

**CHALLENGES OF POPULAR PARTICIPATION IN THE PLANNING PROCESS OF
LOCAL GOVERNMENTS: A CASE STUDY OF NSANGI SUB-COUNTY LOCAL
GOVERNMENT IN WAKISO DISTRICT (1998-2003)**

BY

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DECLARATION

I, Babirye Olivia Mary declare that this is my original work and has never been submitted to any university for the award of the degree or any other award.

Signed.....

Date:.....

This dissertation has been submitted for examination with my approval as a university supervisor.

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Signed

Date

DEDICATION

This book has been dedicated to my parents who inspired me and to my son Raymond Jaggwe.

ACKNOWLEDGMENT

To attain the objectives of this study, the findings in this dissertation have been as a result of the cooperation of different stakeholders at all levels. I, therefore, wish to extend my gratitude to all the stakeholders who were instrumental in the process of collecting data for the compilation of this dissertation.

Special thanks go to Mr Narathius Asingwiire with whom we discussed the initial concepts and thrust of the study.

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I finally thank everybody whom I have not mentioned but who contributed to the success of this work.

List of Abbreviations

CBOs	Community Based Organizations
CDF	Comprehensive Development Framework
DDP	District Development Plan
DTPC	District Technical Planning Committee
LCs	Local Councils
LGDP	Local Government Development Programme
MISR	Makrere Institute of Social Research
MOLG	Ministry of Local Government
NGOs	Non Governmental Organizations
NDA	National Development Agenda
NPA	National Planning Authority
NR	Non Response
NSAM	National Sector Agencies Ministry
NRA	National Resistance Movement
NRM	National Resistance Movement
PEAP	Poverty Eradication Action Plan
PDC	Parish Development Committee
PIP	Public Investment Plan
PPAs	Priority Programme Areas
RDP	Rehabilitation and Development Plan
RCs	Resistance Councils

PRSP	Poverty Reduction Strategy Paper
SPSS	Statistical Package for Social Scientists
STPC	Sub-County Technical Planning Committee
USAID	United States Agency for International Development
UN	United Nations

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ABSTRACT

The study was on popular participation in the planning process of local governments, a case study of Nsangi sub-county local government in Wakiso district.

It specifically focused on examining the category of people who participate in the planning process of local governments. The study further set out to analyze the impact of peoples' decisions in the planning process, to explain the levels of the planning process in which popular participation takes place and to explore the challenges associated with popular participation in the planning process of local governments.

The study used in-depth interviews, semi-structured interviews, documentary review and observation to obtain the qualitative and quantitative data. A sample of 136 respondents aged 18 years and above was interviewed.

The study findings reveal that local councilors, the elderly and other adults but mainly not the youth and women, do participate in the planning meetings though the overall turn up is very low. It was revealed that whereas the local people at the village level are involved in the identification of priority projects through contributing ideas, they are usually disappointed as their much desired priority projects are in most cases not implemented and the community is generally not involved in the implementation, monitoring and evaluation of such projects. The study shows that preferably a bigger percentage of the population is not aware of the planning process and they are not involved.

Furthermore, the study reveals that the areas or levels of the planning process in which popular participation takes place are three: LCI, LC2 and LC3 in other words the Village, Parish and Sub-county levels respectively. The local people are generally involved at the village level but the local leaders or councilors and administrators do participate in the remaining levels where in most cases the decisions made by the local people are altered. Finally, the study reveals that the main challenges associated with popular participation in the planning process are delayed project implementation, absence of logistics(money to facilitate the meetings),the time of holding such meetings coupled with limited sensitization and politicization of meetings.

The study recommends among others, that to get more local people on board, there is need to improve on the sensitization campaign about the need to participate, time and place. It is important that priority projects identified by the local people are implemented and they should also be involved in monitoring and implementation of any community project. It is important that planning meetings are facilitated to enable especially the local leaders to effectively participate in these meetings. It is also important that councilors are given refresher courses of further trainings improve on their ability to appreciate their role in the planning process.

The major conclusions of the study are to the effect that local people's decisions in the planning process have little impact as the technocrats and councilors make the major decisions. Participation of the local people remains very low due to the many demotivating factors given in the study.

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

On taking power in 1986, President Yoweri Kaguta Museveni – obsessed with the notion of taking power to the people and the philosophy of popular participation, which was the main National Resistance Movement’s (NRM’s) propaganda during the bush war – promised to combat corruption, bureaucracy, and inefficiency that existed in most public offices. To do so, he introduced a management and administration approach that was to transfer power, responsibilities and resources to Local Governments so as to bring services closer to the people through Participatory Democracy using Local Councils.

Among the objectives the NRM set to achieve after seizing power was the creation of a Local Government system that would be democratic and development oriented. Leaders could no longer be appointed but would be chosen by the very people they sought to lead who would play a sensitive role in policy making and implementation. This implied that functions, powers and responsibilities for services would be devolved from the center to Local Governments to facilitate local democratic control, participation in decision-making and mobilization of support for development that would be relevant to local needs [Local Government (Resistance Councils) Statute, 1993 Section 2]. This commitment to involve people in the affairs that affect their livelihood has been coined as ‘Popular Participation’, since people at the grass roots - the poorest of the poor - are made to participate in decision making through the bottom-up approach.

It is against this background that decentralization programme was launched in 1992 and confirmed in the Local Government Statute of 1993. With decentralization policy in place, it

was believed that it would be easier for civil society and the population at large to monitor and check the allocation of national resources. To ensure transparency, accountability, efficiency and effectiveness in Local Governments, popular participation approach had to be employed in the planning process such that the people - right from the village council, Parish, Sub-county, County and District levels are practically involved in the planning process of Local Governments.

