and goals.
 - Separation of personality from planning and service delivery.
 - Working together to develop a solution acceptable to everyone.
 - Although Central Government has put in place several reforms to ensure that these categories of people participate actively, it is an essential next step to demonstrate that these reforms do not only remain on paper. Greater emphasis needs to be placed on implementation.
 - Creation of a common database of gender and age-disaggregated statistics be available to all local governments. This is vital to follow-up actions targeted at the wellbeing of all vulnerable categories.

2. Central Government should increase on the resources to local governments to enable them fund the decision making process and all decisions reached upon during participatory planning through the following:
 - Rendering more flexible the implementing authorities' excessive specialization to allow them tackle local problems in more ways.
 - Formulation of mechanisms to channel non- centralized resources
 - In addition, local governments should use the available resources optimally through defining actors involved and their responsibilities, functions and resources.

3. Planners/decision-makers should have a thorough knowledge of their respective institutions/ local governments through a comprehensive data collection, analysis and identification of needs and formulation of intervention strategies from an informed point

of view. This is because findings showed that no two local governments can have the same needs and make same decisions. Institutional structure, culture and processes differ.

4. Local governments should put in place effective mechanisms for communicating the decisions made to those to be affected by them through periodic accountability of all decisions made and community assessment of whether the decisions addressed their aspirations.

5. All government programs should be guided towards social, economic, cultural and political empowerment of communities. As long as people are not empowered, participation in negotiation and decision-making will remain minimal, hence affecting service delivery. This can be done through the following.
 - Designing a two-pronged approach to women and youth in development that is reiterated in the plan of action: first, the implementation of projects and programs oriented exclusively to women (women-specific programs), secondly, the promotion of the integration of women's issues and of women as participants in planning activities.
 - Increase funding for Adult Literacy Program to supplement the existing Universal Primary and Secondary Education programs.
 - Empowering communities to plan, fund, implement, monitor and evaluate their own programs and design strategies for improvement.

5.5 Areas for further research

Based on findings of the study, the researcher recommended the following areas for further research.

The study considered participatory planning and service delivery but did not ascertain whether gender had a link with participation in planning. Future research in this area may be important to

help government and local governments revisit the gender-related policies to improve on participation.

The study unleashed several aspects on empowerment but could not establish the relationship between training and participation in planning. Further research can be conducted to establish this relationship.

Since findings indicated that communities were not satisfied with the costs of the services and the tendering process, further research on community procurement and service delivery can be of importance.

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APPENDICES

(i) QUESTIONNAIRE

This study is purely academic leading to the award of a Masters Degree in Management Studies of Uganda Management Institute. It is aimed at discovering how participatory planning affects service delivery in Local Governments. All information given was treated with utmost confidentiality and your identity will remain anonymous.

The questionnaire is composed of questions that only require ticking the right alternative that best describes your attitude. There was no right or wrong answer. Please, endeavor to complete the questionnaire.

Thank you.

Kaleeba Peter.

SECTION A: Please, circle the number that best describes your biography.

1. What is your sex?

1. Male

2. Female

2. Age?

1. 15-25

2. 26-35

3. 36-45

4. 46-55

5. 56 and above

3. What is your occupation?

1. Peasant 2. Public Servant 3. Others (Specify)

4. What is your highest academic qualification?

1. Degree 2. Diploma 3. Advanced Level 4. Ordinary Level
 5. Others (specify)

In the table below, please tick in the box for the alternative that suits your attitudes.

| B | | | | | | |
|--|---|----------|----------|----------|----------|----------|
| This section is aimed at finding out how negotiation affects the quality of service delivery in Bugiri District Local Government. | | | | | | |
| (1. For strongly disagree 2. Disagree 3. Neutral 4. Agree 5. Strongly agree) | | | | | | |
| | | 1 | 2 | 3 | 4 | 5 |
| 1 | Have you ever been trained in negotiation skills? | | | | | |
| 2 | Is planning in Local Governments based on a harmony of interests of both the communities and decision makers? | | | | | |
| 3 | Are the procedures set for negotiations during participatory planning in line with interests of all stakeholders? | | | | | |
| 4 | Are you free to bargain for the services you like in your area? | | | | | |
| 5 | Is there an open and free interaction between the community and facilitators during participatory planning? | | | | | |
| C | | | | | | |
| This section seeks to examine the extent to which decision-making affects service delivery in Local Governments. | | | | | | |
| 1 | Have you ever participated in making decisions regarding service delivery in your area? | | | | | |

