



**DECENTRALIZED PLANNING AND THE PERFORMANCE OF UNIVERSAL
PRIMARY EDUCATION IN LOCAL GOVERNMENTS OF UGANDA**

A CASE STUDY OF TORORO DISTRICT

BY

**ROMANOUS OKOTH KITONG
09/MMS/PAM/18/032**

**A DISSERTATION SUBMITTED TO THE HIGHER DEGREES DEPARTMENT IN
PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE AWARD OF THE
MASTERS DEGREE IN MANAGEMENT STUDIES (PUBLIC ADMINISTRATION AND
MANAGEMENT) OF UGANDA MANAGEMENT INSTITUTE.**

FEBRUARY 2012

DECLARATION

I, Romanous Okoth Kitong do declare that this dissertation is an original piece work based on the field study conducted by the researcher during the period of study. It has been presented in partial fulfillment of the requirements for the award of a Master's Degree in Management Studies (Public Administration and Management) of Uganda Management Institute (UMI)

I, therefore, declare that this dissertation has never been submitted to any higher institution of learning for award of Master's Degree or any other purpose.

APPROVAL

This dissertation has been presented for examination with our approval as supervisors:

Mr. Felix Owino

Work Based Supervisor

Mr. Godfrey Bwanika

UMI Based Supervisor

DEDICATION

To my parents: Mzee Karoli Abwere and Mrs. Salome Awino

ACKNOWLEDGEMENT

This work is as a result of the contributions of many scholars, researchers, trainers, supervisors and myself. It draws its materiality as a useful research work from the contributions of the trainers of Uganda Management Institute (UMI) and various authors of books and researched work whose texts are referenced herein.

The trainers in the General Management Department of Uganda Management Institute constituted an expert resource base in developing my basic skills in research methodology. Meanwhile, the guidance of Mr. Godfrey Bwanika, the UMI based supervisor helped to refine further my research skills during the research process and enabled me to produce this work; the technical guidance of Mr. Felix Owino, the work based supervisor gave the insights that helped me to analyse and interpret the concept decentralized planning relevant for this study.

Several other people whose contributions may not be acknowledged individually equally contributed towards the production of this work especially in providing the required data, type setting, material and moral support

I humbly appreciate all their inputs.

TABLE OF CONTENTS

Contents	Page
Declaration	i
Approval	ii
Dedication	iii
Acknowledgement	iv
List of Abbreviations/Acronyms	x
Abstract	xii
CHAPTER ONE INTRODUCTION	1
1.0 Introduction.....	1
1.1 Background to the Study.....	1
1.1.1. Global Overview.....	1
1.1.2 Regional Perspective.....	3
1.1.3 Decentralized Planning in Uganda.....	4
1.1.4 Decentralized Planning in TDLG	7
1.2 Statement of Problem	8
1.3 Purpose of Study	9
1.4 Objectives of the Study.....	10
1.5 Research Questions.....	10
1.6 Hypotheses of the Study	10
1.7 Conceptual Framework.....	12
1.8 Significance of the Study	14
1.9 Justification of the Study	14
1.10 Scope of the Study	15
1.10.1 Geographical Scope	15
1.10.2 Time Scope	15
1.10.3 Content Scope	16
1.11 Operational Definition of key concepts and Terms	16
CHAPTER TWO LITERATURE REVIEW	20
2.0 Introduction.....	20
2.1 Theoretical Review	20
2.2 Conceptual Review	23
2.2.1 Prioritization of needs and the Implementation of UPE.....	23

2.2.2	Stakeholder participation and the implementation of UPE.....	27
2.2.3	Participatory Monitoring and Evaluation and the implementation of UPE.....	34
2.3	Government Policies and the effect of Decentralized Planning On the implementation of UPE.....	36
	CHAPTER THREE METHODOLOGY	39
3.0	Introduction.....	39
3.1	Research Design	39
3.2	Study Population.....	40
3.3	Sample Size and Selection	40
3.4	Sampling Techniques and Procedures	41
3.4.1	Purposive Sampling	41
3.4.2	Simple Random Sampling	41
3.4.3	Multi-Stage Cluster Sampling.....	42
3.5	Data Collection Methods	42
3.5.1	Interviewing	42
3.5.2	Questionnaire	43
3.5.3	Focus Group Discussions.....	43
3.5.4	Documentary Review.....	43
3.5.5	Observation	44
3.6	Data Collection Instruments	44
3.6.1	Interview Schedules/Guides.....	44
3.6.2	Questionnaires.....	44
3.6.3	Focus Group Discussion Guides.....	44
3.6.4	Documents	45
3.6.5	Observation Schedule/Check list	45
3.7	Pre-testing of Data Collection Instruments for Validity and Reliability.....	45
3.7.1	Validity	45
3.7.2	Reliability.....	45
3.8	Procedures of Data Collection	46

3.9	Data Analysis	47
3.9.1	Qualitative Data analysis	47
3.9.2	Quantitative Data Analysis	47
3.10	Measurement of Variables	47

CHAPTER FOUR PRESENTATION, ANALYSIS AND INTERPRETATION OF RESULTS 49

4.0	Introduction	49
4.1	Demographic Characteristics of the Respondents	49
4.1.1	Age bracket of Respondents	49
4.1.2	Distribution of the Respondents by sex	50
4.1.3	Education levels of the Respondents	50
4.1.4	Response rates of the Respondents	51
4.2	Presentation of Research Findings.....	51
4.2.1	Objective one	51
4.2.2.	Prioritization of Needs by the Communities	52
4.2.3	Costs, benefits and Desires of the Community and Prioritization of Needs.....	54
4.2.4	Harmonization of Needs by LGs and their Prioritization	55
4.3	Objective two.....	57
4.3.1	Decision Making.....	58
4.3.2	Communication	59
4.3.3.	Accountability.....	61
4.4	Objective Three.....	66
4.4.1	Planning	66
4.4.2	Decision Making.....	67
4.4.3	Work Quality	68
4.5	Objective Four	70
4.5.1	The Policy of Prohibiting Coaching in Schools and Encouraging Remedial Teaching by Government and the Quality of UPE.....	70
4.5.2	The Policy of Automatic Promotion of Children in UPE Schools	

Quality of education under UPE	71
4.5.3 The Policy of Prohibiting the Administration of Corporal Punishments in Schools and Enrollment in UPE school	72
4.5.4. The Policy of giving Priority to Children with Disabilities (Special Needs) over Normal Children and Equity and Accessibility to UPE	73
4.6 Analysis and Interpretation of Results	73
4.6.1 Objective One	73
4.6.2 Regression Analysis Results on the Prioritization of UPE Needs	74
4.6.3 Objective Two.....	75
4.6.4 Regression Analysis on Stakeholder Participation	76
4.6.5 Objective Three.....	78
4.6.6 Regression Analysis on Participatory Monitoring and Evaluation	78
4.6.7 Objective Four	81
Chapter Five Summary, Discussion, Conclusion and Recommendations	83
5.0 Introduction	83
5.1 Summary of the Research Findings	83
5.2 Discussion of the Field Results.....	87
5.3 Conclusion	92
5.4 Recommendations	93
5.5 Recommended Areas for Further Research in the Study Area	94
References	95
Appendices.....	i
Appendix 1: Interview Guide for the Key Informants at the District and the Sub-county/Division	
Appendix 2: Questionnaire for PDCs, SMCs and NGOs/CBOs	
Appendix 3: Topic Guide for Focus Group Discussions for Community Beneficiaries	
Appendix 4: Observation Checklist/Schedule	

LIST OF ABBREVIATIONS/ACRONYMS

ACAO	-	Assistant Chief Administrative Officer
AIDS	-	Acquired Immuno Deficiency Syndrome
CAO	-	Chief Administrative Officer
CAP	-	Chapter
CARE	-	Carry American Relief Everywhere
CBOs	-	Community Based Organizations
CBP	-	Community Based Planning
CFO	-	Chief Finance Officer
CSOs	-	Civil Society Organizations
DEO	-	District Education Officer
DDCs	-	District Development Committees
DDP	-	District Development Plan
DFDP	-	Decentralization Financing and Development Program
DLG	-	District Local Government
DPMD	-	Development Policy Management Division
DTPC	-	District Technical Planning Committee
EFA		Education for All
FAMS	-	Financial and Administrative Management System
FY	-	Financial Year
GoU	-	Government of Uganda
HPPG	-	Harmonized Participatory Planning Guidelines
HIV	-	Human Immuno Virus
HLG	-	Higher Local Government
HUMC	-	Health Unit Management Committee
IDEAL	-	Intensive District Approach to Education for All
IDPs	-	Integrated Development Plans
IFMS	-	Integrated Financial Management System
ISD	-	Infrastructure and Service Delivery
JICA	-	Japanese International Cooperation Agency
LC	-	Local Council

LDCs	-	Least Developed Countries
LG	-	Local Government
LLG	-	Lower Local Government
LPP	-	Local Planning Process
LSGA	-	Local Self Governance Act
MDGs	-	Millennium Development Goals
MDP	-	Municipal Development Plan
MISR	-	Makerere Institute of Social Research
MoFPED	-	Ministry of Finance, Planning and Economic Development
MoLG	-	Ministry of Local Government
NGOs	-	Non-Governmental Organizations
NRM	-	National Resistance Movement
ODI	-	Overseas Development Institute
PDCs	-	Parish Development Committees
PHC	-	Primary Health Care
PPB	-	Participatory Planning and Budgeting
PRIA	-	Participatory Research in Asia
PTAs	-	Parent-Teacher Associations
S/C	-	Sub-county
SFG	-	School Facility Grant
SMC	-	School Management committee
TPC	-	Technical Planning Committee
UC	-	User Committee
UG	-	User Group
UPD Net	-	Uganda Participatory Development Network
UPE	-	Universal Primary Education
UPWARD	-	Users' Perspectives With Agricultural Research and Development
UNDP	-	United Nations Development Program
UNICEF	-	United Nations Children's Fund
USAID	-	United States Agency for International Development
VDCs	-	Village Development Committees

ABSTRACT

This study was conducted to establish how decentralized planning affects the performance of UPE in Tororo District Local Government.

The study had four objectives; to establish how the prioritization of needs by the communities affects the performance of UPE, to establish how stakeholder participation affects the performance of UPE, to establish how participatory monitoring and evaluation of UPE affects its performance and to establish the moderating influence of government policies on decentralized planning and the performance of UPE in Tororo District Local Government.

The study used a case study design and adopted both quantitative and qualitative approaches of research. The study population was 457, while the sample size selected was 307 using R.V. Krejcie and D.W Morgan, (1970).

The regression analyses have revealed that decentralized planning as an independent variable has not significantly affected the performance of UPE in TDLG.

Among the major recommendations made was that there is need to streamline the prioritization of UPE needs in the participatory planning process There is also need for government to recruit more teachers to ease the burden of the high pupil-teacher ratio for effective teaching and learning and to allow teachers take care of the slow learners who require remedial lessons. Also, parents need to provide mid-day meals to their children in order to improve on their performance.

CHAPTER ONE

INTRODUCTION

1.0 Introduction

“This study investigated how decentralized planning has affected the performance of Universal Primary Education (UPE) in the Local Governments of Uganda”. Decentralized Planning was conceived as the independent variable while the performance of UPE was the dependent variable.

This chapter presents the background to the study, statement of the problem, purpose of the study, objectives of the study, research questions, hypotheses, the conceptual framework, the significance of the study, justification of the study, scope of the study, limitations of the study and operational definitions of terms and concepts used.

1.1 Background to the Study

1.1.1 Global Overview

However omniscient the Central Government considers itself to be, it will never be able to produce plans at district level that can take into account the diversity of settings and conditions existing in a single country especially in large and heterogeneous countries with tens of districts to manage. Decentralized planning is the means for improving quality of services to the local people (Hutton, 2003).

The introduction of Participatory Planning and Budgeting (PPB) by a number of local authorities throughout the world has improved the responsiveness, transparency and accountability of public investment and public service delivery. (UNDP, 2006).

In the Kerala State in India in 1996, a coalition of governing parties launched the “People’s Campaign for Decentralizing Planning” in which over 1200 local governments, including both municipalities and different levels of rural administration were given new functions and more power in decision-making, as

well as greater discretionary budget authority. The campaign sought to move beyond the devolution of financial resources and management functions and to improve on public service delivery and infrastructure provision, the local redistribution of resources and improved governance with greater participation. (Commins, 2007). An assessment of participating organizations revealed that the campaign did improve government agencies' performance along all dimensions – the biggest improvement being in child development services, road construction and maintenance, and housing for the poor. (Ibid).

According to Commins (2007), the Bolivian experience on decentralized planning is different from the Keralan one. The Bolivian law of popular participation involved both the municipalities as local governments and registered community based organizations (CBOs) in the planning process. The law sought to strengthen the registered community based organizations in both rural and urban areas to participate in the elaboration of five year Municipal Plans. Various forms of CBOs were eligible and assigned certain rights and duties covering a range of programs, including service delivery of various types depending on the context and participatory decision-making.

By sharing in the management of financial resources, CBOs would be able to hold municipalities to account for the use of financial resources. This included the establishment of vigilance committees to act as overseers or monitors of the municipal councils.

According to *Local Government Infrastructure and Service Delivery: A case study of the Decentralized Planning and Development Programme – NEPAL, 1st draft (final version), 6 November 2003*, local planning process (LPP) is undertaken by the District Development committees (DDCs) and the Village Development Committees (VDCs). The VDCs enjoy considerable autonomy in formulating development plans, annual planning and budgeting. This autonomy is enshrined in the Local Self Governance Act (LSGA) of 1999.

The DDCs are assigned wide ranging responsibilities for local administration and service delivery; responsible for drawing up District Periodic Plans and for annual

planning and budgeting. DDCs have statutory responsibilities to provide VDCs with technical backstopping in the planning process.

1.1.2 Regional Perspective

In recent years, the tendency of African Central governments to abuse their power, along with the failure of centralized systems to deliver socio-economic development, has increased attention to decentralization as an institutional means to check the power of central governments. In line with liberal prescriptions for African political economy, governments are seeking ways to make democratic processes more direct and accessible to their citizens, while at the same time governments are also seeking to decrease the role of central government in planned development. (Crook 1994; Kasfir 1983; Olowu and Smoke 1992).

Democratic decentralization, that is, the transfer of authority, decision and management responsibilities from central governments to lower levels of government, as well as accountability to local residents leading to local governance is one way to achieve these goals and this has been realized through decentralized planning in a number of African states. (Olowu and Wunsch, 2004).

In Ghana, the lowest planning unit is the District Assembly. Decentralization policy encourages the participation of communities in the district planning process. (ODI: Natural Resource Perspectives, Number 88, October 2003)

Local governments or District Assemblies have been established as planning authorities by the Local Government Act of 1993 (Act 462), the National Development Planning (systems), Act of 1994 (Act 479) and the National Development Planning Commission Act of 1994 (Act 480), District Planning and Co-ordinating Units (DPCUs) ensure that planning functions of District Assemblies are undertaken.

(Module A: Decentralization Policies and Practices: Case study Ghana-Participants' Manual, June 2003).

The Integrated Development Plan System in South Africa is the new system of decentralized planning where all local authorities are required to develop five-year Integrated Development Plans (IDPs) with community participation, and with frequent reviews by the municipalities of the participatory processes and mechanisms used. The ward is the lowest planning unit. (ODI: Natural Resource Perspectives, Number 88 October 2003).

In Zimbabwe, political turmoil delayed the effective start of community based planning. Community based planning started in 2002 with the establishment of District Training teams which led the process in all districts and in turn trained core facilitation teams for each ward, who have actually done the ward planning. Like in the case of South Africa, the ward is the lowest planning unit in Zimbabwe. (Ibid).