Under this study, bottom-up planning is considered important in achieving the objectives of popular participation in the planning process. The expected output of a bottom-up planning process is a District Development Plan. In essence, the district is expected to focus at the Sub-county and in turn, the sub-county is expected to focus on the Parishes and Villages.

Ideally, the end result of this process is the summation of the resultant District Development Plan (DDPs) that should translate into the National Development Plan. If the planning process encounters constraints at the lower level local governments, then the district may fail to produce a development plan that includes grassroots concerns. Institutions that are well developed are crucial in providing a country with a self-sustaining capacity to solve critical development problems. The Institutions capacity (the structures, procedures and performance capacities) is thus important in the bottom-up planning process in Local Governments. Uphoff (1996:1) observed that “neglect of Institutional Development has often diminished the productivity of its investments.”

Decentralized development planning in Uganda has taken on the bottom-up approach built on the premise that each level of representation from the grassroots to the central government tries to tackle its own problems within its financial means but refer those it cannot handle or for

which it needs assistance to the next higher level)Kauzya, 1996, Lukwiya, 1987). For instance, at the grassroot level, each Village Council mentions, in order of priority, the projects which address their immediate problems or needs as a basis for further negotiations with members from Local Councils at the Parish level. In this case, Councils, at Parish and Sub-county level scale down the number of projects in the “ wish lists” of projects (made at village level) in view of limited resources available and in light of commonality of interest or need. The Parish and Sub-county councils inform members of the village about the changing priority of projects as planning progresses to higher levels (Decentralization Secretariat, 1994:79). In this way, local initiatives and creativity in development planning will be tapped. However, in a detailed analysis of institutional arrangements under decentralization, Wunsch (1991:433) concluded that the “planning systems do not seem any more responsive to rural priorities.” Furthermore, Ngau (1993:185) in an analysis of district development planning (DDP) in Kenya also found out that “very few projects forwarded to the ministries through the district planning process actually originated in the local areas.” Ngau’s observation points out the fact that community involvement in the planning process remains wanting.

These studies did not focus on the local government structures in order to identify the potential strengths and weaknesses in institutions that could be addressed. The studies did not also address issues related to facilities and equipments and how they affect the planning function in local governments. This study attempted to identify these issues.

Atherton (1993), observes that the top-down programmes will fall apart as soon as the government jeep breaks down. This is because “nothing grows from the top down, not trees, not economies” and indeed not sustainable development planning. Participation is an essential part of human growth that is the development of self-reliance, pride, initiative, creativity,

responsibility and co-operation. Without such a development within the people themselves, all efforts to alleviate their problems will be immensely more difficult if not impossible (Burkey, 1993). Participation is mainly seen in public during workshops and exhibitions.

Poppe (1992) suggested that participation should take place along the following stages:

- a) Assessment /appraisal of the district development situation; definition of the problem and potentials,
- b) Setting of priority goals
- c) Deciding on alternative course of action
- d) Planning of local action programmes
- e) Sharing responsibility in programme and project implementation
- f) Evaluating and modifying the programme

The real challenge is to make participation more than an empty catch word. Uphoff (1995) identified five ways of ensuring beneficiaries' participation in policy design and implementation:

- a) The degree of participation desired must be made clear at the outset and in a way acceptable to all concerned parties.
- b) There should be realistic objectives for participation and allowance must be made for the fact that some stages of planning, such as design consultations, will be relatively protracted while other phases such as the transfer of assets for utilization will be shorter.
- c) Specific provisions of introducing and supporting participation are needed.
- d) There should be an explicit financial commitment to popular participation. Good will on its own is not enough.
- e) There must be plans to share responsibilities in all stages of the policy cycle.

The ultimate objective of participatory development is efficiency, equity and empowerment. However, contrary to beliefs that decentralization enhances participation in development processes, Rondinell and Cheema (1984: 27) in a review of decentralization efforts in various countries, concluded that “despite its vast scope, decentralization has seldom, if ever lived up to expectations.” Further, Wunsch (1991:433) also argued that “decentralization efforts have not significantly expanded participation, improved project effectiveness or efficiency, increased orientation to rural needs and wants.” He further adds that planning systems do not seem any more responsive to rural priorities. Tukahebwa (1998:26) in a study on the Role of District Councils in decentralization in Uganda also concluded that “decentralization has not really enhanced citizen participation in decision-making at the basic level i.e LC1 and LC111”

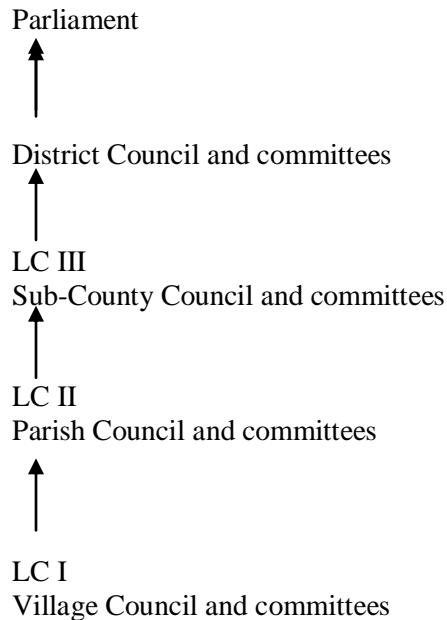
Karugire (1980) on his part gives a background to the philosophy of popular participation in Uganda. He confirms that popular participation philosophy was propagated by the NRM while fighting the bush war of 1981-1986. Through his writing, it is clear that participatory democracy is not a new phenomenon. In the pre-colonial period, traditional African societies reached decisions after wide consultations and consensus. He says that Uganda’s decentralization programme was launched in 1992 largely because of the need to minimize corruption, improve delivery of social services and letting the people participate in all development issues to ensure transparency and accountability.