| | | | | | | | |
|----------|--|--|--|--|--|--|--|
| 2 | Do decision-makers follow specific procedure to select priorities for consideration into the Local Government Plan? | | | | | | |
| 3 | Are the selected priorities a reflection of interests of the communities? | | | | | | |
| 4 | Is the time available for planning enough for the decision-makers to follow the decision-making procedure? | | | | | | |
| 5 | Are the available resources enough to facilitate this process and implementation of all the decisions made? | | | | | | |
| 6 | Do the Local elites have influence on most of the decisions made during participatory planning? | | | | | | |
| 7 | Do the political groups have influence on most of the decisions made during participatory planning? | | | | | | |
| 8 | Do the Facilitators/ Decision-makers have influence on most of the decisions made during participatory planning? | | | | | | |
| 9 | Do the funders influence most of the decisions made during participatory planning? | | | | | | |
| D | This section is aimed at finding out how community empowerment influences the quality of service delivery in Local Governments. | | | | | | |
| 1 | Have you ever been trained in planning? | | | | | | |
| 2 | Have you attended such trainings several times? | | | | | | |
| 3 | Do you attribute your involvement in planning to such trainings? | | | | | | |
| 4 | . Is there complete freedom for people to elect their political leaders? | | | | | | |
| 5 | Are the elected political leaders very accessible to their electorates? | | | | | | |
| E | This is on how respondents rate the level of service delivery in their areas in relation to Quality, relevance, cost and timeliness | | | | | | |

| | | | | | | | |
|----------|--|--|--|--|--|--|--|
| 1 | Are there services that Government offers in your area? | | | | | | |
| 2 | . Can you ably enumerate them? | | | | | | |
| 3 | Are the services offered the ones decided by you during planning meetings? | | | | | | |
| 4 | Do you rate the services offered by the Local Government over a period as improving? | | | | | | |
| 5 | Would you attribute improvement to participatory planning? | | | | | | |
| 6 | Is the cost of these services acceptable and has no effect on their quality? | | | | | | |
| 7 | Are the services delivered on time? | | | | | | |
| 8 | Are you satisfied with the quality of these services? | | | | | | |
| 9 | Do you think Government policies affect the quality of service delivery in Local Governments? | | | | | | |
| 10 | Decision-makers communicate their decisions to the communities and on time (Feedback). | | | | | | |
| F | This section is aimed at finding out how respondents rate the level of service delivery in their areas. | | | | | | |
| 1 | Are you so much aware of all the services delivered by Government in your area? | | | | | | |
| 2 | Are these services delivered according to the needs of the community? | | | | | | |
| 3 | Do all services delivered satisfy the needs of the community? | | | | | | |
| 4 | Is the cost of these services acceptable and has no effect on their quality. | | | | | | |
| 5 | Is the quality of all services delivered generally good? | | | | | | |

| | | | | | | |
|---|--|--|--|--|--|--|
| 6 | Are all services delivered on time whenever communities need them? | | | | | |
| 7 | Do the political and administrative leaders give satisfactory accountability for the services delivered? | | | | | |
| 8 | Government is good but the people employed and elected to deliver the services frustrate its intentions. | | | | | |

Thank you for filling in this questionnaire.

(ii) Interview Guide

1. Briefly give your own opinion about participatory planning in your Local Government.
2. Is there an open dialogue between decision-makers and communities for services in your Local Governments?
3. Briefly give reasons for you answer.
4. In your own view, does stakeholders’ participation in decision-making improve the quality of service delivery in Local Governments.
5. In your own view, does community empowerment improve on the quality of service delivery?
6. If yes, briefly state how?
7. If No, give some alternatives that Local Governments can emulate.
8. Please give your own opinion about the services delivered in your area in relation to relevance, cost, quality and timeliness.
9. Do people employed and elected to deliver the services frustrate Government’s intentions?
10. Do Government policies affect the quality of service delivery in Local Governments?
11. If yes, give examples and how they have affected service delivery.