1.1.3 Decentralized Planning in Uganda

The history of Uganda right from the pre-independence period to date reveals shifts from centralized planning to decentralized planning at different times as reflected below:

The 1955 District Councils Ordinance for instance gave district councils substantial degree of autonomy and control over their budgets and the power to levy some taxes. District councils, therefore, had significant responsibility over service delivery and were allowed to elect their council members and to collect local revenue. However, the power over borrowing and expenditure was a preserve of the central Government and the local technical personnel had to report to the line ministries. (Decentralization Policy Strategic Frame work, November 2006).

Although the 1960 Munster Relations Commission which was appointed to examine the relationship between Central Government and the Local Governments recommended that Uganda should be a single democratic state with a strong government at the centre, the Kingdoms of Buganda, Ankole, Bunyoro and Toro enjoyed federal relationship with the Central Government. The Kings, for instance, had some limited powers to plan for their kingdoms and to appoint chiefs for the

smooth administration of their Kingdoms. The rest of the country depended on centralized planning and service delivery by the centre. (Karugire 1980:123).

At independence in 1962, Uganda adopted a centralized system of governance to strengthen central control and promote national unity. (Kasami 1997:22). Needless to say that at independence, centralised planning and service delivery was the mode of governance. The central government had effective control over the resources and their allocation.

Consequently, in 1963, the Uganda Planning Commission was established to plan for economic and social development of the country and promote state intervention in the private sector (Ibid).

The Constitution of the Republic of Uganda (1995), stipulates that under the decentralization policy, decentralized planning is the process by which the local people determine their local priorities and needs. Article 176 2(b) and (e). Article 190 of the same Constitution provides that the District Councils shall prepare comprehensive and integrated development plans incorporating the plans of lower level local governments for submission to the National Planning Authority.

The National Planning Authority is established by Article 125 of the said Constitution.

Section 35 of the Local Government Act, CAP. 243 provides for the establishment of a district planning authority as stipulated below:

The district council is the planning authority of a district. The district planning authority shall, in addition to the procedures it establishes for itself, work according to the guidelines established by the National Planning Authority.

The District Council shall prepare a comprehensive and integrated development plan incorporating plans of lower level local governments for submission to the

National Planning Authority, and lower level local governments shall prepare plans incorporating plans of lower councils in their respective areas of jurisdiction.

Section 36 of the Local Government Act, CAP. 243 establishes district technical planning committee which is charged with the duty of co-ordinating and integrating all the sectoral plans of lower level local governments for presentation to the district council. Section 37 of the same Act provides for the establishment of planning units both at the district and the lower local governments for the purpose of co-ordinating the planning process and integrating plans right from the grassroots. This is meant to enhance community participation in the affairs that affect their livelihoods and own the decisions they make.

The concept of Community Based Planning (CBP) approach was piloted in Bushenyi District Local Government under the Local Government Development Program, (LGDP), and CARE Uganda in 2002. Additionally, the Uganda Participatory Development Network (UPDNet) was brought in to provide expertise in communication and to mainstream the CBP process across those stakeholders working on participation issues. (MOLG –CBP in Uganda. Final Report of the CBP Project October 2004)

This CBP methodology was piloted by Bushenyi DLG in all the 170 parishes then and training on the same started in December 2001 and the Parish Development Plans were then formulated in March/April 2002; linking into the development of the sub-county and district development plans.

It was from this pilot study that the government of Uganda developed final guidelines on CBP for local governments which were first issued in March 2002 and supported by training. Progress with their use has been reviewed and the Harmonized Participatory Planning Guidelines (HPPG) developed and constantly reviewed to guide both Higher Local Governments and Lower Local Governments in the decentralized planning process nationwide. It is a bottom-up approach. (ODI: Natural Resource Perspective Number 88, October 2003).

1.1.4 Decentralized Planning in Tororo District Local Government

The planning and budgeting process in local governments is highly participatory and bottom-up (MoLG, 2004). The institutions responsible for planning and budgeting are; the District Executive Committee, the technical planning committee, the budget desk, the standing committees of council and the council itself (GoU, 1997). The council is the planning and budgeting authority but it is facilitated in its work by the executive headed by the District Chairperson. The council determines policies and proposals and provides vision and mission for the district. The Vision for Tororo District Local Government is *“To have a healthy, productive and Prosperous people living in a clean environment”*.

Mission: *“To serve the community through co-ordinated delivery of services which focus on national and local priorities and promote the sustainable development of the district”*. This mission is in line with the decentralization policy which ushered in decentralized planning under the National Resistance Movement Government (NRM).

The TPC which is chaired by the CAO translates council’s policies into the Three Year Development Plan. The Budget Desk costs the plan based on the available budget envelope. The draft plan and budget estimates prepared by the TPC and the budget desk are forwarded to the respective committees of council for review and subsequent presentation to the council for approval as the Planning and Budgeting Authority. (Olaa, 2004).

The Planning process begins at the village level with each village or community producing a village/community Action plan. These plans are then incorporated by the Parish Development Committee, (PDC) into a parish plan, which is then passed on to the sub-county level. The resulting sub-county plan may be implemented at the sub-county level if resources are adequate and available or else they are forwarded to the district as unfunded priorities for district funding. The District

TPC then produces an integrated plan incorporating the lower local government priorities as well; by convening a budget conference which is attended by councilors, heads of department, sub-county chiefs, members of Parliament and other members of the public including the civil society organizations. As noted earlier, the planning process is ratified by the council. (Bazaara, 2002: 16).

1.2 Statement of the Problem

With the adoption and implementation of the decentralization policy in Uganda, it was thought that the people would be empowered through the local council authorities to identify their needs, prioritize them, mobilize resources, plan activities in addressing their local needs, implement them, monitor and evaluate their implementation and progress and that these would improve on service delivery and the general standard of living of the people. (Rutagira 2008).

In view of the above, decentralized planning was intended to enhance people's participation in decision making and ownership of the different development programs in their localities with the view of improving service delivery but the reality is that service delivery in Tororo District Local Government is still very poor and wanting especially in the performance of UPE as portrayed in table 1.1 below:

Table 1.1 PLE Performance For The Last Five Years

	1	2	3	4	U	X	REG	SAT	DIV I %	PASS%	%FAIL
2009	148	1991	2318	1548	1504	280	7792	7511	2.0	79.9	20.1
2008	55	1080	2142	1126	1488	272	6163	5891	0.9	74.7	25.3
2007	103	2024	1430	862	884	333	5636	5303	1.9	83.3	16.7
2006	104	1894	1407	839	770	384	5397	5014	2.1	84.6	15.4
2005	67	2313	2462	1466	1853	866	9027	8161	0.8	77.3	22.7

*Source: The District 3 Year Development Plan FY 2006/2007/
2007/2008/2008/2009*

The table above reflects an increase in the failure rates and a decrease in Division one scores. This is a negative trend which implies that the decentralized planning for the education service delivery has not been handled well. Some the UPE needs have not been catered for by the different stakeholders in the process and therefore

the poor academic performance reflected in the above table; hence the need for this study.

1.3 Purpose of the Study

The purpose of this study was to establish how decentralized planning has affected the performance of UPE in Tororo District.

1.4 Objectives of the Study

1. To establish the extent to which prioritization of needs by the communities affects the performance of UPE in Tororo District Local Government.
2. To establish the extent to which stakeholder participation affects the performance of UPE in Tororo District Local Government.
3. To establish the extent to which participatory monitoring and evaluation of UPE affect its performance in Tororo District Local Government.
4. To establish the influence of government policies on decentralized planning and the performance of UPE in Tororo District Local Government.

1.5 Research Questions

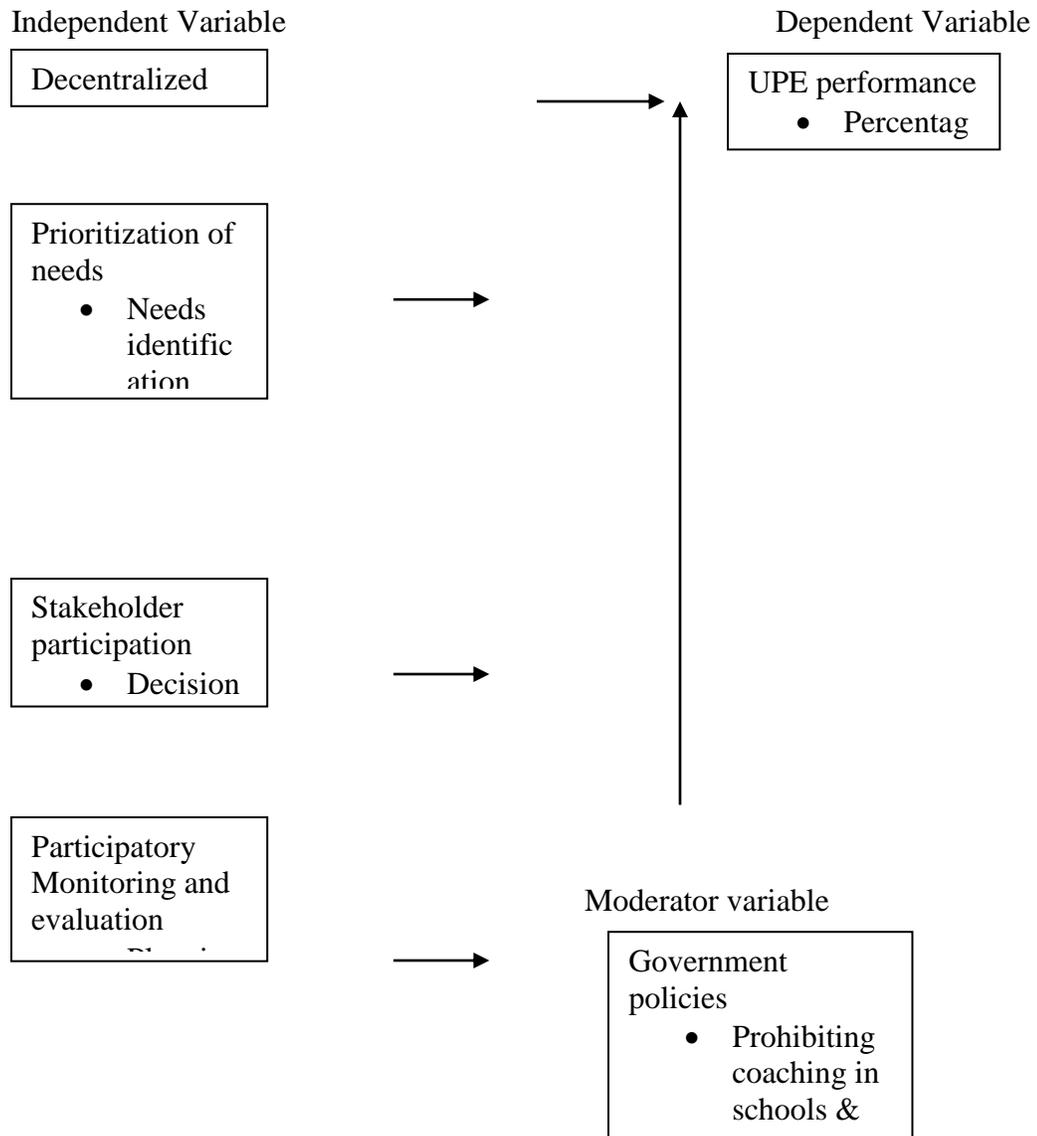
1. How does prioritization of needs by the communities affect the performance of UPE in Tororo District Local Government?
2. How does stakeholder participation affect the performance of UPE in Tororo District Local Government?
3. How does participatory monitoring and evaluation of UPE affect its performance in Tororo District Local Government?
4. How does government policies influence decentralized planning and the performance of UPE in Tororo District Local Government?

1.6 Hypotheses of the study

1. Prioritization of needs by the communities highly affects the performance of UPE in Tororo District Local Government.
2. Stakeholder participation in decentralized planning is positively related to the performance of UPE in Tororo District Local Government.
3. Participatory monitoring and evaluation of UPE positively affects its performance in Tororo District Local Government.
4. Government policies greatly influence the effect of decentralized planning on the performance of UPE in Tororo District Local Government.

1.7 Conceptual Framework

DECENTRALIZED PLANNING AND THE PERFORMANCE OF UPE



Source: *Adopted from Ostrom 1990, Robinson 2003, MoLG Project Monitoring and Evaluation Trainer's Manual for HLGs (2003)*

EXPLANATION OF THE CONCEPTUAL FRAMEWORK

Decentralized Planning

Nkalubo, (2007) contends that decentralized planning puts emphasis on bottom-up approach to planning. She argues that within this process, the members have to identify their needs, analyze them, implement, manage, do the monitoring and evaluate the projects.

This view is shared by Rondinelli, (1984) who looks at decentralized planning as an approach to planning that involves people's participation in decision making at the grass root level through the creation of an enabling environment. Decentralized planning is believed to have far reaching effects on the quality of UPE, accessibility, Equity and quantity concerns.

Under decentralized planning, it is believed that the local people are able to identify their needs better, weigh them according to their importance before making a decision to implement them. This process involves consensus building by all the stakeholders and has a direct bearing on the quality of service provided, its quantity, accessibility to and equity (Robinson 2003).

When all stakeholders are involved in the decision making process, effective communication and accountability, they are most likely to influence the kind of service they get, its quality, quantity, accessibility and its fair distribution to all the beneficiaries (Commins 2007).

When the local people, political leaders, technical staff and other stakeholders continuously and periodically assess the progress of the implementation of programs and projects, variations from the planned activities are likely to be identified and corrected in good time thereby resulting into the provision of quality services.(MoLG Project Monitoring and evaluation; Trainers' Manual for HLGs (2003)

Government policies have been treated as the moderating variable. A government policy like automatic promotion of pupils under the Universal Primary Education, can influence the effect of decentralized planning on the implementation of UPE. (Guidelines on policy, roles and responsibilities of stakeholders in the implementation of Universal Primary Education (UPE), (1998).

1.8 Significance of the study

The findings of the study may help policy makers to refine some of the policies like Universal Primary Education policy; for better service delivery.

The study may help other local governments to come up with suitable ordinances to improve upon service delivery in their respective local governments.

The findings of the research may too enable Tororo District Local Government to identify the constraints in the decentralized planning process and address them accordingly in the view of enhancing service delivery.

The research too may provide a basis for further research by other scholars/Researchers.

1.9 Justification of the study

Limited research had been conducted to establish the effect of decentralized planning on the implementation of UPE since its inception in 1997. This study therefore intended to fill that information gap. Whereas a number of similar studies had been conducted in Uganda, most researchers had not examined the possible effects of monitoring and evaluation on the implementation of UPE . This study, therefore, intended to fill that gap. It is therefore hoped that the findings of this research will enable government to have a fair picture of the implementation of UPE programme.

The study also intended to employ a triangulation approach in as far as methodology is concerned. Both quantitative and qualitative data collection

methods and analysis were employed. The findings of the qualitative data collections methods and analysis augmented quantitative data collection methods and analysis and vice versa, thereby overcoming the deficiencies of a single method study. (Amin 2005:74).

1.10 Scope of study

1.10.1 Geographical scope

The study covered the two counties in Tororo District Local Government namely; West Budama County and Tororo County. The study also covered Tororo Municipal Council in order to assess the effect of decentralized planning on the performance of UPE in the urban setting. Out of the nine rural sub-counties of West Budama, two of them, Paya and Rubongi were randomly sampled and studied. Equally, out of the six rural sub-counties of Tororo County, one of them Mukuju was sampled and studied. The two Town Councils of Malaba and Nagongera did not form part of this study, being new establishments. However, to have an urban feel of the study, one of the two divisions of the Municipal Council; Western Division was sampled using simple random sampling technique and studied. The study therefore, involved three rural sub-counties and one division of the Municipal Council.