He further reveals that the NRM began practically to implement the philosophy of popular participation by creating Resistance Councils/ Committees (RCs), presently known as Local Councils (LCs), which were introduced in areas captured by the National Resistance Army (NRA). When the civil war ended in 1986, and the NRM/NRA Government came to power,

the system was replicated nationwide. The Local Government Statute of 1993 clearly shows that people must be involved in electing their LC1 leaders up to the parliamentary level.

In this present form, Tukahebwa (1997) writes about the role of district councils in decentralization and a further commentary shows that the Local Government structure is a multi-tier system of committees and councils that start at the village level and hierarchically builds through the Parish, Sub-county, District up to the national level.(see figure 1)

Figure 1: The LC Structure



Source: Local Governments Act Cap 243

The above chart shows the structure of the LCs from village up to parliamentary level. All the adults (those above 18 years) in a village constitute a village council and elect from amongst themselves a committee of nine people to form LC.1 committee. The nine positions on an executive committee are Chairperson, Vice Chairperson, Secretary, and Secretary for Finance, Secretary for Defence, and Secretary for Youth Affairs, Secretary for Women Affairs, Secretary for Information, and Secretary for Education and Mobilization [Nsibambi 1991:279].

The various LC.1 Committees in a Parish in turn constitute a Parish committee (LC. 2). The procedure is repeated for the Sub-County level (LC3) and the County level (LC4). Nsibambi (1991) further shows that for the district level (LC5), the council is composed of one representative for Women elected from each Sub-County. Members of Parliament (MPs) in the district are ex-officio members of the district council. The district committee is elected by and from the District council.

Popular participation is also exercised in municipalities and cities. Cities and municipalities are equally expected to have LCs elected by the people. In the Municipality, the Municipal Council is the highest LC level, equivalent to LC IV. On the other hand, in the city the equivalent are City Council, Division Councils, Ward Councils, Parish Councils and Village Councils, respectively (Muhangi ,1997). Based on these councils, Kiwanuka, (1997) argues that decentralization has ushered in popular participation which has made the people at the grassroots to feel that the Government is theirs and the leadership is accountable to them.

The allocation of functions and responsibilities to various levels of local government are detailed in the Second schedule of the Local Government Act, 1997. Sections 36 to 38 of the Act provide for institutions/ organs (political and technical) that are responsible for participatory bottom-up development planning at all levels of Local Governments. At the political level, the Act created a District Planning Authority (DPA) and Standing Committees, while at the technical level it created the District Technical Planning Committee (DTPC) and District Planning Unit (DPU)

The village council, which involves all members of a particular village above the age of 18 meets to identify priorities to which funds are to be allocated. The decisions reached are then sent to the Parish Level (LC 2) - through a Parish Development Committee that formulates an Action Plan from the priorities submitted by LC1 members. Decisions made at the Parish level are then submitted to the Sub-county Council (LC3) and the same bureaucratic process is repeated up to the District level. The planning process in Local Governments should therefore take on a bottom-up approach, as all projects designed must be pro-people. With popular participation, the planning process must be crosscutting. It should involve people and their representatives' right from the Village, Parish, Sub-county, County and District levels.

The ideology of citizen participation is aimed at putting the people at the centre of the National Development Agenda (NDA). This participatory approach is intended to enhance national development but not to halt it. Its commitment is to put the people first, basically to empower them to participate in the economic and political life of their country as a *modus operandi* for internally self-sustaining and continued development and transformation. No doubt, popular participation especially in the planning process of local governments if well implemented, can reduce corruption, inefficiency, and foster accountability and sustainability of development projects – among others.

However, it appears that popular participation has little relevance to the masses because their decisions may not be implemented by those in higher offices. As a result, Nsibambi (1998) observes that there is lack of citizen participation in decision-making in local councils and this underscores the paradox of representative democracy. It is pointed out that citizens seem to be disinterested in what is going on in Councils and participation is largely seen as a government

obligation rather than a people-driven process. Whereas this may appear to be the case, there is a need to recognize the coexistence of popular democracy and representative democracy and the persistence struggles for space, mandate and constituencies.

The term planning may be one of the most frequent used terms in the developing world today. The idea of economic planning and development was fostered as early as 1920, when the British Protectorate Government established a Uganda Development Commission charged with the responsibility of examining the steps to be taken to plan the commercial and industrial sectors of the country's economy. In 1946, the protectorate government launched the country's first post-war 10-year development plan for the period 1946-1956.

When Uganda attained political independence on 9th October 1962, her first post-independence five-year development plan, covering the period 1961/62-1965/66 was launched. This plan contained a wider scope and greater coverage of economic matters, including parastatal bodies, East African common services and, to a certain extent, private sector. Subsequent plans were launched during "Amin's period" of mal-administration (1971-1979), the economy turned into shambles.

After the fall of Amin in 1979, the Government of Uganda with the assistance of the United Nations, prepared a 10 year development plan spanning the period 1981-1990. From 1982-1984, the Government launched a recovery program containing a list of priority rehabilitation projects based on the promised external funds. In 1987, a rolling rehabilitation and development plan was launched with similar emphasis on selected priority rehabilitation and development plans covering the period 1987/88-1991/92. This was subsequently rolled over to include the period 1993/94-1994/95.

The Rehabilitation and Development Plan (RDP) was changed to the Public Investment Plan (PIP) in 1995/96, being a three year rolling plan, which was updated annually as part of the budget process. The PIP listed the Uganda Government's highest priority projects along with expenditure estimates for each project. These are normally the only projects for which donor funding was sought during the plan period.

Since its inception in 1997, the PEAP has guided the formulation of government policy. It has served as both Uganda's Poverty Reduction Strategy Paper (PRSP); and Uganda's Comprehensive Development Framework (CDF), including serving as Uganda's planning framework. Under this plan, Uganda is being transformed into a modern economy in which people in all sectors can participate in economic growth.

In the post colonial period, governance concentrated on nation building and economic processes which seemed to justify centralized management (Rondinelli, Neillis and Cheema, 1984) and Oloka (1989) show the history of Resistance Councils and Committees through the struggles of the National Resistance Movement throughout the 1980's is based on individual merit which emphasizes popular participation of the local people to elect their leaders but the leaders are expected to serve the people by putting their decisions first rather than altering them to suit their interests. The effect of centralization led to weak local governments and citizens that could not check the excess powers of the state by enforcing accountability by public officials. The state and its institutions continued to dominate the decision- making process at the local level and this distorted participatory democracy. Local initiative and development was therefore choked (Tukahebwa, 1998). The trend of centralization continued until 1986 when the Nation Resistance Movement Government (NRM) of Yoweri Museveni

took power. Popular participation was introduced in 1986 through the institution of the Resistance Council/Committee System. The Local Governments (Resistance Councils) Statute of 1993, the 1995 Ugandan Constitution and the Local Governments Act of 1997 gave impetus to political participation.

The Uganda Constitution (1995) emphasizes peoples' participation in their governance. Article 38 (1) states that "every citizen has the right to participate in the affairs of government individually or through his or her representative in accordance with the law.

Article 38(2) states that "every Ugandan has a right to participate in peaceful activities to influence the policies of government through civic organization.

Regan (1993) asserts that the bureaucracy is extremely powerful and plays a central role in the planning and implementation of development. These often tend to serve the interests of the narrow groups with political control at the centre rather than the rural based population. It is further urged that bureaucrats are more easily made accountable for what they do when under political control. However, even under political control, these officials can serve the needs of other groups at that level other than the masses. The study is interested in finding out if the elected leaders as well as technocrats serve to the expectations of the local people or put their own interests first.

1.2 Statement of the Problem

As a system of governance, decentralization was to ensure that powers (political, decision-making, financial and managerial) are transferred from the centre to the local governments which would ensure that the people participate in the planning process such that they could

identify themselves with developmental initiatives in their villages. In effect the theory is that popular participation would lead to effective and efficient service delivery, improved accountability and would reduce corruption and foster sustainable development in the country (Nsibambi 1998; Soren 2000).

Local Councils (LCs) were put in place and empowered by the Local Governments Act of 1997 to enable the people to participate in decision-making. These structures have been operational for close to two decades now but it has been observed that citizen participation in decision-making is still low as their participation seem not to go beyond the mere act of voting. Research done in Uganda by MISR (1997:20) and USAID (1996:69) clearly shows that decentralization has not effectively enhanced popular participation in decision-making as very few people are involved in the planning process of Local Government. It goes without saying that the problem is both low people participation and lack of effective participation. This study sets out to investigate the challenges of popular participation in the planning process of Local Governments particularly in Nsangi Local Government.

1.3 Objectives of the Study

1.3.1 General Objective

The overall objective of the study was to establish the problems associated with popular participation in the planning process of Local Governments with reference to Nsangi Sub-county Local Government in Wakiso District.

1.3.2 Specific Objectives

The specific objectives of the study were as follows:

1. To examine the category of people who participate in the planning process of Local Governments.
2. To analyze the impact of peoples' decisions in the planning process.
3. To explain the levels of the planning process in which popular participation takes place.
4. To explore the challenges associated with popular participation in the planning process of Local Governments.

1.4 The Scope of the Study

The study focused on the problems of popular participation in the planning process of Nsangi Sub County Local Government in Wakiso District. Under popular participation, the study considered the involvement of the grass root people in decision-making which included voting and attending local council meetings. Under planning, the study considered the participation of the grass root people in setting of goals, identification of priorities and their involvement in the implementation and monitoring of development projects in Nsangi sub-county. Under local governance, the study concentrated on three levels, LC1, LCII and LCIII. The study population included Nsangi Sub-county administrators, Councilors and community members.

The study was carried out in Nsangi Sub-County located in Wakiso district. Nsangi Sub-county was selected because as a resident in the area, the researcher realized that the grassroots people were not actively involved in the planning process of Nsangi Sub county Local Government. Hence, there was a need to establish the problems associated with popular participation that the Local Government was facing.

In terms of time, the study covered the years 1998-2003 because it is in 1998 that Nsangi Sub-county Local Government began to practically involve the masses in the planning process of Local Government programmes.

1.5 Significance of the Study

The Local Governments in Uganda embarked on participatory planning in 1997. However, not many studies have specifically been conducted to ascertain why popular participation in the planning process of Local Governments has not yielded the expected results. A study on the problems associated with popular participation in the planning process of Local Governments in Uganda is, therefore, timely and relevant. Thus, the findings of this research will benefit:

1. Local Government policy-makers and implementers because it will enable them to identify the real problems associated with popular participation particularly in the planning process. The study findings will enable them to know how to overcome such problems to improve on the planning process.
2. The Central Government policy-makers after realizing that the planning process at the Local Government level is not adhering to the principle or ideology of popular participation will also use the recommendations made by this study to perfect the planning process at the Local Government level.
3. The people at the grass root will be informed of the importance of popular participation in the planning process of Local Governments. As a result of this study, it is hoped that they will be more actively involved in effective decision-making.
4. To the academicians, the study provides more literature on popular participation in the planning process of Local Governments which will be used for further research. The study has put forward reasons as to why popular participation in the planning process

has not been very effective hence it gives a more up-to-date background from which further research can be based.

5. To practitioners (Local Government staff), the study will influence the way the planning function is handled in Local Governments. They may specifically gain an insight on how to deal with the problems associated with participatory planning in Local Governments.