1.10.2 Time Scope

This study established how decentralized planning has affected the performance of UPE for a period of five financial years, FY 2005/2006, 2006/2007, 2007/2008, 2008/2009 and 2009/2010. This period was chosen because in the FY 2005/2006, government abolished Graduated tax payment which was the major source of local revenue to most local governments and this may have had an effect on the planning process and service delivery in most local governments (Basharizi, New Vision 09-06-2005). In the financial year 2006/2007, government instituted Graduated Tax compensation grant of 30 billion Uganda Shillings to the local governments. In the FY 2007/2008, government stopped the funding of the Graduated Tax compensation grant to local governments and introduced local service tax to replace

graduated Tax and broaden the revenue bases of the districts (Basharizi, New Vision 15-06-07). The local service tax however did not take effect and government re-instated Graduated Tax Compensation. This period of study was chosen with intention to investigate whether such government policies may have affected decentralized planning process and service delivery in the local governments particularly the implementation of UPE.

In extending the time scope to 2008/2009 and 2009/2010, that is, five financial years, the research would fairly establish the effect of decentralized planning on the implementation of UPE in Uganda.

1.10.3 Content Scope

The study investigated the effect of decentralized planning on the implementation of UPE in Tororo District Local Government with particular focus on the prioritization of needs by the communities, stakeholder participation in the decentralized planning and participatory monitoring and evaluation as the dimensions of decentralized planning and their effect on the quality, quantity, equity and access to Universal Primary Education. The influence of government policies on decentralized planning and the implementation of UPE too was part of the research process.

1.11. Limitations of the Study

Due to financial constraints, the study was limited to only three rural lower local governments out of the fifteen rural lower governments and one urban lower local government out of the four, and the district headquarters leaving out the Municipal Council. However, it is hoped that the findings of the study are representative enough and can be generalized to the wider population of TDLG and other local governments of Uganda in as far as the effect of decentralized planning on the implementation of UPE is concerned.

This research was also constrained by the fact that not all the expected respondents were accessed more especially the community members (beneficiaries) of UPE program. Out of the expected 377 respondents who were

supposed to participate in the focus group discussion, only 238 actually participated giving a response rate of 63%. This was partly because most of them are farmers and the research was conducted during the first rain season when most of them were busy in their fields. It is, however, hoped that this didn't significantly affect the quality of the findings and therefore, its generalization to the wider study population.

1.12. Operational Definitions of key concepts and Terms

Although a number of scholars have defined the following terms/concepts differently, for the purpose of this study they meant the following:

Decentralization

Is taken to mean the transfer of powers, more resources, responsibilities and decision making autonomy from central government to local governments, to enable them manage and direct their local affairs.

Decentralized planning

Refers to the "bottom-up approach" to the planning process where there is direct involvement of people in the identification of needs, their prioritization, decision making in the implementation of development programs and projects, their monitoring and evaluation, and sharing the benefits from them in order to achieve concrete development.

Universal Primary Education

Referred to the provision of Universal and compulsory Primary Education.

Centralized planning

Is taken to mean the "top-bottom approach" to the planning process where decisions about prioritization of needs, implementation of development programs and projects are all done by the central government ministries.

Third World Countries

Referred to the least developed countries of the World. (LDCs)

Central Government

Is taken to mean line government ministries.

Local Government

Referred to districts, municipalities, divisions of the municipalities, town councils and sub-counties.

Administrative units

Is taken to mean county (LC 4) council, parish council /ward and LC 1 councils or cells.

Ordinance

Referred to a piece of subsidiary legislation enacted by the District council.

Graduated Tax

Means an annual levy on wealth, property and incomes instituted by local governments on adult males of or above eighteen years for public purposes (GoU, 1997).

Colonialism

Referred to the policy of acquiring colonies and keeping them dependent.

Independence

Is taken to mean the attainment of self governance by the countries hitherto under colonial rule.

Deconcentration

Is a form of decentralization whereby decision making authority and financial and management responsibilities are merely re-distributed among different levels of the central government.

Devolution

Is another form of decentralization which involves the transfer of authority for decision making, planning, resource allocation, finance, and management to quasi-autonomous units of Local Government with corporate status. (Rondinelli and Cheema, 1985)

Participatory Monitoring and evaluation

Participatory monitoring is taken to mean the continuous assessment of the progress of the various programs and projects by the local people, political leaders and technical staff of the sub-counties and the district.

Evaluation on the other hand shall refer to the periodic assessment of the programs and projects under implementation by technical staff of the local government and central government.

Prioritization of needs

Is taken to mean the process by which the local people weigh and attach value to a number of needs they have depending on their degree of importance.

Stakeholder participation

Referred to the process of decision making, communication and accountability by all the stakeholders.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter reviews related literature on the research topic: Decentralized Planning and the performance of UPE in Local Governments of Uganda.

The chapter presents the theoretical review to the study (theoretical review), conceptual review in which: Prioritization of needs, stakeholder participation, and participatory monitoring and evaluation as dimensions of decentralized planning are reviewed. Literature on Government policies and their influence on decentralized planning and implementation of UPE was too reviewed.

The sources of literature were Journal Articles, text books, conference presentations (papers), Government reports and dissertations.

The literature review was thematically arranged following the study objectives and the research questions.

2.1 Theoretical Review

In an attempt to explain the effect of decentralized planning on the implementation of UPE in Uganda, this study adopted the Fiscal Decentralization Model (FDM). (cited by Silver C, Beard A.C and Mirafat F in Werlin, (1992).

The model assumes that the devolution of administrative and planning responsibilities from central to local governments is the key to greater market participation and to efficient delivery of services that traditionally were provided by inefficient, centralized state structures. The financial framework thus propounded ways to strengthen local revenues so as to reduce the significant dependence on inter-governmental transfers, to bring the cost of, and the revenue from, services into closer geographical proximity; and, for inter-governmental transfers, to use block grants rather than earmarked transfers whenever possible

and thus to enhance local discretion. The assumption is that, if local governments are given more flexibility in allocating funds, they will do a better job of matching resources with needs than central government agencies did. The fiscal decentralization package also includes tax reforms; new sources of local revenue; more efficient revenue collection (presumably due to greater local involvement); and raising the rates charged for basic public services so that residents bear more of the costs.

In an attempt to fulfill the above conditions/demands of the model, Uganda has had to initiate a number of reforms: The liberalization of the economy, the privatization of the public enterprises in the late 1980s and early 1990s were all efforts in fulfillment of the establishment of greater market participation for effective service delivery. The various local revenue enhancement strategies and tax reforms like user fees/ cost sharing in government health units and hospitals to raise local revenue for the health staff to boost their welfare, the introduction of road tolls to boost local revenue performance of local governments, the introduction of local service tax in the FY 2007/2008 among others, have been answers to the calls of the fiscal decentralization model so as to improve upon the service provision and reduce on the dependence on inter-governmental transfers as demanded by the model. Under LGDP II, Urban councils and district councils were supposed to have Local Revenue Enhancement Plans as a performance measure to boost local revenue performance so as to enhance social service delivery by all local governments.(MoLG, second Local Government Development Program (LGDP II), Operational Manual for LGs, May 2004). (MoLG, Assessment check list for HLGs and LLGs, July 2008).

Uganda seems not to have scored highly in most of the above attempts. The introduction of cost-sharing and road tolls met a lot of resistance from the public and consequently were scrapped by government in the year 2000. (GoU, 2000). The introduction of local service tax in the FY 2007/2008 too has hit a snag because the MoFPED did not issue clear guidelines on the operationalization of the said tax.

Finally, the fiscal decentralization model calls for a system of inter-governmental transfers using distribution formulas that would be more transparent, removing opportunities to exact rents in return for favourable treatment, and that would enable localities to anticipate revenue flows better and thus plan effectively for future needs. This seems to be in line with Uganda's decentralization policy: The Seventh Schedule of the Constitution of the Republic of Uganda 1995, spells out the formula for issuing out unconditional grants to local governments and Article 193 of the same Constitution spells out the specific grants to local governments namely; unconditional, conditional and equalization grants. The creation of the Local Government Finance Commission by Article 194 of the Constitution of the Republic of Uganda, 1995, and sections 74 and 76 of the Local Governments Act CAP. 243, as an independent body, were all in fulfillment of the demand of this model; with a view of enhancing service delivery.

The Local Government Finance Commission was established to ensure sufficient resource allocations to local, elected administrators (Werlin, 1992).

In recent years, however, the inability of local officials to exercise their authority effectively in delivering services has reduced their administrative autonomy. (Ibid). It should also be noted that the 10% flexibility to districts in allocating LGDP II funds has not enabled local governments to do any better job in matching the resources with the local needs as the model had envisioned. This flexibility level is very low for any local government to enhance any meaningful resource allocation. That is the more reason why the model has significantly failed to reduce dependence on inter-governmental transfers.

In line with this failure, in his presentation on sector wide approach on decentralized health system, (Hutton, 2003) reports that in Uganda, locally raised taxes are too small to plan meaningful health system development at the sub-district level, and central government funds are relied upon for the implementation of these plans.

2.2 Conceptual Review

2.2.1 Prioritization of needs by the communities and the performance of UPE

According to the legal provisions quoted earlier in earlier presentations, ideally the planning process is supposed to begin from the village level with a village meeting where all the stakeholders identify their problems and needs, rank them in order of importance i.e. prioritize them considering the desires of the people, the likely benefits against the possible costs, and forward them to the Parish Development Committee (PDC) that comes up with the Parish Priorities (Projects), makes recommendations and forwards them to the sub-county. The Sub-county through the respective institutions of the TPC, the sectoral committees, the executive committee and council selects from the parish priorities what to implement and forwards the remaining to the district council for consideration. (Olowu and Wunsch, 2004).

In support of this process, Rondinelli, (1983) asserts that decentralized planning has been seen as particularly relevant to meeting the needs of the poor. It is argued that if development is to mean the eradication of poverty, inequality and material deprivation, it must engage the involvement and mobilization of the poor.(Ibid).

Conyers, (1990) too contends that participation in decentralized planning is the means of tailoring plans to meet regional or local needs and conditions because planning is undertaken by people who are familiar with the local environment and are more likely to represent their interests than central planners. The study, however, on the contrary established that in TDLG, the local people hardly determine the UPE priorities during the participatory planning process. It was established that UPE priorities are determined by the MoE&S and enforced by the Office of the DEO- this finding is in line with Dele and Wunsch's view when they question whether the transfer of authority, resources, and accountability and the development of an open local political process and local political and administrative institutions are working in ways that suggest local priorities and needs are driving local decision making.

The above question is answered by the UNDP Capacity Development Action Briefs Report on Capacities for Participatory Planning through dialogue and priority setting, (July, 2007, Number 3) that indicates that studies in the field revealed that there is often a natural tension between national development priorities commonly established by such frameworks as the MDGs, and the empowerment of communities to determine their own priorities.

In an effort to address such challenges, the government of Mozambique adopted an innovative approach to local development through participatory deconcentration, where participatory district planning provided avenue for cross-sectoral priority-setting and greater responsiveness to community concerns (Ibid).

In Bolivia, in order to ensure community priorities are well reflected in the local plans and budgets, a watchdog organ called Vigilance Committees were set up (Goetz and Gaeta, 2001; IDS, 2002).

Nsibambi, (1998) in the case of Uganda notes that there is lack of consensus by councilors on priorities. While observing that setting priorities and costing them are very critical stages in the budgeting process, in his research, -

When councilors were asked to rank PHC, UPE, allowances and salaries for district councilors and civil servants, feeder road construction and maintenance and marketing the agricultural produce for the district in order of importance, results indicated no consensus on prioritization as priorities were lopsided and dictated by personal considerations. Payment of allowances and salaries for councilors and civil servants ranked first, followed by feeder road construction and repair, primary education, Primary Health Care and Marketing of Agricultural produce. This kind of ranking of priorities significantly affects service delivery in most local governments.

Apart from the problem of lack of consensus by local councilors on the prioritization of needs as pointed above, Nkalubo, (2007) observes that the prioritization of needs is sometimes dictated upon by donor conditionalities. She

quotes the example of Kabimbiri Trading Centre in Kasawo Sub-county, Mukono District where the local people had prioritized the construction of a vocational Institute to accommodate the school drop outs and the idle youths in the area but because the donor conditionalities were not in line with this identified priority, the project could not be funded under LGDP for FY 1999/2000.

Sometimes the locally elected leaders dictate upon the priorities identified by the local people. In Cote d'voire, the preferences expressed by the local people for roads, social facilities and water supplies did not correspond to spending priorities of the communes, which focused on municipal buildings and secondary schools (Crook, 2001:36).

A similar finding emerged from Ghana, where survey evidence from two districts demonstrated that 70% of the respondents felt that the elected assembly did not respond to their needs. Expressed preferences for road repairs, health facilities, water supplies and electricity were not reflected in district assembly expenditure. Priorities which focused on commercial transport services, farming, manufacturing enterprises or markets, a situation exacerbated by the dominance of recurrent expenditures in district budgets (Ibid:32).

In Nigeria, a study of primary health care in the early 1990s revealed a complete lack of real participation in decision-making despite devolution of responsibility to elected local officials, local residents saw primary health care as unreliable, ineffective and unresponsive to their needs, while councilors were unclear of the health needs of their constituents and had little knowledge of health plans and activities (Ibid:35).

Olowu and Wunsch, (2004) reflecting on Uganda, contend that despite the fact that progress towards a viable democratic, decentralized system has been made in Uganda, there are still serious obstacles to achieving the constitutional and legal provisions of local governance at the L.C. 3 and L.C.5 levels and linking them to

the L.C I level. Until these are addressed, the potential for Uganda's citizens to set and achieve local priorities will be seriously constrained.

Owing to the fact that both districts and sub-counties tend to depend on central government transfers and erratic regressive sources of finances respectively, the consequence is that localities are, infact, still unable to set and meet local priorities. In this regard, Uganda has experienced a move to deconcentration than to devolution or democratic decentralization. (Ibid:198). This is in line with the findings of this study as noted earlier.

The process of prioritization of needs by the community, therefore, is far from reality. Sector/central governments plans are rarely changed to fit local priorities but district approved plans are frequently changed to meet line ministry requirements (Ba'tkin 2001). This development is in support of Tukahebwa's view that decentralized planning in Uganda is "Top-down" approach to planning though not authoritarian. That is why Olowu and Wunsch concur with Nsibambi when they refer to the so called priorities as mere "wish lists".

According to the Uganda Case Report (March 2008), on Local Level Service Delivery, Decentralization and Governance: A comparative study of Uganda, Kenya and Tanzania on Education, Health and Agriculture sectors, contrary to the LGDP planning, the SFG process does not involve the communities in the prioritization of UPE needs and final decision-making. A wish list with proposals is sent from the schools to the higher local governments, but the priorities are made at the district level where the DEO's office has a very important role.

In harmony with the above findings, Kauzya, (2002) has advanced an argument to the effect that while it may be true that "Local Governments act more in accordance with the needs and priorities of local communities than would higher authorities, local governance on its part requires that even higher authorities in accomplishing their share of the job, work in accordance to the needs and priorities of the local community in close partnership with them.

According to the Development Policy Management Division Report, (DPMD Report 2004), it is a right for the grassroots to be consulted and not a favour under decentralized planning. Local government officials should not think for the common man. It is not always right for local government officials to assume that they know the actual needs and priorities before consulting or involving the grassroots.

2.2.2 Stakeholder participation and the performance of UPE

Stakeholder/community participation as a concept focuses on the idea that involving stakeholders in decision-making about their communities and broader social issues has important social, economic and political benefits (Commins, 2007).

In the perspective of decentralized planning, this implies that all the stakeholders namely; Village Councils, Executives, Project Management Committees, Parish Councils, Parish Development Committees (PDCs), Sub-county/division and Town Councils, Executives, Sectoral Committees, Technical Planning Committees, District councils, Executives, Sectoral committees, District TPC and the contracts' committees must be involved in the planning process. (MoLG Community Based Planning (CBP) in Uganda: Final report of the CBP project, October 2004).