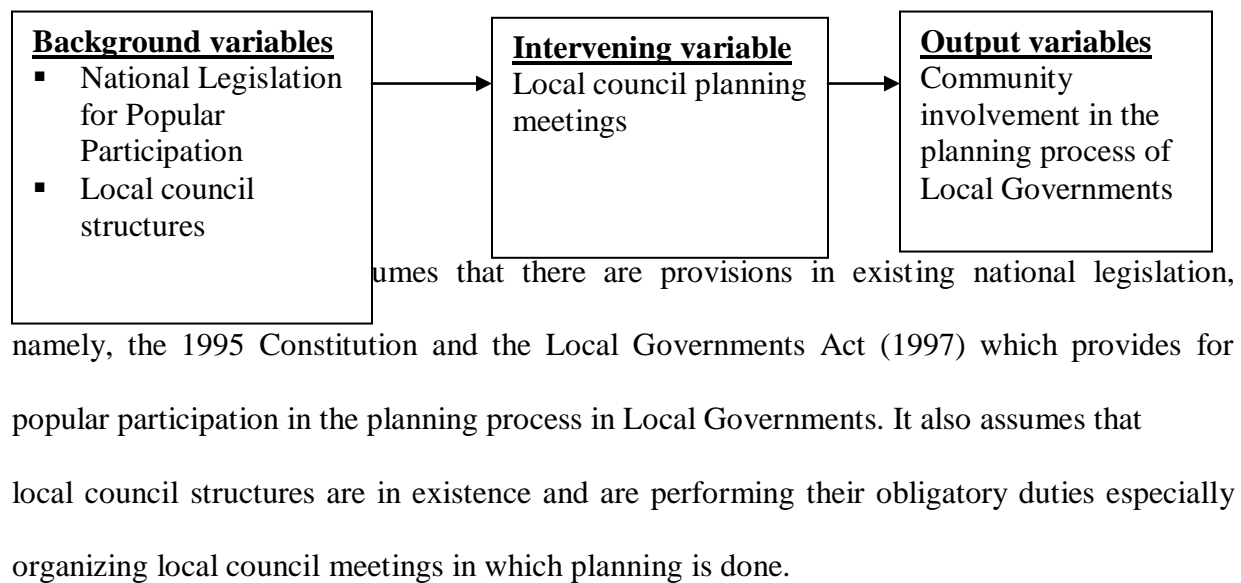
1.6 Operational Definition of Key Terms

- a) **Popular Participation:** Refers to the participation of the grassroot people to influence policy formation and control design alternatives, investment choices, management and monitoring of development interventions in their communities.
- b) **Planning:** Refers to the setting of goals, identification of priorities and mobilization of activities in order to achieve intended development objectives.
- c) **Local Government:** It is a government created to meet the local requirements of development and governance. It is fully answerable and responsive to the local people through the elected local leadership.

1.7 Conceptual Framework

The study rotates on three sets of variables namely: Background variables, the Intervening variables and the Out put variables. These variables are detailed in the following conceptual framework

Below is the conceptual framework for the challenges of popular participation in the planning process of Nsangi Local Government administration.



CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Planning in most countries including Uganda, was highly centralized with programmes and projects often designed by National Sector Agencies and Ministries. However, considerable changes in the centralized planning have been observed. In this chapter, review of the studies related to participatory planning and the problems associated with it was been undertaken.

The main purpose of the review was to expose similar problems that are associated with popular participation as discussed by other researchers and scholars. However, there are no studies that have been carried out focusing explicitly on the problems associated with popular participation in the planning process of Local Governments in Uganda and particularly in Nsangi Sub-county, thus justifying this study. The existing literature related to popular participation has scanty information and is highly fragmented. However, the researcher has laboured to amalgamate all the ideas that guided the study.

2.2 The Concept of Popular Participation

Schmidt (1996) defines popular participation as a process by which people, especially disadvantaged people, influence policy formation and control design alternatives, investment choices, management and monitoring of development interventions in their communities. She further asserts that “Popular” refers not only to the poorest of the poor but also anyone who is disadvantaged in terms of wealth, education, ethnicity, group or gender.

She further contends that popular participation ensures accountability, trust, predictability and reliability in planning and managing public sector organizations. In discussing the issue of popular participation, he draws four main conclusions:

- a) Participation has an important role to play in facilitating sound Public Sector Management. The impact of citizen participation and even the desire of citizens to participate in the public sector depend on the health and effectiveness of the public sector.
- b) Participation is not the normal way of doing business in most developing [and many developed] countries. The “attractiveness” of participation increases when institutional mechanisms are in places that improve the willingness and capacity of different stakeholders to participate.
- c) The likelihood of effective public participation is considerably enhanced by systems that provide for internal participation within the ranks of the civil servants; once they are empowered, they will have greater motivation and authority to empower those they serve.
- d) The sustainability of stakeholders’ participation depends on the ability of outside agencies to help build institutional links among all relevant stakeholders.

These four conclusions are very important in understanding the concept of popular participation. Despite the fact that popular participation has several advantages, it is critically noted that it is not the normal way of doing business in most developing countries including Uganda. Clark (1996) emphasizes that popular participation is the participation of the poor. It

includes articulating the needs of the weak, changing attitudes and practices of the most vulnerable groups such as the disabled or the landless.

Further, Samuel (1991) defines popular participation as an active process by which beneficiaries or client groups influence the direction and execution of activities with a view of enhancing their well-being. Participation is generally understood as a process. Thus, it is not complete unless community members or their democratically elected representatives play a responsible role in both planning and management of developmental initiatives.

2.3 Popular Participation in Local Governments Globally

Popular participation is a trait of decentralization reforms ushered by several governments in order to improve the provision of public services to the grassroots. At the international level, several countries have implemented decentralization reforms hand in hand with popular participation with varying effects.