Nsibambi, (1998) asserts that decentralization places the decision-making centres close to the beneficiaries and, therefore, creates opportunities for those beneficiaries to gain access to decision-making elites and thus increases chances for effective accountability and transparency in the conduct of public affairs.

On his part, Midgley, (1986:3), participation in decentralized planning is not only one of the goals of social development but also an integral part of the development process. He advances the argument that social development is facilitated if people participate fully in making decisions that affect their welfare. Unfortunately

enough, this is not always the case. The practical experience is that a number of people are always left out in the planning process.

In his research, Rutagira (2008), established that the L.C system is not representative enough in the decentralized planning process. He, therefore, recommends that local government should be extended from the sub-county level to the village level because in his view, the former is too far from the common man. He too recommends direct participation of the common man in decision making as opposed to the representation through councilors. What effect will it make to involve all the villagers in the decision-making process when actually such decisions can be reversed by the higher authorities like the Central Government?

Interestingly enough, Richard (2003) contends that the poor and the underprivileged groups can not contribute in decision-making. That it is the “better-off” who contribute in decision making. This is what Olowu and Wunsch call “the elite capture of the decision-making process”. That it is the elites who dominate in decision-making.

The above view is shared by Smoke, (1999) who asserts that local elites can dominate local decision-making process in developing countries. That where this is the case, other local people may become alienated from the local government and withdraw from participatory opportunities.

Rutagira, (2008) points out the fact that decision-making is militated against by a number of factors like lack of planning and management skills, political and personal conflicts and inaccessibility of funds at the community level. These affect the planning process negatively and consequently service delivery.

Hutton, (2003) in his Sector Wide Approach through a decentralized health system contends that for ideologically and practical reasons, it is perceived as desirable that decisions are made as close to the beneficiaries as possible, and that a functional “representation” system operates. He argues that representation can be at the stage

of priority setting, resource allocation, health service planning, implementation and monitoring and evaluation.

Decision making as part of stakeholder participation is, therefore very critical in as far as the implementation of UPE is concerned.

According to the Local Government Infrastructure and Service Delivery: A case study of the Decentralized Financing and Development Program – NEPAL, November 2003, DFDP has placed a great deal of emphasis on the need to inform the public about Local Government activities - overall DDC allocations have been publicly available through meetings, VDC authorities have been informed (by letter) about the availability of DFDP funds, and DDCs are required to make public the list of approved micro-projects

DFDP has also piloted the use of signboards at micro-project sites (providing basic information on budgets, user committees/user group (UC/UG) members for project implementation, expected completion date, etc), thus providing the general public with (unprecedented amounts of) information about infrastructure and service delivery (ISD). “Project books” have been introduced to be used by UGs/UCs for social audit. In line with the above, this study established that information about membership of committees like the SMCs, the School Finance Committees, the PTA, were displayed on manilas in the Headteachers’ offices as a form communication to the public. However, ideally these pieces of information were supposed to be displayed on the school notice boards which was not the case. In all the four primary schools sampled, Liwira Primary School in Paya Sub-county, Osia Primary School in Rubongi Sub-county, Juba Primary School in Western Division and Kamuli Pagoya Primary School in Mukuju Sub-County, the Headteachers indicated that because their schools were not fenced and therefore not secure, the public would easily destroy such useful information.

Hutton, (2003) contends that a decentralized system clearly increases the ability to account for resources used at lower levels of the system, not only in terms of

appropriate spending (through planning and budgeting) but also to allow financial audits to take place at the location of the activities.

Land and Hauck, (2003) on the other hand argue that decentralization can strengthen a sector wide approach by providing a framework for participatory governance and local accountability for example, in Zambia, the Financial and Administrative Management System (FAMS) was developed, and in Tanzania the Integrated Financial Management System (IFMS) was equally developed.

According to the World Development Report, (2004), “Making services work for poor people”, it is possible to assess and approach service delivery through an accountability model for service delivery that includes three groups of stakeholders: Citizens, as clients, influence policy makers. Policy makers influence services providers, which in turn delivers services to the citizens who are also clients of the services.

There are various ways in which community participation process and mechanisms can strength accountability and also affect service delivery outcomes. Citizens can exert their collective voice (which occurs in the relationship between citizens and policy makers) to influence policy strategies and expenditure priorities at different levels of policy making (national and local) according to their wishes and preferences. In the case of Uganda where policies and guidelines are initiated from above and implemented by the local governments, it may not be possible for the local people to reverse such policies, strategies and expenditure priorities as claimed.

Strengthening the citizens’ voice enhances accountability of policy makers motivating them to be responsive to the needs of communities and stimulates demand for better public services from service providers. Local communities can be empowered by law to recall their leaders, which motivate elected leaders to be more responsible to the needs of their communities. Citizens can also exercise power as the end users of services, described in the world Development Report 2004 as

“client power” over service providers and hold them accountable for access, quantity, and quality of services. Improved information about services being provided at the local level, as well as a choice of providers, can represent important elements of client power (Ibid).

This seems to be a good postulation. However, practically in Uganda, it is very difficult for citizens to hold policy makers accountable. It is true that the local communities in Uganda are empowered by law to recall their elected leaders if they are not performing to the expectation of the electorate. But how many members of parliament have been recalled by their electorate as a matter of accountability? What about the councilors to the district and sub-counties?

Additionally, Commins, (2007) advances the argument that policy makers exert influence as the providers through an implicit or explicit contractual relationship, which the World Development Report 2004 referred to as compact or management. The service provider is to deliver a given level of performance following administrative instruction or according to a contract, and the policy maker uses the instruments of financing, regulation and monitoring and evaluation to exert control. In line with this, the study established that primary school headteachers sign performance contracts with the Senior Assistant Secretaries in charge of the respective sub-counties in order to promote academic performance in the UPE schools. This is done annually. However, there has not been any significant improvement in the performance of pupils under UPE schools in Tororo District Local Government.

Local communities can also hold service providers accountable at the point of service delivery. This can involve water user groups, hiring and monitoring teachers, as with the Educo program in El Salvador, formation of Parent-Teacher Associations (PTAs) or the establishment of health action councils (Ibid). This is plausible too. In Rwanda for instance, Parents and Teachers Associations were given the mandate to take over the management of schools working with the head teachers. And this has been proven successful. In some provinces the PTAs have mobilized and recruited additional teachers (paid by the parents) to reduce the

teacher/pupil ratio. This is not the case in Uganda and more particularly in Tororo District Local Government where the teacher- pupil ratio stands at 1:72 which is above the national average.

Olowu and Wunsch, (2004) assert that a number of more direct voice accountability systems are being developed in some African countries and elsewhere and they include: Participatory Budgeting: to better link citizens to resource allocation process; service delivery surveys, to better understand consumer need; user groups and contacts; to ensure more sustainable service delivery; Increased Transparency in Revenue Sharing Allocation and Use; to allow members of the Public to understand the volume and uses of resources the local governments receive from the centre; Increased levels of Revenue Autonomy; to provide clear links between revenues and expenditures for local citizens in some cases. This study established that these accountability mechanisms are not very functional in Tororo District Local Government. The UPE needs identification and prioritization was found not to be very participatory. The needs are determined majorly by the MoE&S and financed accordingly.

Mozumder and Halim report that with some recognized difficulties or shortcomings the two key factors for participatory process; school catchment area, mapping and school planning in Bangladesh were generally successful in reaching improved school enrollment, higher retention, reduced dropout and overall better learning. They therefore see a close relationship between participatory planning and service delivery in the Education service Provision.

A similar experience is reported under the Intensive District Approach to Education for all (IDEAL) projects in Bangladesh, a national collaborative project implemented by the government of Bangladesh with technical, financial and material support mainly from UNICEF to improve the quality of education.

The IDEAL project is designed to attract more children to primary school, and retain them until they end the five-year school cycle, through an effective and joyful learning experience (UNICEF, 2001).

The IDEAL project introduced school catchment area mapping and school planning to enroll 6 – 10 years old children into school, retain them until they complete a five-year education cycle, and ensure their learning achievement. Both mapping and planning institutionalize community participation in attaining higher enrollment, regular attendance and effective school management.

2.2.3 Participatory monitoring and Evaluation and the performance of UPE

Participatory monitoring and evaluation demands that all stakeholders must be involved at all levels. Under the LGDP II, the stakeholders included: Project beneficiaries, project management committees, parish executive committee members, parish chiefs and community development assistants at the parish level: At the LC 3 level, executive members, ACAOs in charge, project management committees and the District Assessment team. At the district level, the stakeholders include district councilors, members of the district executive committee, the Chief Administrative Officer (CAO), the Chief Finance Officer (CFO), District planning unit, District Technical Planning committee (DTPC), internal Auditors, Heads of Departments, Heads of Sections, Extension staff, National Assessment Team and NGOs, working in the projects. (MoLG Project Monitoring and evaluation Trainer's Manual for Higher Local Governments (HLG) Dec. 2003:37).

According to the MoLG, project monitoring and evaluation, Trainers Manual for HLGs, Dec. 2003, time is monitored in relation to technical and financial performance. Time informs activity schedules and helps in establishing whether the project is on schedule or not. Time schedule is crucial in project management because:-

Local government projects have got to comply with the national budget framework and time line-up;

Delays in project implementation violate statutory financial and accounting regulations i.e. if some part of the project funds cannot be spent by the close of the financial year:

Delayed implementation often makes the project budgets and inputs more susceptible to rising pricing inflation. (Ibid 33).

Under LGDP, Onyach (2003) indicates that the program is monitored and evaluated biannually i.e. the first exercise concerning the minimum conditions and performance measures and the second one concerns the review of policy and implementation issues. The monitoring and evaluation of this program has given rise to cross-cutting issues like gender mainstreaming, the need to enhance local government appraisal capacity for productive Agricultural investment, and to improve the poverty focus and cross sector analysis in local government development plans. Concerns were equally raised over the need to improve communication in local governments to ensure transparency, accountability and value for money. The capacity of local governments to have effective documentation, storage and retrieval of records

There were recommendations to improve on the procurement procedures and reduce the multiplicity of conditional grants. The said monitoring and evaluation reviews reveal substantial improvement in local government planning, allocation investments and management activities.

Whereas the said monitoring and evaluation reviews indicated improvements in transparency, accountability and value for money, one wonders why cries over shoddy work, volumes of unaccounted for funds are common. Is it possible to ensure transparency in Uganda? The communication under the LGDP may merely be on paper. The IPFs are supposed to be posted on Public Notice Boards up to the grassroots. The question is, how many local governments do that? If it is done at all, it is just for the purpose of National Assessment. Even then, the figures and other communications are written in English. How many people are able to read and understand those pieces of communication? Specifically on participatory monitoring and Evaluation, how many project beneficiaries are actively involved? What about the members of the project management committee? Do they have the capacity to conduct technical/quality monitoring?

Commins, (2007) on his part contends that clients are usually in a better position to monitor programs and services than most supervisors in public sector agencies who provide the compact and management. Using his accountability model, he argues that when the policy maker -provider link is weak clients may be the best positioned due to their regular interaction with frontline service providers. He sites the example of Educo Program where parents had the ability to hire and fire, as well as monitor teachers, as well as the case on school management in Bangladesh where improvements in basic education often depended on participation by parents. He further argues that although parents can not monitor all aspects of education, they can monitor attendance by teachers and even illiterate parents can tell if their children are learning to read and write. Commins, however, balances his argument on this issue when he says that one of the simplest examples (in theory, not necessarily practice) is having poor people monitor service providers.

Commins' view is shared by Stiefel et al, (1983:34) who advance the argument that monitoring which requires presence on the spot can be performed in a more effective manner by involving local people. That the best monitoring is the one in which beneficiaries do so themselves. Nobody can be more interested than the concerned people in seeing that projects that they have selected are executed on time, use quality components, and thus their involvement is easily the most efficient way to curb waste.

2.3 Government Policies and the effect of decentralized planning on the performance of UPE

According to the Guidelines on Policy, Roles and Responsibilities of Stakeholders in the implementation of Universal Primary Education (UPE) 1998 pages 4 – 7, government is committed to providing free education to all children of school going age, children with disabilities (special needs) are supposed to have priority over normal children, coaching in schools is prohibited but remedial teaching is encouraged, administration of corporal punishments is prohibited and pupils should not be discontinued from schooling or forced to repeat classes purely on grounds of

poor academic performance among others. This study therefore investigated the influence of such policies on decentralized planning and implementation of UPE.

The above policy positions have been strengthened by the Education and Sports Annual Performance Reports (ESAPR) for the FY 2005/2006, 2006/2007, 2007/2008 and 2008/2009, which among others indicate policy priorities as universal and compulsory primary education for children from 6 to 12 years, basic education for disadvantaged groups from 6 to 18 years, equal access to primary education by gender, district, and special needs, improve quality and relevance of education provided and enhance classroom teaching and learning.

Nsibambi, (1998:23) reports that although districts have mandates to develop plans, such plans have to take into account the national planning objectives and priorities. One wonders how decentralized the planning process is and how such plans can take consideration of the local needs and priorities of the common man.

Onyach, (2003) argues that the core objectives of the DDP/LGDP was to improve good governance and systems for improved service delivery. He however, contends that the Ministry of Local Government and Ministry of Finance, Planning and Economic Development have set minimum conditions and performance measures for any local government to access the LGDP funds. The question is, what is the fate of local governments that can not meet the set conditions? Olowu and Wunsch (2004:197) echo the same when they report that the central government transfers are only received by districts that have met specified performance requirements, including development planning capacity, financial management capacity, technical capacity and 10% co-financing.

The districts are evaluated annually by the Ministry of Local Government on these criteria, and newly eligible ones are added. Also, one whose performance has improved receive additional monies, while ones that have remained static or degraded in these areas receive no increment or can be penalized by a 20% reduction in the grant. Such policies and guidelines directly affect service delivery. This dissertation investigated the extent to which government policies affect

decentralized planning and the performance of UPE in Tororo District Local Government..

2.4 **Conclusion**

Decentralized planning is the bottom up approach to planning in which stakeholders identify their own needs, prioritize them according to their importance, make decisions and communicate accordingly and also monitor and evaluate their projects can be very critical in the implementation of UPE.

The literature reviewed has revealed that the dimensions of the Independent Variable: Prioritization of needs, stakeholder participation and participatory monitoring and evaluation have a bearing on the performance of UPE. The performance of UPE has a direct relationship with the proper prioritization of needs, stakeholder participation and participatory monitoring and evaluation of the program by the different stakeholders. Government policies as the moderator variable equally have had considerable influence on both decentralized planning and UPE performance.

CHAPTER THREE

METHODOLOGY

3.0 Introduction

This chapter presents the research design used in conducting the research, the study population, sample size and selection, sampling techniques and procedure, data collection methods, data collection instruments, pre-testing of research instruments for validity and reliability, procedure of data collection, data analysis and measurement of variables.

3.1 Research Design

This study adopted a case study design in establishing the effect of decentralized planning on the implementation of UPE in Tororo District Local Government.

This design was chosen because it allows an in-depth investigation of an individual, group, institution or phenomenon. Most case studies are based on the premise that a case can be located that is typical of many other cases (Mugenda and Mugenda, 1999:173). A case study enables the researcher to gather detailed in-depth information about the subject aimed at solving a given problem (Hussey and Hussey, 1997).

Sekaran, (1998) indicates that case studies involve in-depth contextual analysis of similar situations in other organizations, where the nature and definition of the problem happen to be the same experienced in the current situation. Considering that decentralized planning is the mode of planning in all local governments of Uganda and that UPE is a national programme, the choice of a case study design was therefore appropriate for establishing how decentralized planning has influenced the performance of UPE in Tororo District Local Government.