Kisakye(1993) states that the dilemmas of African decentralization in the third world stems from the fact that people are not put first as the elected leaders claim to do. The decisions of the electorates are often neglected and the leaders generally choose to serve not according to people's identified priorities but their own aspirations. They may even connive with the politicians who are expected to control them. This is the case with the local government levels where the administrators monopolise information.

The concept of popular participation cannot be separated from good governance. Democratization and good governance have become global concerns which gained prominence especially after the end of the Second World War. Democratic governance entails respect for

majority decisions, protection of minority interests , ensuring human and social rights of all people and exercising power for the public good (Gariyo ,1997).

Golooba (1999) extensively discusses the importance of respecting local peoples' interests if popular participation in the planning process is to be meaningful. It is argued that good governance, decentralization, accountability and less government intervention enhance the democratization process.

Langseth (1995) shows that the lessons to be learnt in the Civil Service Reforms in Uganda have a direct link to the emphasis put on local people's participation since their participation in decision making leads to effective democratization as people own the implemented projects. Good governance is expected to bring an efficient and effective state, increase its legitimacy, stability and hegemony. It is also assumed that by democratizing institutions and processes, it makes them more accessible and reflects the interests of the people (World Bank, 1992). Popular participation and good governance are therefore seen as vehicles through which developing countries can achieve political and economic development. The study findings however, indicate that this is not the case because of poverty, lack of sensitization, absence of awareness of laws and poor mechanisms of communication among others.

In Bolivia, the study carried out by Nijenhuis Geryin (2002), which highlighted the link between local governments and local developments shows the impact of decentralization policy on local governance and local development and the factors that condition this impact in six rural municipalities in the department of Chuquisia, Bolivia. A brief review shows that the Bolivian decentralization policy was launched in 1994 and was later on emphasized at the international level as a model that complied with all the conditions to achieve good local

governance and local development. The main component of the policy is the law on popular participation which aims primarily at the transfer of responsibilities and funds from the central government to the local levels. It has three main elements.

The first one is the creation of the 311 urban-rural municipalities that are assigned a number of responsibilities and receive funds from the central government. The second one is the introduction of participatory planning. The third is the establishment of a vigilantee committee of representatives of the population that ensures fair implementation of the law on popular participation.

Hence, Nijenhuis (2002) argues that decentralization in Bolivia contributed positively to local governance compared to the situation prior to 1994 when the rural population was not involved in local decision-making. He, however, notes that the effects of decentralization were somewhat disappointing with respect to accountable and transparent local governance because the vigilance committees are not able to control affairs due to lack of cooperation of Local Governments.

Furthermore, it is noted that the rural people participate less as compared to the urban dwellers that are more informed and able to participate. This has led to an increase in development by increasing the investment capacity of Local Governments compared to the situation prior to 1994. Noted also is the fact that popular participation has contributed to the improvement of economic and social infrastructure. However, he observed that there has been no equal opportunities and access to development opportunities particularly between well and accessible communities.

In Vietnam, the UNDP Vietnam Report (2006) shows popular participation is gaining ground because of a strong legal framework that is rooted in Vietnam's 1998 decree on grassroots democracy (dan chu co so). This decree put in place the guidelines required to expand direct citizen participation in local governance. The legal framework particularly stresses that popular participation can better be achieved with the expansion of space for participation of the grassroots people through both direct and indirect democratic reforms as the report concludes that this has been the case in Vietnam.

Posner's (2003) comparative perspective of local democracy and popular participation in Chile and Brazil exposes the factors that facilitate or impede the strengthening of popular participation in local democracies in Latin America. It shows the importance of structural reforms, the institutional configuration of local government and the role of political parties vis-a-vis civil society in either enhancing or impeding popular participation in local democracy. He argues that popular participation will be strong and effective where structural reforms expand the resources' base, policy-making and political parties attempt to organize and mobilize groups and constituents at the grassroots. Where these conditions do not hold, the reverse will be true. These conclusions are drawn from the analysis of the development of popular participation and local democracy in Porto Alegre, Brazil (a positive example) and Santiago Chile (a negative example).

In his presentation regarding popular participation in Malaysia, Anwar (2000) argues that for popular participation to succeed, economic productivity, ecological sustainability, social justice, cultural vibrancy and political participation should go together. He argues that the

massive development in Malaysia has led to rapid urbanization which has led to the shattering of the concept of community as we have known it as many people may not even know their neighbors in Malaysia.

Thus, he observes that planners should know what their people actually want in the villages, towns and cities because needs tend to differ. There is also the challenge of professionalism; hence, the need to have in place a professional local government service team of a much higher calibre. The other challenge is that of transparency and integrity in planning decisions, development and especially infrastructure projects. He further notes that there is deep public concern about the nature and direction of popular participation in local governments in Malaysia as the involvement of citizens has not reached the desired level.

Another challenge is the destruction of community spirit hence little pro-active efforts of community cooperation among residents. As a way forward, he suggests the re-building of community togetherness such that the masses can sense the need to participate in the planning process and implementation of the decided projects. In addition, local government officials should be given more training so as to become the heartbeat and bedrock of a living democracy in which popular participation can be effective. Kasfir (1996) argues that the designs and dilemmas of the third world when it comes to popular democracy is largely to the inability of the leaders and technocrats of the local people to respect their views and act otherwise. It is generally believed that participatory democracy is impossible without the extensive decentralization of public organization. A decentralized environment is the optimal condition for citizen participation (Hart, 1972).

The fact emphasized here is that participation goes beyond merely going to the polls to elect leaders. It is a process in which communities are consulted on every aspect of their lives for whatever it takes. It also means that communities get involved in setting priorities for programs before they are executed. Participation entails having appropriate monitoring and evaluation structures and a system involving communities, their organization and grassroots groups to ensure that councils are operating within tax payers' expectations and interests.