3.2 **Study population**

The study population comprised political leaders, civil servants, members of the School Management Committees, Parish Development Committees, NGOs/CBOs and community members/beneficiaries. The study population was 457 respondents.

At the district level, the DTPC which is the technical team in the planning process was involved. Some members of the District Executive Committee, the sectoral committee of education who participate directly in the planning process formed part of the respondents. At the sub-county level, some members of the TPC, Executive Committee and the Sectoral Committee of education were part of the respondents. Some members of School Management Committees for four schools namely; Liwira Primary School in Paya Sub-county, Osia Primary school in Rubongi Sub-county, Juba Primary School in Western Division Tororo Municipal Council and Kamuli Pagoya Primary School in Mukuju Sub-county were selected for the study. At parish level members of the PDCs of selected parishes were the respondents. At the village level, some community members of the village council were the respondents of the study.

3.3 Sample size and selection

Table 3.1 Sample Selection Categories of Respondents

No	Category	Target Population	Accessible population	Sample size	Sampling technique
1.	DTPC	11	11	03	Purposive
2.	DEC & Sectoral committee of Education	12	12	03	Purposive
3.	S/C/DIV TPC	209	44	12	Purposive
4.	S/C/Division Executive & committee Education	228	48	12	Purposive
5.	PDCs	345	80	32	Purposive
6.	SMCs	1908	48	08	Purposive
7.	NGO/CBO/leaders	10	10	10	Census
8.	Community beneficiaries	84546	24014	377	Simple random sampling
				457	

Source: Adopted from R.V. Krejcie and D.W Morgan (1970) as cited by Amin (2005)

3.4 Sampling techniques and procedures

3.4.1. Purposive sampling

At the district level, purposive sampling technique was used to identify the District Executive members, the members of the sectoral committee on Education and the DTPC. This was because these respondents are directly involved in the planning process. They have the required information with respect to the objectives of the study (Mugenda & Mugenda 1999). This is also true with the Sub-county Technical Planning Committee, Division/Sub-county executives and sectoral committee for Education, members of the Parish Development Committees (PDCs) and Members of the School Management Committees.

3.4.2 Simple Random Sampling

Simple random sampling technique was used to determine the three sub-counties involved in the study namely; Paya, Rubongi, and Mukuju, out of the 15 rural sub-counties of the district.

Numbers were assigned to the respective sub-counties and picked at random but based on their respective constituencies.

This technique gives objects equal chances of being selected (Amin, 2005). Western Division, one of the two divisions of the municipality was equally randomly selected.

Random sampling is the key to obtaining a representative sample. In random sampling, every sample of a given size in the accessible population has an equal chance of being selected and allows generalization of the results to the larger population (Mugenda and Mugenda, 1999)

To get the four parishes included in the study from the 4 selected sub-counties, and villages, again simple random sampling was used.

3.4.3 **Multi-Stage Cluster sampling**

Cluster sampling is the sampling methodology in which elements of a population are grouped into clusters and simple random sampling or other type of sampling then performed on the clusters. (Amin 2005:249).

In cluster sampling, the elements in each cluster are relatively heterogeneous and each cluster can be used as a representative sub set of the population. This method of sampling is always more convenient when the population is large and extensive. That is why this method has been chosen to select the four sub-counties. The sub-counties were clustered according to the four constituencies namely; West Budama North with five sub-counties out of which Paya sub-county was randomly selected, West Budama South with four sub-counties where Rubongi was also randomly selected, Tororo County with six sub-counties where Mukuju was randomly selected and Tororo Municipality with two divisions where Western Division was equally randomly selected. From the four sub-counties, four parishes namely; Sop – sop, Kidera, Kalachai and Central ward respectively were selected using simple random sampling technique and from those four parishes four villages of Maruk, Potela, Ogiroi and South Central West respectively were selected randomly. It is from these four villages, that the 238 respondents were selected for the study using simple random sampling technique.

3.5 **Data Collection Methods**

Both qualitative and quantitative data collection methods were employed in the study that is to say triangulation of methods. Meredith et al (2003) define triangulation as a process of using multiple data collection methods to check the validity of study findings. This allowed generalization of the results to the parent population.

3.5.1 **Interviewing.**

An interview is an oral questionnaire where the investigator gathers data through direct verbal interaction with the participants (Amin 2005). It is a face- to- face conversation between the interviewer and interviewee.

The interview permits the researcher to follow up leads and thus obtain more data and greater clarity. Babbie, (1990) contends that through careful motivation of the subject and maintenance of rapport, the interviewer can obtain information that the subject would probably not reveal under any other circumstances. This method was employed to elicit responses from purposively selected members of the TPC, Executive Committee, sectoral committee of education both at the district and sub-county levels. This was because of their small numbers and easy accessibility and the fact that they are familiar with decentralized planning and the implementation of UPE.

3.5.2 **Questionnaire.**

A questionnaire is a list of carefully structured questions chosen after considerable testing, with a view of eliciting reliable responses from a chosen sample (Hussey and Hussey, 1997). A questionnaire is the single best tool in collection of quantitative data from a big number of respondents (Ibid). Self-administered questionnaires were used to collect data from the members of the PDCs from the parishes. This is because they are easy to employ to the big number of respondents and do not require the presence of the researcher or research assistants (Ibid). Questionnaires were equally used to elicit responses from the members of the SMCs and leaders of NGOs/CBOs. This is because the respondents were able to

read and understand the questions and equally possess the information necessary for answering the questions (Amin, 2005:269).

3.5.3 Focus Group Discussions.

A focus group is a group of people from similar background or settings or experiences to handle and discuss an issue or topic of interest to the researcher (Amin, 2005). In a group setting, people loosen up thus the interaction is free and the feelings, experiences and ideas are valued. As a result, respondents express themselves more openly and data collected is true. This method was used to elicit responses from the community beneficiaries drawn from four randomly selected villages from the four sub counties of Paya, Rubongi, Mukuju and Western Division.

Using simple random sampling technique, four parishes of Sop-sop, Kidera, Kalachai and central ward respectively were selected from Paya, Rubongi, Mukuju and Western Division. From these four parishes again using simple random sampling technique, four villages of Maruk, Potela, Ogiroi and South central west respectively were selected from which the 238 respondents were drawn. These were residents of the said villages who were aged eighteen years and above. Each focus group consisted of between 6 and 8 participants and a facilitator as recommended by Amin 2005:187,. The men were grouped in their respective groups as women and the youths equally formed their separate groups. The participants were typically interrelated. (Ibid).

3.5.4 Documentary Review

Official documents like the Three Year Rolling Development Plans of the Local Governments, Budget documents of both local governments and schools, Government Policies on decentralized planning and implementation of UPE , and other relevant documents were reviewed to supplement information gathered using other data collection methods. Bogdan and Sari, 2003:57, contend that qualitative researchers are increasingly using this method as their primary source of data partly as a result of a discourse theory in literature departments or in cultural studies.

3.5.5 Semi Structured Observation

Observation is a method of data collection that employs vision as its main means of data collection. It is a process in which one or more persons examine what is happening in some real-life situation and then classify and record pertinent happenings according to some planned schedule, (Amin, 2005). Observation is one of the most common ways of finding out about things (Berg, 1989). This method was used to establish the number of classrooms, pit latrine stances, desks, teachers, text books available for use by pupils under the UPE program.

3.6 Data Collection Instruments

3.6.1 Interview Schedules /Guides

Unstructured interview guides were used to gather data from the key informants at the District level and sub-county level. Unstructured interviews were used because they are more flexible and permit probing of the respondents in order to get in-depth detailed information. (Amin, 2005:181).

3.6.2 Questionnaires.

Structured or close-ended questionnaires were used to elicit responses from the PDC members from parishes and wards and members of the School Management Committees and leaders of NGOs/CBOs. This is because they are easier to analyse since they are in an immediate usable form, easier to administer and economical to use in terms of time and money. (Mugenda and Mugenda, 1999:72).

3.6.3 Focus Group Discussion Guides

Were used to gather data from the community beneficiaries. This instrument was used to generate many possible answers to specific questions from community members. The instrument also permitted flexibility of the members to freely discuss issues of interest to the researcher. (Amin, 2005:188)

3.6.4 Documents

An assortment of relevant official documents like the Three Year Rolling Development Plans of the Local governments, annual budgets for the local governments and selected primary schools, Guidelines on the implementation of UPE in Uganda were reviewed

3.6.5 Observation Schedule/Check list

An observation check list was constructed detailing the items to be observed during data collection.

3.7 Pre-testing of Data Collection Instruments for Validity and Reliability

3.7.1 Validity

Validity refers to the appropriateness of the research instruments. To ensure the validity of the data collection instruments, content validity tests were carried out on the interview schedules /guides, questionnaires and discussion guides based on the conceptual framework and the study objectives and the research questions. As Amin (2005) recommends the content validity index of 0.7 and above. $CVI = (\text{No. of items declared valid})/(\text{Total No. of Items})$. All the research instruments were administered to five respondents with knowledge on research methodologies and the results were as follows:

CVI for interview schedule	=	0.75
CVI for questionnaire	=	0.81
CVI for discussion guide	=	0.78

3.7.2 Reliability.

This is the degree to which the instrument consistently measures whatever it is measuring (Amin 2005:293). An instrument is reliable if it produces the same results whenever it is repeatedly used to measure trait or concept from the same respondents even by other researchers (Ibid).

To ensure reliability of the research instruments, the interview schedules /guides were piloted on purposively selected respondents. The observation check list/schedule was equally pre-tested to help correct any mistakes that would be

discovered before the real research process (Mugenda and Mugenda 1999:92). Cronbach's Alpha coefficient test for reliability was conducted as recommended by Amin, (2005) at 95% confidence interval and 5% level of significance using the SPSS computer package and the following were the results:

The reliability test on questionnaire was 0.76. This level of reliability being higher than the recommended 0.7 level of significance. This showed that the instrument was capable of eliciting the required responses.

3.8 Procedure of Data Collection

The researcher got authority from UMI before proceeding to the field for data collection . At the district, the Chief administrative Officer (CAO), granted permission to the researcher to conduct the research in the respective sub-counties, division, parishes and villages.

The researcher recruited two research assistants to help in the data collection exercise.

Interview schedules/guides, questionnaires, focus group discussion guides and documentary review were the data collection instruments used in the research process.

3.9 Data Analysis

3.9.1 Qualitative Data Analysis

Data from the field were cleaned, sorted and edited to remove errors. In editing the interview and discussion guides, scrutiny removed errors, omissions and ambiguous classifications. These ensured accuracy and uniformity of the answers by the respondents.

Qualitative data were continuously analyzed at the time of collection, content analysis conducted and others thematically analyzed. The themes namely; prioritization of needs, stakeholder participation and participatory monitoring and evaluation as dimensions of decentralized planning were analyzed and how

each has affected the implementation of UPE in Tororo District Local Government.

Responses from qualitative analysis were used to strengthen findings from quantitative analysis

3.9.2 Quantitative Data Analysis

Quantitative data from the field were edited, checked for completeness and coded and entered into the Statistical Package for Social Scientists (SPSS). It is an effective program for analysis of large amounts of quantitative data. Hussey and Hussey, (1997) point out that this enables a researcher to conduct wide range of analysis, carry out statistical tests quickly and accurately present the results in form of tables or charts. Descriptive statistical analysis was conducted to describe the situation while regression analysis was used to describe the relationships between the independent and dependent variables.

3.10 Measurement of Variables

In this study various variables were measured at different levels. The background information about the respondents like sex: male 1, female 2, position in the organization, were measured using the nominal scale, being discrete variables.

The dimensions of the dependent variable like quantity – number of children enrolled at school, quality – performance of children at P.L.E expressed in percentages, equity – number of girls in schools as compared to their male counterparts, accessibility – pupil-teacher ratio, pupil-classroom ratio, pupil-text book ratio, were measured at interval and ratio levels accordingly.

Decentralized planning and the implementation of UPE being continuous variables were measured at the interval scale using the five-point likert scale with the following anchors: (Sekaran, 1998:197).

Strongly disagree	Disagree	Neither agree Nor disagree	Agree	Strongly agree
1	2	3	4	5

CHAPTER FOUR
PRESENTATION, ANALYSIS AND INTERPRETATION OF RESULTS

4.0 Introduction

The presentation of results has been done objective by objective. Each objective has a stated hypothesis. The purpose of the study was to establish how decentralized planning has affected the performance of UPE in Tororo District Local Government. To achieve this, specific objectives were set as stated in 1.4.

The chapter is divided into two sections; the first section presents demographic characteristics of the study population and the response rate; the second section presents the analysis and interpretation of the research findings, basing on the stated objectives and hypotheses.

4.1 Demographic characteristics of the respondents

4.1.1 Age bracket of respondents

Table 4.1 Age distribution of respondents

Age	Frequency	Percentage
Below 20	-	-
21 – 30	39	12.7
31 – 40	104	33.9
41 – 50	130	42.3
51 and above	34	11.1
Total	307	100

From the above table, it is evident that there were no respondents below the age of 20 years. This implies that decentralized planning is undertaken by adults. Children are not involved in the planning process – though they are the ones directly involved in UPE as learners. The planning process is dominated by adults of 41 – 50 years who are either senior officers in government or village leaders like the LCs

These could also be parents or caretakers of the children in the UPE schools and therefore, there is high level of participation in the planning process.

4.1.2 Sex distribution of the respondents

Table 4.2 Distribution of Respondents by sex

Sex	Frequency	Percentage
Male	164	53.4
Female	143	46.6
Total	307	100

From table 4.2, 53.4% of the respondents were males while 46.6% were females. This implies that there is almost an equal level of participation between men and women in the planning process. The enhances the planning process and could easily promote the UPE performance in schools.

4.1.3 Education levels of the respondents

Table 4.3 Education levels of respondents

Education level	Frequency	Percentage
Primary	93	30.3
O'level	86	28.0
A'level	62	20.2
Diploma	41	13.4
Degree	19	6.2
Others	06	1.9
Total	307	100

The results in table 4.3 above show a disproportionate relationship between the levels of education of the respondents and the levels of participation or involvement in the planning process i.e. 30.3% of the respondents stopped at primary level, 28.0% stopped at ordinary level, 20.2% at advanced level.

4.1.4 Response Rate

Out of the expected sample size of 30 key informants from the district and the sub-counties/division, to be interviewed, 23 of them were successfully located and interviewed (20 of the 23 were males while 3 were females). The response rate was therefore 77%.

Out of the 50 respondents who were sampled to respond to structured questionnaires, 46 of them actually filled and returned the questionnaires giving a response rate of 92%, far above the recommended 70% of the response rate by (Mugenda and Mugenda which was very good. (Mugenda and Mugenda 2003:83).

Out of the expected 377 respondents who were supposed to participate in the focus group discussions only 238 participated in 36 focus group discussions. The response rate was therefore 63%.

4.2 PRESENTATION OF RESEARCH FINDINGS

4.2.1 How does the prioritization of needs by the communities affect the performance of UPE in Tororo District Local Government.

4.2.2 Prioritization of needs by the communities

Prioritization of needs during the decentralized planning process begins with needs identification from the village level, parish level where parish priorities are generated and forwarded to the sub-county/division where sub-county/division priorities are formulated in the Three Year Development Plan, budgeted for and implemented, priorities that are beyond are forwarded to the district for due consideration. (Olowu and Wunsch), 2004. Ideally, in the prioritization of needs, communities are supposed to take due consideration of the costs and benefits as well as their desires, (Ostrom, 1990)

Basing on the results obtained from the structured questionnaires administered to members of the PDCs, SMCs and leaders of NGOs/CBOs. Asked whether the identification of needs is done at the village level, 82.6% of the respondents agreed that the identification of needs is done at the village level. 4.3% of the respondents were not sure while 13% of the respondents disagreed with the view that identification of needs is done at the village level.