Mawhood, (1983), observes that decentralization that ushers in popular participation suggests the hope of cracking open the blockage of an inert central bureaucracy, curing managerial constipation, giving more direct access for the people to governance and vice-versa: hence stimulating the whole nation to participate in national development plans (NDP).

2.4 Popular Participation in Local Governments

Villasden (1995), Golooba (1999), and Kasfir (1993) all assert that popular participation is a populist ideology that has underpinned a number of African governments since independence. It is a characteristic of regimes that have attempted to ground their rule in popular legitimacy. Such regimes have typically evoked national self-reliance, drawing on rosy interpretations of African history and culture which emphasize the notion of indigenous public structures built on consensual rule, broad-based participation, common identity and sagacious personalized leadership. It is further argued that such regimes have tended to encourage a degree of popular participation which is built on the principle that action by citizens should always be in the public interest—power, be it political military, economic, knowledge or tradition-based. According to MOLG (1993a), MOLG (1994 b), MOLG (1994) , MOLG (1995) and MOLG (1996) all show that decentralization in Uganda and especially the introduction of Resistance

Councils which were later named Local Councils were all hinged on the premise that the views, ideas and interests of the people should be considered above those of the minority bureaucrats and technocrats. Wolfsohn (1998), the President of the World Bank Group observed that :

Participation matters- not only as a means of improving development effectiveness as we know from our recent studies but as the key to long term sustainability and to leverage.

People are the instruments and beneficiaries as well as victims of all development activities. Their involvement in the development process is the key to success,(Serageldin, 1994). The popularly advanced view is that the bottom up approach is the best to achieve popular democracy and especially popular participation in the planning process in the developing world. In a review of studies on developing planning in Kenya, Ngau (1993:183) concluded that:

District planning tends to minimize the involvement of local people in the initiation, planning and implementation of local development and that participation of local people is allowed only in modes acceptable to the state.

This in effect affects not only the quality of input from the communities but also the extent to which plans capture and reflect the aspirations of the people at the grassroots. This study demonstrates how participation affects bottom-up planning in decentralized local governments.

From the review of the above literature, it can be discussed that focus by most researchers is mainly at the national and District levels hence the need to research more at a local level as the purpose of this research is. The factors that facilitate or constrain the planning process were not clearly identified in the whole bottom-up planning process in local governments in Uganda. This study fills these gaps

2.4.1 The District Planning Authority (DPA)

The District Council, under section 36 of the Local Government Act (1997), is constituted into a District Planning Authority with full powers. Some of its major functions include guiding lower Local Governments in developing planning, preparation of comprehensive and integrated development plan incorporating plans of lower lever local governments for submission to the national planning authority ((NPA) and approval of district development plans (DDP). In practice, all LCs are required to have executive committees. One of the key roles of the executive committees of Local Governments is to initiate and formulate policy for approval by the Council. The Local Government Act, 1997, further mandates Local Government Councils to establish and regulate Standing Committees as they deem fit.the standing committees and the executive committees assist any other technical person co-opted by the Chief Administrative Officer (CAO), Sub-county chief of Town Clerk. The major functions of the DTPC among others include, providing technical guidance in planning to the District Council: preparation of draft plans for consideration and approval by the District Council: ensuring free flow of information of planned activities and giving guidance to standing committees to ensure that the District plans reflect national priorities within the District context and to liaise with and provide technical guidance to Sub-county Technical Planning Committees (STPC).

The lower local governments are guided on how to go about the entire planning process at their levels. However, most authors (Kinasha and Mongi, (1989): Schall (1994): Poppe (1992): and Heidemann, (1992), have tended to describe the roles of the planners and their operational problems but have not focused on how the planners bear on the bottom-up planning process in Local Governments. Their analysis has only focused on the district level planning yet in the bottom-up planning process, technical personnel have to interest themselves at what is happening at the lower levels. This was also the subject of investigation in this study.

Decentralization, as Conyers (1981: 30) observed, may require additional manpower in some fields and it may be necessary to increase the capacity of existing staff through training and in many cases upgrading of positions. A key consideration is the shortage of human resources needed to plan (and implement) the development activities which are decentralized (Ngau, 1993): Wunsch (1991): Conyers (1991). Ngau (1993: 183), for instance, found out that in Kenya “District Development Plan making suffered from lack of human resources at the district level hence plans were written largely at the centre.”

Ngau did not however consider the situation at the lower levels of local governments. Conyers (1981: 23), in this respect, only made a general assertion that the smaller an area, the less likely it is to have both financial resources base and the skilled personnel required. This study attempted to investigate how personnel capacity bears on the bottom-up planning in Local Governments. Due to rapid changes in institutional roles in Local Governments, from top-down to bottom-up approach, the study attempted to assess whether there is sufficient institutional capacity to facilitate bottom-up planning under decentralization.

2.5 Popular Participation in the Planning Process

In the local government setting as mandated by law, the expected output of participatory planning is the District and Sub-county Development Plan. In essence, the District is expected to focus on the Sub-county and in turn the Sub-county is expected to focus on the Parishes and Villages if participatory planning is to be justified. Ideally the end result is the summation of the resultant District Development Plans that should translate into National Development Plans. If participatory planning encounters problems at the lower level governments, then the higher local government may fail to produce a development plan that includes grassroots concerns.

Golooba (1999) writes that several assumptions were made when ushering in the ideology of popular participation and the policy of decentralization. It was assumed that the decision-making process would take on a bottom-up approach such that all decisions made reflected the views of the people whose lives they would affect directly or indirectly. This would mean that the decisions arrived at by members of the public would be collectively implemented.