The implication is that the planning process has been understood and appreciated by most stakeholders involved.

The above view was supported by 66.7% of the key informants interviewed at the district and sub-county/division levels who confirmed that the identification of priorities for their respective councils begins from the villages with village planning meetings where village needs are identified and the process continues as presented above. 11.1% of the respondents interviewed, however, indicated that the central government determines the district and sub-county/division priorities because the IPFs sent by the MoFPED dictate on the development activities/programmes, projects to be undertaken within a given financial year. On the other hand, 22.2% of the respondents interviewed said that the identification of needs and their

prioritization may be determined by the lobbying capacity of the area councilors and the financial capacity of the respective councils.

The 36 focus group discussions conducted with 238 participants equally confirmed the above views about the identification of needs by communities and their prioritization. Most groups, however, indicated that the village planning meetings are held infrequently and that few community members attend such meetings. It was too noted that most women do not attend the village planning meetings because they tend to be occupied by domestic chores and some men reportedly do not allow their wives to attend community meetings.

Table 4.4. Responses on identification of needs at the village level.

		Frequency	Percent	Valid Percent	Cumulative percent
Valid	Strongly disagree	3	6.5	6.3	6.5
	Disagree	3	6.5	6.5	13.0
	Undecided/not sure	2	4.3	4.3	17.4
	Agree	19	41.3	41.3	58.7
	Strongly agree	19	41.3	41.3	100
	Total	46	100	100	

When asked specifically how the needs under UPE are identified, 38.2% of the key informants interviewed at the district and sub-county/division levels said that teachers and headteachers identify them and forward them to the SMCs for approval, 11.8% of the key informants indicated that UPE needs are identified during PTA meetings, 26.5% said that they are identified through the participatory planning process, 2.9% said that the UPE needs are identified through the process of monitoring UPE activities, 14.7% said that UPE needs are determined by guidelines from the Ministry of Education and Sports, 2.9% of the key informants said that the process of identifying UPE needs is hijacked by the DEO, while another 2.9% were not aware of the process of identifying UPE needs.

The above finding demonstrates that the participatory planning process is embraced within the department of Education. Identification of UPE needs is done by many

stakeholders as evidenced above. This means that prioritization of needs is done in a participatory manner. This is likely to improve on the aspect of ownership of the process and the needs under UPE. Evidently therefore, the prioritization of UPE needs and the implementation of the program involve numerous stakeholders. Notwithstanding the above findings, there is need to streamline the decentralized planning process to integrate the UPE program directly since primary education is one of the decentralized services.

Asked how UPE needs are prioritized during the planning process, 24% of the key informants interviewed at the district and sub-county/division levels indicated that teachers forward them to SMCs for approval, 36% said that UPE needs are prioritized during the village participatory planning process, 24% of the key informants indicated that UPE needs are determined by the Ministry of Education and Sports, while 4% indicated that some needs like lunch, uniform, are outside the planning process mandate and are therefore directly provided by parents. 12% of the key informants were not sure of the process of the prioritization of UPE needs.

4.2.3 Costs, Benefits and Desires of the community and Prioritization of needs

Table 4.5 Responses on whether priorities of the communities are determined by costs, benefits and desire

		Frequency	Percent	Valid Percent	Cumulative percent
Valid	Strongly disagree	3	6.5	6.3	6.5
	Disagree	6	13	13	19.6
	Undecided/not sure	4	8.7	8.7	28.3
	Agree	22	47.8	47.8	76.1
	Strongly agree	11	23.9	23.9	100
	Total	46	100	100	

Basing on the results obtained from the structured questionnaires administered to members of the PDCs, SMCs, and leaders of NGOs/CBOs, asked whether priorities are determined by costs, benefits and desire of the community members, 71.7% of the respondents agreed that community members consider costs, benefits that are

likely to accrue from the activities/projects and their desire for them, 8.7% of the respondents were undecided, while 19.5% of the respondents disagreed with the statement that community members take into consideration costs, benefits and their desire in prioritizing community needs including UPE in TDLG. UPE being free has more benefits than costs and that is probably why most school age going children are enrolled in the UPE schools as compared to the private schools.

4.2.4 Harmonization of needs by LGs and their Prioritization

Basing on the results obtained from the structured questionnaires administered to members of the PDCs, SMCs and leaders of NGOs/CBOs, asked whether priorities of the community are harmonized by LGs, 82.6% of the respondents agreed with the statement while 8.7% were undecided (Not sure) and 8.6% disagreed with the statement.

4.2.5 Prioritization of UPE needs by the Community and Performance/quality

Asked whether the prioritization of UPE needs by the community has led to improved performance in the UPE schools, 22.2% of the respondents agreed with the statement, 11.1% were undecided while 66.7% disagreed with the statement. This implies that the majority of the respondents were of the view that the prioritization of UPE needs by the community has not led to improved performance in the UPE schools. This is confirmed by the statistics on page 9. and also the findings from the focus group discussions.

The above findings, however, are in contrast to the results obtained from interviews conducted with key informants at the district and sub-county/division levels where 66.6% of the key informants said that proper prioritization of UPE needs leads to improved performance, 14.2% indicated that there was no relationship between the prioritization of UPE needs and performance while 9% indicated that the prioritization of UPE needs has little effect on performance. i.e. Performance is still poor.

The above finding is confirmed by the regression analysis results run against performance of UPE in the table below:

4.2.6 .Regression Analysis results on the Prioritization of UPE needs

Table 4.6 Regression analysis results on prioritization of UPE needs

Variable	R	R square	Adjusted R square	Stat. Error of the estimate
Prioritization of needs against quality (performance)	0.440	0.194	0.290	0.80320

From the regression test on the prioritization of UPE needs against quality (performance) in table 4.6, R square = 0.194. This implies that the prioritization of UPE needs by the communities does not significantly affect the performance of pupils under UPE. This explains why the P.L.E performance in Tororo District Local Government is still poor.

According to the regression analysis result above, the hypothesis earlier set which stated that prioritization of UPE needs by the communities highly affects the performance of UPE in Tororo District Local government has been rejected.

4.3 **How does stakeholder participation affect the performance of UPE in Tororo District Local Government?**

From the findings of the interviews conducted with key informants at the district and sub-county/division levels, there are a number of stakeholders in the planning and implementation of UPE namely; the School Management Committees (SMCs), Parents and Teachers, Sub-County TPC, Sub-county/Division councils, Committees and executives, NGOs/CBOs, the District Council, executive and committee, the DEO, Inspector of Schools, the District TPC, Community Members, Opinion and religious leaders, pupils themselves., central government ministries namely: MoLG, MoE&S, MoFPED; and the donor community

4.3.1 Decision making

Asked whether they participate in making of the Three Year Development Plans in their respective local governments, 73.9% of the respondents agreed that they participate in making the Three Year Development Plans in their local governments, while 26.1% said that they do not participate in the making of the Development plans. This means that most stakeholders participate in the planning process which is in line with the decentralization policy and the harmonized participatory approach to planning that demands that communities must participate in the development process. This enables communities to identify schools with the most pressing needs, prioritize them and implement them accordingly.

Table 4.7 Responses on whether the stakeholders participate in making the Three Year Development Plans of their respective local governments

		Frequency	Percent	Valid Percent	Cumulative percent
Valid	Strongly disagree	5	10.9	10.9	10.9
	Disagree	7	15.2	15.2	15.2
	Undecided	-	-	-	-
	Agree	23	50.0	50.0	76.1
	Strongly agree	11	23.9	23.9	100
	Total	46	100	100	

It should be noted that strict scrutiny of the approved Three Year Development Plans of the four lower local governments under study indicated that UPE needs like scholastic materials, co-curricular activities, management needs, administrative needs and contingency needs were not contained in the said development plans. It was further established that UPE planning was done by the Ministry of Education and Sports, the office of the DEO and SMCs. There is a planning gap between the lower local governments and the UPE schools although the schools are under the jurisdiction of the local governments. The SMCs are the major stakeholders in as far as decision making is concerned but under strict guidance by the DEO and the MoE&S. This has a bearing on the performance of UPE because issues like the

parent's attitude towards UPE, failure by the parents to feed their children have not been handled during the planning process, hence the poor performance.

4.3.2 Communication

Asked whether work plans for primary schools are integrated into local government development plans, 82.6% of the respondents indicated that workplans for primary schools are integrated into local government development plans, 4.3% of the respondents were not sure while 13.0% disagreed with the views that work plans for primary schools are integrated into local government development plans.

This finding is in contrast to the earlier observation that local government development plans were not reflecting the needs under UPE. There is therefore need for another study to verify the two findings.

Table 4.7: Responses on whether work plans for Primary schools are integrated into local government development plans.

		Frequency	Percent	Valid Percent	Cumulative percent
Valid	Strongly disagree	4	8.7	8.7	8.7
	Disagree	2	4.3	4.3	13.0
	Undecided	2	4.3	4.3	17.4
	Agree	22	47.8	47.8	65.2
	Strongly agree	16	34.8	34.8	100.0
	Total	46	100.0	100.0	

Ideally if the workplans for primary schools were integrated in the LG development plans, the implementation of UPE would be easier and effective because most stakeholders would be involved both at the planning and implementation stages. All the undertakings in the UPE schools would be owned and accepted by the members of the community more especially the parents.

Asked whether local governments give feed backs to communities on activities/projects to be implemented, 76.1% of the respondents agreed with the statement, 6.5% of the respondents were not sure, while 17.4% disagreed with the view that local governments give feedback to communities on activities/projects to be implemented.

Table 4.8 Responses on whether local governments give feed backs to communities on activities/projects to be implemented.

		Frequency	Percent	Valid Percent	Cumulative percent
Valid	Strongly disagree	4	8.7	8.7	8.7
	Disagree	4	8.7	8.7	17.4
	Undecided/not sure	3	6.5	6.5	23.9
	Agree	26	56.5	56.6	80.4
	Strongly agree	9	19.6	19.6	100.0
	Total	46	100.0	100.0	

Feedback mechanism is a component of effective communication. Stakeholders need to get feedback on what was intended to be implemented. Feedback mechanism in the implementation of UPE is very critical for the success of the programme.

On the issue of feedback mechanism from local governments like district, sub-county/division to lower levels and other stakeholders, there are varied findings from the focus group discussions: some respondents said that communication was one way; that once priorities have been forwarded to the local governments there are no feedback mechanisms to the respective stakeholders. Others said that local governments give feedback to other stakeholders but that it is those stakeholders like the PDCs, SMCs who do not share such information with others. Other discussants indicated that the feedback mechanism is informal; that local government leaders only wait for funerals, church services for passing on information about UPE to them, that there are no letters, circulars given to the public in that respect.

All these views have significant effect on the implementation of UPE. That is probably why some parents have not appreciated the need to provide for their children in areas like uniform, scholastic materials, mid-day meals, etc with the misconception that government is supposed to provide everything. All these factors have effect on performance of children in UPE schools.

4.3.3 Accountability

Asked whether local governments give accountabilities of monies spent on the planned activities, 69.5% of the respondents agreed with the statement, 10.9% of the respondents were not sure, while 19.6% disagreed with the view that local governments give accountabilities of money spent on planned activities to the members of the public.

This implies that when accountabilities are made to the stakeholders they appreciate the implementation of such programs including UPE. This is a positive trend in LGs.

Table 4.9: Responses on whether local governments give accountabilities of money spent on planned activities to the public.

		Frequency	Percent	Valid Percent	Cumulative percent
Valid	Strongly disagree	5	10.9	10.9	10.9
	Disagree	4	8.7	8.7	19.6
	Undecided/not sure	5	10.9	10.9	30.4
	Agree	18	39.1	39.1	69.6
	Strongly agree	14	30.4	30.4	100.0
	Total	46	100.0	100.0	

Asked how funds under UPE are accounted for, the respondents indicated that UPE funds accountabilities have guidelines issued by the Ministry of Education and Sports which have allocations in percentages as reflected below:

a)	Instructural/scholastic materials	-	35%
b)	Co-curricular activities	-	20%
c)	Management	-	15%
d)	Administration	-	10%
e)	Contingency	-	20%
	Total	-	100%

The respondents indicated that in UPE schools; annual workplans and budgets are prepared by the school finance committee and approved by the School Management Committee. That books of accounts particularly the cash books are prepared and audited by both internal auditors from the district or municipal councils and the auditor general's office. That headteachers have to make/fill quarterly accountability forms and submit to the office of the DEO for onward submission to the Ministry of Education and Sports. UPE releases are supposed to be displayed on the school notice boards for public consumption. The interviewees also indicated that there is physical accountability in form of availability of classrooms, desks, pit latrines, as well as teaching – learning process.

The above findings were confirmed through interaction with four headteachers of the selected UPE schools, observation and documentary reviews done in the course of visiting the said schools.

The accountability in percentages as reflected above were adhered to by all the schools visited. However, although schools are supposed to submit quarterly accountability forms to the DEO, it was established that out of the four schools visited; only two adhered to that procedure.

Whereas the said accountability of UPE funds is supposed to be displayed on the school notice boards for public consumption, it was established through observation that none of the schools visited had a notice board and therefore, no public display of UPE funds was made.

In all the schools visited, however, the accountabilities on quarterly basis were displayed on the walls of the head teachers' offices. The head teachers indicated that because their schools did not have fences and gates, the school notice boards would be insecure and the information displayed including accountabilities would be destroyed by the members of the public.

4.3.4 Stakeholder participation and the quality/performance of UPE

Asked whether stakeholder participation in the planning and implementation of UPE has contributed to improved performance of pupils in the UPE school, 44.4% agreed with the statement, 11.1% were not decided, while 44.4% disagreed with the statement. This implies that according to the respondents, stakeholder participation in the planning and implementation of UPE has not contributed to significant improvement in the performance of pupils in the UPE schools.

The above finding is in contrast to the results obtained from interviews conducted with key informants at the district and sub-county levels where 83.3% of the interviewees said that stakeholder participation had contributed to improved performance of pupils in the UPE schools, while 16.7% said that despite stakeholder participation, there was still poor performance in the UPE schools.

The above finding is confirmed by the regression analysis 4.10 below

4.6.4 Regression Analysis on Stakeholder Participation

Table 4.10 Regression Analysis results on Stakeholder Participation

Variable	R	R square	Adjusted R square	Std. Error of the estimate
Stakeholder participation against quality (performance)	0.497	0.247	0.003	0.50085

The regression analysis results on stakeholder participation in the decentralized planning process on quality i.e. performance with R. Square of 0.247 shows a weak relationship between stakeholder participation and performance of pupils under UPE. This too implies that only 24.7% of the results can explain the effect of stakeholder participation in the decentralized planning process on performance of pupils under UPE in Tororo District Local Government. 75.3% can be explained by other factors like the high teacher-pupil ratio, inadequate facilities like classrooms, desks, and text books.

According to the above regression analysis result, the hypothesis that: stakeholder participation in decentralized planning is positively related to the implementation of UPE in Tororo District Local Government is rejected because there is no significant relationship between stakeholder participation and performance of children under UPE.

4.4 How does participatory monitoring and evaluation of UPE affect its performance in Tororo District Local Government?

4.4.1 Planning

Asked whether all projects under UPE schools have PMCs, 73.9% of the respondents agreed with the view that all projects under UPE schools have PMCs, 6.5% were undecided, while 19.5% of the respondents disagreed with the statement/view. This was evident of the fact that the said projects are properly planned for.

The above finding was backed up with results obtained from interviews conducted with key informants from the district and sub-county/division levels where 87.0% of the interviewees confirmed the fact that UPE projects have PMCs by indicating that the SMCs do the said work of the PMCs, 4.3% said No, while 8.7% of the interviewees were not sure.

Still on the aspect of planning, when asked whether the said PMCs are trained by LGs on how and what to monitor, 71.9% of respondents of the structured questionnaires indicated that the said PMCs are trained by LGs on how and what to monitor, while 10.9% of the respondents were not sure and 17.4% of the respondents disagreed.

The above finding is in contrast with the results obtained from interviews conducted with key informants at the district and sub-county levels where only 26.1% of the interviewees said that PMCs are trained by LGs, 52.2% said that the said PMCs

have not been trained by LGs and 21.7% were not sure. This requires further research to harmonize the two findings.

4.4.2 Decision making

Basing on the results obtained from the structured questionnaires, when asked whether the PMCs write reports on M & E and submit to the LGs, 71.7% of the respondents agreed with the view that PMCs write reports on M&E and submit to the LGs, 13.0% were not sure, while 15.2% of the respondents disagreed with the view.

In contrast, the findings from interviews conducted with key informants from the district and sub-county levels revealed that only 21.7% of the interviewees agreed with the view that PMCs write reports on M & E and submit to LGs, 34.8% disagreed with the view, while 43.5% of the interviewees were not sure. This too requires further investigations.

4.4.3 Work Quality

Asked whether LGs implement the recommendations of the PMCs on monitoring and evaluation, 63.0% of the respondents agreed with the view, 19.6% were not sure, while 17.4% of the respondents disagreed with the view.

In contrast to the above findings, results obtained from interviews with key informants from the district and sub-county levels indicated that 39.1% of the interviewees said yes, 13.0% said NO, while 47.8% were not sure.

4.4.4 Participatory monitoring and evaluation and quality/performance of UPE

Asked whether the involvement of stakeholders in the participatory monitoring and evaluation of UPE program has led to improved performance in the schools, 55.6% of the respondents agreed with the statement; while 44.4% disagreed with the statement.

This implies that over 50% of the respondents were of the view that the involvement of stakeholders in the participatory monitoring and evaluation of the program had contributed to improved performance of children in the UPE schools.

The above finding was backed by the results obtained from the unstructured interviews conducted with key informants at the district and sub-county/division levels, where, 64% of the interviewees said that stakeholder involvement in participatory monitoring and evaluation of UPE had led to improved performance while 35.8% said that participatory monitoring and evaluation of UPE had no effect on performance of children in UPE schools. Finding from the focus group discussions too confirm that trend.

The above findings were confirmed by the regression analysis results in table 4.11 below.

4.6.5 Regression analysis on participatory monitoring and Evaluation.

Table 4.11 : Regression Analysis on Participatory Monitoring and Evaluation

Variable	R	R square	Adjusted R square	Std. Error of the estimate
Participatory monitoring and evaluation against quality (performance)	0.778	0.605	0.585	1.48571

The regression analysis result in table 4.11 above on participatory monitoring and evaluation of UPE against quality (performance) with R square of 0.605 shows a fairly strong relationship between participatory monitoring and evaluation of UPE and the performance of pupils under UPE in Tororo District Local Government. This confirms the research findings that involving many stakeholders in the monitoring and evaluation of the program has led to improved performance of pupils under the program. This too implies that 60.5% of the results can explain the effect of participatory monitoring and evaluation of UPE program on the performance of pupils under the program in Tororo District Local Government. 39.5% of the results can be explained by other factors.

According to the above regression analysis results, the hypothesis that participatory monitoring and evaluation of UPE positively affects its implementation in Tororo District Local Government is confirmed.

4.5 How do government policies affect decentralized planning and the performance of UPE in Tororo District Local Government?

For the successful implementation of UPE program, government had to put in place a number of policies some of which were the subject of this study.

4.5.1 The policy of prohibiting coaching in schools and encouraging remedial teaching by government and the quality of UPE

Basing on results obtained from the structured questionnaires administered to the members of the PDCs, SMCs and leaders of NGOs/CBOs, asked whether the policy of prohibiting coaching in schools and encouraging remedial teaching by government had greatly improved the quality of UPE (improved performance), only 36.9% agreed with the statement, 17.4% of the respondents were not sure, while 45.7% disagreed with the statement.

The above findings were backed up with results obtained from interviews conducted with key informants at the district and sub-county/division levels where only 22.6% of the interviewees agreed with the view that the policy had greatly improved the quality of UPE while 74.2% of the interviewees indicated that the policy had greatly lowered the quality of UPE while only 3.2% of the interviewees were not sure. Similar findings emerged from the focus group discussions.

The interviewees and focus group discussants observed that the policy of prohibiting coaching and encouraging remedial teaching is being hampered by the high pupil-teacher ratio. The teachers can not effectively handle the big numbers of children in UPE schools. Special attention can not be given to slow learners.

4.5.2 The policy of automatic promotion of children in UPE schools and the quality of education under UPE

Asked whether the policy of automatic promotion of children in UPE schools has greatly lowered the standard of education in UPE schools, 76.1% of the respondents agreed with the statement, 4.3% were not sure, while 19.5% of the respondents disagreed with the statement

The above findings were backed up with results obtained from the unstructured interviews conducted with key informants at the district and sub-county/division levels where 88.6% of the interviewees indicated that the policy of automatic promotion had greatly lowered the standard of education in UPE schools in Tororo while only 11.4% indicated that the policy has not only been properly understood by the stakeholders noting that there is need to clarify on the policy recommendations. Similar findings emerged from the focus group discussions.

The interviewees and focus group discussants observed that promotion of children should be based on academic excellence and not automatic. That children with weak grades should be encouraged to repeat classes so as to improve on their performance. They added that the policy of automatic promotion had also led to indiscipline on the part of children, high rate of absenteeism, lack of concentration and consequently poor academic performance in the UPE schools, a trend that needed to be reversed

Basing on the above objective, a hypothesis which stated that: Government policies greatly influence the effect of decentralized planning on the implementation of UPE in Tororo District Local Government was set.

From the research findings, it was established that the policy of prohibiting coaching in schools and encouraging remedial teaching by government had greatly lowered the performance of pupils under UPE in Tororo District local Government. This is partly because of the high pupil-teacher ratio whereby teachers can not effectively handle the big numbers of children in the UPE schools. Special attention can not be given to the slow learners as required under remedial teaching.

It was too established that the policy of automatic promotion of children in UPE schools had greatly lowered the standard of education under UPE in Tororo District Local Government. The policy had also contributed to indiscipline on the part of pupils, high rate of absenteeism, lack of concentration and consequently poor academic performance.

CHAPTER FIVE

SUMMARY OF FINDINGS, DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS.

5.0 Introduction

This chapter presents a summary of the research findings, discussion, conclusions and recommendations of the study. It is divided into two sections. The first section presents summary of the research findings, discussion and conclusions while the second section presents recommendations based on the findings of the variables of the study and the hypotheses.

5.1 Summary of findings

The first objective of the study was to establish how the prioritization of needs by communities affects the performance of UPE in Tororo District Local government. The results revealed that prioritization of needs by communities as a dimension of the independent variable – decentralized planning had not led to improved performance of pupils in the UPE schools in Tororo District. This is reflected in the regression result that showed 0.194 level of significance.

The second objective was to establish how stakeholder participation in decentralized planning affects the performance of UPE in Tororo District Local Government. In terms of quality, (Performance), the results revealed that stakeholder participation has not led to significant improvement in the performance of pupils under UPE in Tororo District Local Government. This is reflected in the regression result that showed 0.247 level of significance. The hypothesis that stakeholder participation in decentralized planning is positively related to the implementation of UPE in TDLG is therefore rejected.

The third objective was to establish how participatory monitoring and evaluation of UPE affects its performance in Tororo District Local Government. In terms of quality, (performance), the results revealed that participatory monitoring and

evaluation of UPE had led to improved performance of pupils under the program in TDLG. This is reflected in the regression result that showed 0.605 level of significance. The hypothesis that participatory monitoring and evaluation of UPE positively affects its implementation in TDLG is therefore upheld.

The fourth objective was to establish the influence of government policies on decentralized planning and the performance of UPE in Tororo District Local Government.

The research findings revealed that the policy of prohibiting coaching and encouraging remedial teaching by government had not led to improved performance of pupils under the UPE program in Tororo District Local Government.

It was too established by the research that the policy of automatic promotion of children in UPE schools had greatly lowered the standard of primary education in Tororo District Local Government. It had too led to high levels of indiscipline on the part of children, high rate of absenteeism, lack of concentration thus poor academic performance.

5.2 Discussion of the field results

The first objective of this study was to establish how prioritization of needs by communities affects the performance of UPE in Tororo District Local Government. The research findings as well as the regression analysis results revealed that prioritization of needs by communities had not significantly led to improved performance of pupils under the UPE program. The regression analysis showed 0.194 level of significance. The hypothesis which was set to be tested on this specific objective which stated that prioritization of needs by communities highly affects the implementation of UPE in Tororo District Local Government was therefore rejected. This finding is in line with Dele and Wunsch's (2004) contention when they question whether the transfer of authority, resources and accountability and the development of an open local political process and local political and administrative institutions are working in ways that suggest local priorities and

needs are driving local decision making. This is why Tukahebwa contends that decentralized planning in Uganda is “Top down” approach to planning though not authoritarian. In my opinion the prioritization of needs by communities under decentralized planning is a good process. However, there is need to integrate the planning for primary schools by the SMCs to the main stream village participatory planning process so that all the needs of primary schools are taken care of rather than having the needs directed from the centre – MOE&S and the office of the DEO respectively as is the practice.

The second objective of the study was to establish how stakeholder participation in decentralized planning affects the performance of UPE in Tororo District Local Government. The research findings revealed that stakeholder participation had not led to significant improvement in the performance of pupils under the UPE program in the district. The regression result showed 0.247 level of significance. This implies that the effect of stakeholder participation on performance is not significant enough. This too shows that 75.3% of these results can be explained by other factors. Issues like high pupil-teacher ratio, lack of mid-day meals to pupils could be such factors that are militating against the performance of pupils under UPE Program in Tororo District.

This is in harmony with the findings of Kadzamira and Rose (2003) who attributed the decline in the quality of education in Malawi to the increase in number of untrained teachers, big class sizes and limited facilities. “Paper commissioned for EFA Global Monitoring Report 2009, overcoming Inequality: Why governance matters”.

The third objective of the study was to establish how participatory monitoring and evaluation of UPE affects its performance in Tororo District Local Government. The research findings revealed that participatory monitoring and evaluation of UPE had led to improved performance of pupils under the program in Tororo District. The regression result showed 0.605 level of significance. This confirms the hypothesis that participatory monitoring and evaluation of UPE positively affects its implementation in the district. This finding is in agreement with the findings of

Mukisa et al (2009) who reported that there was an improvement in performance of primary education in Busia, Kenya when the SMCs strengthened their monitoring role. They too reported that a study conducted on the Health sector in Uganda found that the use of community-based score cards to monitor performance of dispensaries was highly effective in improving the performance of health service delivery that led to the reduction of child mortality by 33%. (A paper presented at the centre for the study of African Economies (CSAE) Conference, March 2009). From the focus group discussions, it was established that Inspectors of Schools need to strengthen their routine inspection of schools to check on the teaching-learning episode in an effort to improve on the performance of both teachers and pupils. This is a factor that should not be over emphasized.

The fourth objective of the study was to establish the influence of government policies on decentralized planning and the performance of UPE in Tororo District Local Government.

The research findings revealed that the policy of prohibiting coaching in schools and encouraging remedial teaching by government had greatly lowered the performance of pupils under UPE in Tororo District.

From the structured questionnaires administered to the members of PDCs, SMCs, and leaders of NGOs/CBOs, only 36.9% of the respondents said that the policy had improved on the performance of pupils under UPE, 17.4% were not sure while 45.7% indicated that the policy had greatly lowered the standard of education under UPE. Findings from interviews conducted with key informants at the district and sub-counties too revealed that only 22.6% of the interviewees agreed with the statement that the policy of prohibiting coaching and encouraging remedial teaching in schools had improved on the performance of pupils under UPE, 74.2% of the interviewees said that the policy had greatly lowered the quality of education under UPE and 3.2% were not sure.

The above descriptive statistics reveal the fact that the policy of prohibiting coaching and encouraging remedial teaching in UPE schools had greatly lowered the quality of primary education under UPE. The focus group discussions yielded

the same results. The discussants, however, noted that although remedial teaching would be a very good policy in taking care of the slow learners, the policy is being hampered by the high pupil to teacher ratio in the UPE schools. Special attention can not be given to the slow learners. In one of the schools visited in Mukuju Sub-County, Tororo County: Kamuli Pagoya Primary School in the first term of 2010, the pupil teacher ratio was 160:1, 89:1 in 2009, 118:1 in 2008, 113:1 in 2007, 126:1 in 2006 and 98:1 in 2005. Ideally can one teacher effectively take care of 160 pupils including the slow learners?

The research findings too revealed that the policy of automatic promotion of children in UPE schools had greatly lowered the quality of education under UPE in Tororo District. From the descriptive statistics obtained from structured questionnaires administered to members of the PDCs, SMCs and leaders of NGOs, 76.1% of the respondents indicated that the policy had greatly lowered the quality of UPE, 4.3% were not sure, while 19.6% disagreed with the statement. Findings from interviews conducted with key informants too revealed that 88.6% of the interviewees indicated that the policy had lowered the quality of UPE in Tororo, while only 11.4% disagreed with that view. Similar findings emerged from the focus group discussions held with 36 groups.

However, the policy seems to be counter productive as it has come under attack from many Ugandans saying that it has instead led to indiscipline, high rate of absenteeism, laziness on the part of learners and consequently poor academic performance.

5.3 Conclusions

5.3.1 Prioritization of needs by the communities and the performance of UPE in Tororo District Local Government.

This study established that whereas proper prioritization of UPE needs by communities would lead to improved performance of children under the program, this is not the case in TDLG. Despite the process of prioritizing UPE needs by communities the UPE performance has remained poor. This is partly because the

process has been hijacked by the Ministry of Education and Sports, the Office of the DEO and the School Management Committees.

5.3.2 Stakeholder participation and the performance of UPE in Tororo District Local Government

Where it was hoped that involving many stakeholders in the planning and implementation of UPE would lead to significant improvement of the performance of pupils under the program, this is the case with Tororo District Local Government where the performance at Primary Leaving Examinations has continued to deteriorate. This is partly because the pupils who are the primary beneficiaries of the program are always left out in the decentralized planning process.

5.3.3 Participatory monitoring and evaluation of UPE and its performance in Tororo District Local Government

The study established that participatory monitoring and evaluation of UPE by the various stakeholders has led to significant improvement in the performance of pupils under the program. This was because of the concerted efforts by the various stakeholders in ensuring that teaching and learning take place effectively. This probably explains the improvement in the PLE performance in Tororo District Local Government between 2008 and 2009 as reflected in table 1.1.

5.3.4 Government Policies and the performance of UPE in Tororo District Local Government

The study established that whereas the policy of prohibiting coaching in schools and encouraging remedial teaching would lead to significant improvement in UPE performance, on the contrary the performance of pupils under the UPE program in TDLG has continued to deteriorate. This is partly because of the high teacher-pupil ratio and inadequate facilities like classrooms, desks and text books. The policy of automatic promotion of children under the UPE Program has equally led to poor performance partly because it has tended to make children lazy i.e. lack of concentration by pupils and it has encouraged indiscipline and absenteeism.

5.4 Recommendations

5.4.1 Prioritization of needs by communities and the performance of UPE in Tororo District Local Government

Basing on the results of the study emerging from the questionnaires administered, interviews conducted, focus group discussions conducted with 36 groups, observation, documentary review and regression analysis, there is need to streamline the prioritization of UPE needs in the village participatory planning process so that unique needs of primary schools are captured and taken care of during the decentralized planning process. This will go along way in addressing the issue of poor performance under the UPE program.

5.4.2 Stakeholder participation and the performance of UPE in Tororo District Local Government

There is need to involve more stakeholders in both the planning process and the implementation of UPE. All parents and teachers should be encouraged to participate in the decentralized planning process both at village level and school level. This will lead to improved UPE performance because they will own the process.

5.4.3 Participatory monitoring and evaluation of UPE and its performance in Tororo District Local Government

There is need for the LGs to train the members of the PMCs in all the UPE schools and to design for them uniform PM&E report forms to facilitate the Participatory Monitoring and Evaluation process. This will enhance/improve on the quality of projects undertaken in those schools and improve on academic performance. Parents too need to be encouraged to take more active part in monitoring the teaching-learning process in such schools like the case of Rwanda sited earlier. The Inspectors of Schools equally need to strengthen their routine inspection of schools.

5.4.4 Government policies and the performance of UPE in Tororo District Local Government

On the effect of government policies on the performance of UPE, the policy of prohibiting coaching and encouraging remedial teaching in schools would work if TDLG considers recruiting more teachers to ease the burden of the high pupil teacher ratio to a considerable level where teachers can effectively handle their classes and take care of the slow learners who require remedial lessons. Government should also build more classrooms so as to ease the congestion and overcrowding of classes especially the lower primary classes. More facilities like latrines, urinals, desks, text books need to be provided so as to enhance the implementation of UPE program in TDLG.

The policy of automatic promotion of children needs to be revisited if academic excellence has to be realized. Government must set standards right from primary one to primary seven. Children must be assessed on the basis of that standard and promotion must be based on academic excellence. “Why allow children to just pass through classes and at the end of the primary course you put a road block for Senior One entry?”

Parents need to be encouraged to provide mid-day meals to their children so as to boost academic performance and to encourage more children to remain in UPE schools up to the completion of the primary course. LGs need to make Bye-laws and Ordinances to reinforce the implementation of this as provided for in the Education Act 2008. It is the responsibility of parents to provide for their children both at home and school.

Government should also consider providing primary school teachers with accommodation at school and increase their monthly pay to motivate them to work harder for the successful implementation of the UPE program in TDLG and Uganda as a whole.

5.5 Recommended areas for further research in the study area

1. The integration of primary school work plans into the Local Governments' Five Year Development Plans and its effect on UPE performance in Uganda.
2. The high pupil – teacher ratio and UPE performance in Uganda.

REFERENCES

- Abbot et al 1997 “Changing views on change: A working paper on Participatory Monitoring of the environment; Working Paper, International Institute for Environment and Development (IIAED).
- Amin M.E (2005) Social Science Research: Conception, Methodology and Analysis. Makerere University Printery, Kampala, Uganda
- Armonia, et al 1997,
‘Participatory Monitoring and Evaluation: The Asian Experience’, Regional overview paper prepared for the International Workshop on Participatory Monitoring and Evaluation, Cavite, Philippines, 24 – 29 November, Los Banos, Laguna: Users’ Perspectives With Agricultural Research and Development (UPWARD)
- Assimwe R.M. (2007)Challenges of Decentralized Planning in Uganda:
A case study of Mpigi District Local Government
- Brown et al 1993, ‘Information Systems for NGOs’
Rural Extension Bulletin 1, April: 21- 26
- Campos et al, 1996,
Participatory Evaluation, prepared for the UNDP (draft)

Chambers et al, 1997, Whose Reality Counts?

Putting the last First, London, Intermediate Technology Publications.

Conyers D. (1990) Decentralization and Development Planning.

A comparative Perspective in VALK, P. de and Wekwete. Decentralization for Participation Planning. Gowe Alder Short

Commins S. (2007) Community Participation in Service Delivery and Accountability

Hutton G. (2003) Is the Sector-Wide Approach more effective when implemented through decentralized health system?

Basel Switzerland.

Kiberu C.N. (2001) Participation in the Decentralized Planning Process and its effects on the Social Sector in Uganda.

A case study of Busyenyi District.

Maikish et al 2008

Targeting Education Funding to the Poor:

Universal Primary Education, Education Decentralization and Local Level

Outcomes in Ghana.

New York University

Mugenda O.M. and Mugenda A.G (1999) Research Methods. Quantitative and
Qualitative Approaches.

Nairobi, Kenya

Mukisa N. et al (2009) Primary Education Service Delivery:

Pupil Performance and Perceived Challenges in Uganda (A paper presented at the
Centre for the Study of African Economies (CSAE) Conference, March 2009

Musoni P. (2004) Organizing Decentralization Governance for effective Grassroots
Service Delivery:

Rwanda's Experience, Florence, Italy.

Nankanyike M.B & Assimwe D. (Ed). (2007) Decentralization and Transformation of
Governance in Uganda.

Fountain Publishers Ltd Kampala, Uganda

Nsibambi A. (1998): Decentralization and Civil Society in Uganda” The Quest for Good
Governance:

Fountain Publishers Ltd. Kampala (U)

Njuki Jemimah and Kaaria Susan, (2005)

Participatory Monitoring and Evaluation for stakeholder engagement, Assessment
of Project Impacts and for Institutional and Community Learning and Change.

Robinson M. (2003): Participation, Local Governance and Decentralized Service Delivery,
Sussex, UK.

Rutagira N.B. (2008) Challenges of Service Delivery under Decentralization in Uganda.
A case study of Mubende District.

Sekaran (1998), Research Methods for Business .

A skill Building Approach Kundli, John Wiley & Sons Pte. Ltd. India.

Olowu D. & Wunsch J.S (2004): Local Governance in Africa: The Challenges of
Democratic Decentralization

Werlin H (1992): “Linking Decentralization and Centralization: A Critique of the New
Development Administration” Public Administration and Development 12:223-
235

YAN Ting et al (2007) Poverty Reduction and Education Decentralization in Uganda.
Consultancy Report.

Local Government Infrastructure and Service Delivery (2003)

A case study of the Decentralized Financing and Development program – NEPAL
(1st draft) Final version. A paper submitted to a “workshop on local
government Pro-poor service Delivery” jointly sponsored by the Asian

Development Bank, the Asian Development Bank Institute and the United Nations
Capital Development Fund.

UNDP - CAPACITY DEVELOPMENT ACTION BRIEFS (2007) Number 3
capacities for participatory planning through dialogue and priority setting

ODI - Natural Resources Perspective. Number 88 (Oct. 2003)
DFID, UK

Module A: Decentralization Policies and Practices.

A case study of Ghana. Participants Manual June 2003.

Local Level Service Delivery, Decentralization and Governance,

A comparative study of Uganda, Kenya and Tanzania on Education, Health and
Agriculture Sectors. JICA Uganda Case Report (March 2008).

Decentralized service delivery in East Africa

A comparative study of Uganda, Tanzania and Kenya, JICA (March 2008)

MoLG (2003) Project Monitoring and evaluation.

Trainer's Manual for Higher Local Government (HLG), Kampala, Uganda

MoLG (2004) Second Local Government Development Program (LGDP II)

Manual for LGs, Kampala, Uganda

MoLG (2004) Harmonized Participatory Planning Guide for Lower Local Governments,

Kampala, Uganda

MoLG (2006) District and Urban Councils Development Planning and Guidelines,

Kampala, Uganda

Poverty Reduction and Education Decentralization in Uganda (2007)

Consultancy Report.

The Constitution of the Republic of Uganda, (1995)

Kampala, Uganda

The Local Governments Act. CAP. 243,

Kampala Uganda

Tororo District Local Government

P.O. Box 1

TORORO

Appendix 1

Interview guide for the key informants at the district and the sub-county/division

Dear Respondent,

You have been chosen to participate in this study which intends to establish the effect of decentralized planning on the implementation of UPE in Tororo District Local Government. This study is part of the requirements for the award of MMS degree which I am pursuing at UMI. Your responses in this endeavour was used for purely academic purposes and shall not be shared with any other person without your permission. Feel free to answer the questions, seek clarifications or interpretations whenever necessary. Our discussion will take between 30 and 45 minutes.

Thank you

Okoth R. Kitong

UMI Participant

Section A: Decentralized planning

1. How do you perceive the decentralized planning process in the district/Sub-county/Division?

Section B: Prioritization of needs

2. Can you please describe the process under taken in identifying priorities for District/Sub-county/Division plans?

3. How are the needs under UPE identified?
4. What are the needs under UPE?
5. How are the said needs prioritized during the planning Process?
6. How does the prioritization of such needs affect the performance of UPE ?

Section C: Stakeholder participation

7. Who are the stakeholders involved in the planning of UPE?
8. Who are the stakeholders involve in the implementation of UPE?
9. Do all those stakeholders participate both in the planning and implementation of UPE?
10. How does their participation affect the performance of UPE?
11. How are funds under UPE accounted for?
12. How does such accountability affect the implementation of UPE?

Section D: Participatory monitoring and evaluation

13. Who are the stakeholders involved in the monitoring and evaluation of teaching/learning under UPE?
14. How does each of the above mentioned stakeholders monitor the teaching/learning under UPE?
15. How has this affected performance of pupils?

16. Do UPE projects have project management committees?
17. Are the PMC members trained by Local Governments on what to monitor and how to monitor?
18. Do the PMCs write reports on M & E and submit to Local Governments?
19. Do Local governments implement recommendations made by the PMCs?
20. How has that affected performance of children?

Section E: Government policies

21. Do you think that decentralized planning has improved on the implementation of UPE?
22. Do you think that the policy of prohibiting coaching in schools and encouraging remedial teaching has improved on performance of children under UPE?(Quality)
23. Do you think that the policy of automatic promotion of children in UPE schools has lowered the standard of education in such schools?

Tororo District Local Government
P.O. Box 1
TORORO

Appendix 2

Questionnaire for PDCs, SMCs and NGOs/CBOs

Dear Sir/Madam,

The purpose of this study is to establish how decentralized planning has affected the performance of Universal Primary Education in Tororo District Local Government. This study is part of the requirements for the award of MMS degree which I am pursuing at UMI. Please, answer all questions freely and according to your understanding. Your responses will be treated with maximum confidentiality and will only be used for this study.

Sir/Madam, your co-operation towards this humble call will be highly appreciated.

Thank you

Okoth R. Kitong

Section 'A' : Background information (data about respondent).

In this section of the questionnaire, please tick or mark the response you feel is most appropriate

1. Age

Below 20	
21 - 30	
31- 40	
41 – 50	
51 and above	

2. Sex

M	
F	

3. Highest level of education attained

Primary	
O' level	
A'level	
Diploma	
Degree	
Other (Specify)	

4. What position do you hold in your organization?

PDC	
Member of SMC	
NGO/CBO leader	
Others (specify)	

Section B: Prioritization of needs by the community.

In this section, you are required to objectively express your opinion in regard to which decentralized planning affects the performance of UPE. Thematic areas are being considered. Please simply tick the most appropriate response.

Scale: 1 = strongly disagree 2 = Disagree 3 = Undecided

4 = Agree

5 = strongly Agree

Statements	Responses				
	1	2	3	4	5
Section B: Prioritization of Needs by the Community					
(i) Identification of priorities is done at the village level					
(ii) The priorities are determined by the costs, benefits and desire of the community members					
(iii) Priorities of the community are harmonized by the local government					
(iv) The prioritization of UPE needs by the community has led to improved performance in the UPE schools					
Section C: Stakeholders Participation					
(i) I participate in the process of making development plans					
(ii) Majority of the stakeholders are usually invited for the planning meetings					
(iii) Most of the stakeholders attend the planning meetings					
(iv) Plans of the lower LCs are integrated into Local Government plans					
(v) Plans of NGOs/CBOs are integrated into Local Government plans					
(vi) Workplans for primary schools are integrated into Local Government development plans					
(vii) NGOs/CBOs help in the implementation of UPE					
(viii) Local Governments give feedbacks to communities on					

	activities to be implemented				
(ix)	Local Governments give accountabilities of monies spent on the planned activities				
(x)	The SMCs are the ones who plan for schools.				
(xi)	Stakeholder participation in the planning and implementation of UPE has led to improved performance of pupils in the UPE schools.				
Section D: Participatory monitoring and evaluation					
(i)	The local people monitor the projects in their localities (areas				
(ii)	All projects under UPE schools have project management committees				
(iii)	The Project Management Committees are trained by LGs on how and what to monitor				
(iv)	The PMCs write reports on M & E and submit to the LGs				
(v)	The Local Governments implement the recommendations of the PMCs on Monitoring & Evaluation				
(vi)	The SMCs monitor all projects in primary schools				
(vii)	Local government workers monitor all projects in the primary schools				
(viii)	NGOs/CBO leaders monitor their sponsored projects in primary schools				
(ix)	The involvement of stakeholders in the participatory monitoring and evaluation in the UPE program has led to improved performance in the UPE schools				
Section E: Government Policies					
(i)	Prohibiting coaching in schools and encouraging remedial teaching by government has greatly improved the quality of UPE (improved performance).				
(ii)	The policy of automatic promotion of children in UPE schools has greatly lowered the standard of education in UPE schools				

Tororo District Local Government
P.O. Box 1
TORORO

Appendix 3

Topic guide for Focus Group Discussions for community Beneficiaries

Purpose of the activity,

The purpose of this activity is to allow the respondents explore their knowledge about the effect of decentralized planning on the implementation of UPE in their area.

Discussion groups of not more than six respondents was identified and each group will be required to discuss what they know about the topic.

Specific materials like flip charts, masking tapes, markers, note books, will be provided to facilitate the discussions.

Group Questions.

1. Are village councils operational in your area?
2. What is the evidence that they are operational?
3. Are parish councils operational?
4. Are village planning meetings held? If yes, how often?
5. Do you have PDCs in your parishes?
6. What is the role of the PDCs?
7. How are village priorities arrived at in your area
8. How are parish priorities arrived at in your area?
9. Is there a feed back mechanism from district, Sub-county, Town council to parish/ward and village/cell and vice-versa?
10. Are there benefits arising from people's participation in planning?
11. What is the role of the SMCs in the implementation of UPE in your area?
12. What is the role of the parents in the implementation of UPE in your area?

13. What is the role of the community in the implementation of UPE in your area?
14. How does their monitoring of the UPE programme affects its performance?
15. Do UPE projects have project management committees?
16. What is the role of the project management committee?
17. How does their work affect the performance of UPE?
18. Who monitor the implementation of UPE in your area?
19. How does their participation affect the performance of UPE?
20. How are UPE funds accounted for in your schools?
21. How does that accountability affect the performance of UPE?
22. Are you aware of some government policies in the implementation of UPE ? If yes, please name them.
23. If yes in 22 above, how do they affect the planning process and the implementation of UPE in your area?
24. Has the policy of prohibiting coaching in schools and encouraging remedial teaching by government improved on the performance of children under UPE?
25. Has the policy of automatic promotion of children in UPE schools lowered the standard of education in such schools?

Tororo District Local Government
P.O. Box 1
TORORO

Appendix 4

Observation check list/schedule

VARIABLE	DIMENSION	ELEMENT	INDICATOR
Participation	Planning	Attendance	No. of participants
		Dialogue/Contribution	No. of discussants
		Gender considerations	Male/female ratio
	Prioritization of needs	Attendance	No. of participants
	Dialogue/Contribution	No. of discussants	
	Gender considerations	Male/female ratio	
Stakeholder participation	Stakeholder participation	Attendance	No. of participants
		Dialogue/Contribution	No. of discussants
		Gender considerations	Male/female ratio
		Decision making	No. of decisions made
	Communication	No. of invitation letters Notices in the notice boards Posters on the notice boards	
Accountability	No. of accountability forms filled		
Participatory monitoring and evaluation	Participatory monitoring and evaluation	Attendance	No. of participants No. of M&E forms filled No. of M & E reports submitted
		Dialogue/Contribution	No. of discussants
		Gender considerations	Male/female ratio

UPE	Quality	Passes Failures	No. of pupils who have passed PLE No. of pupils who have failed PLE
-----	---------	------------------------	--