It was further assumed that where the local community lacked the capacity to deal with any problem on its own, ideas and suggestions would be sought from higher councils – Parish, Sub-County, County, up to the District level from where appeals would be made to the national level. In this way, the local community would participate in selecting priorities to be financed; thus, they would be actively involved in the entire planning process right from the village councils.

Allen (1990: 124) notes that countries with Local Governments have become more successful and socially and economically powerful than the centralized ones. It is noted that decentralization on a political level promotes tangible democracy as opposed to quasi-mythical democracy of electoral campaigns, conferences etc. Thus popular participation in the planning process is now considered as a “sine qua non” for development. However, literature cited by Allen may appear to be convincing but it talks of state but not the individual and it does not mention the countries that have become successful as a result of popular participation in the planning process as a result of deepening democracy.

It was assumed that the public felt an active desire for such a role and that they had the capacity to play it. It was further assumed that people in positions of power and authority would be sufficiently diligent and public spirited to convene regular meetings at which members of the public would put forward views about their interests, problems, needs and concerns for discussion. As a result, power, resources and responsibility for planning and delivering a range of services were to be devolved to the local level.

Golooba (1999) asserts that devolution took place in 1993 and two levels of Local Governments, the District and Sub-County, were involved. Local leaders became responsible for supervising and monitoring. This therefore would make civil servants more accountable to their local political masters and responsible to service users unwilling to put up with poor quality services. It was basically assumed that having witnessed improvement in the quality of services, people would be more willing to turn up for consultative and planning meetings and would also be more than willing to pay taxes to finance further improvement and maintain the high standards already achieved.

Conyers and Hills (1989) argue that social planning must ensure that popular participation prevails. They, therefore, argue that an effective planning process should aim at raising morale within the planning agencies and ensure popular participation among the stakeholders. However, they argue that this can only be realized if every member is allowed to participate in problem identification and definition and in finding ways and means of reaching the stated organizational goals. They contend that popular participation ensures that all stakeholders are involved in the planning as well as implementation process. They believe that the involvement of the people makes them feel their worth as human beings; and this enhances their individual commitment to the goals and objectives that are set in the plan and hence they do not only associate themselves to the organizational success – in this case the Local Government – but also the failures as well.

2.5.1 Financing the Participatory Planning Process

Planning involves substantial time spent in consultations, discussions in meetings and actual movement to project sites in Sub-counties and lower Local Councils. This requires considerable allocation of resources which in most cases are limited (Conyers, 1991). One of the reasons for the defunct District team/Planning committees' failure to plan and implement meaningful development activities in their respective districts was the lack of resources for this purpose. Lukwiya (1987: 126) aptly noted that, "effective planning cannot be done without adequate funds." Given limited resources, pragmatic local leaders have asked whether the return on intensive participatory planning justifies the investment (Porter and Onyach-Olaa, 1999:56).

Advocate of participation often answer with a strong affirmative. This brings to the fore the fact that decisions have to be made whether to invest scarce resources in the many decisions that need to be made in participatory planning or to directly respond to service delivery needs without engaging in intensive planning. Whatever the decision, availability of funds remains a crucial consideration. The study tried to assess the difficulties associated with popular participation in the planning processes.

2.6 Problems Associated with Popular Participation

Critics of popular participation argue that there is an inherent conflict between the objectives of administrative efficiency and those of popular participation. Guijt and Shah (1998) assert that popular participation is problematic in a sense that it does not “in actual sense” increase the powers of local communities to participate in planning and implementation of projects. This they argue is basically due to the fact that officials in Local Governments have an exceedingly narrow outlook that inclines them to be satisfied with existing conditions and to resist innovations.

Reliable data and information play a vital role in development planning, Lukwiya (1987). Systematic planning procedures require information and data which Rondinelli (1982) observed was simply not available in most developing countries. Lukwiya (1987: 132) further noted that these materials are not properly kept. In most cases, they are found scattered in files. This, as a result, has led to administrators using whatever data is at hand regardless of their appropriateness or accuracy.

There is also a tendency for planners to use information and data that can be easily gathered or manipulated by statistical methods. Quantification, therefore, makes the planning and analytical procedures ends in themselves. Information and data generated should be up to date and adequately disaggregated in order to meet the demands of planning. However, as Poppe (1992) observed, lack of information flows between the community and planning professionals, due to poor access, can constrain participation in the planning process. This study therefore tried to investigate and establish how availability of information /data affects bottom-up planning in decentralized local governments in Uganda.

Although the term “institutional capacity” seems to refer to things- to structure, procedures and abstract performance capabilities, as Uphoff, (1986: 196) observes,. there is need to focus on people, their skills, motivation and personal efficiency. The quantity and ability of the technical experts to perform functions that are required of them under a bottom-up planning approach is extremely important.

Mawhood (1983) observes that problems may arise where elected local leaders are poorly educated but insist on ‘participating’ in decision-making for which they lack the requisite competence. In this aspect, critics maintain that unless programmes focusing on local communities are planned at a pace and in a manner consistent with local realities and capabilities, the ideology of popular participation can be counterproductive.

Planning involves substantial time spent in consultations, discussion in meetings and actual movement to project sites in Sub-counties and lower Local Councils; this requires considerable allocation of resources which in most cases are limited (Conyers, 1991). One of the reasons

for the defunct District/Sub-county team/Planning committees' failure to plan and implement meaningful development activities in their respective districts was the lack of resources for this purpose. Lukwiya (1987:126) aptly noted that "effective planning cannot be done without adequate funds". Given limited resources, pragmatic local leaders have asked whether the return on intensive participatory planning justifies the investment (Porter and Onyach-Olaa, 1999:56).

sAdvocates of participation often answer in the affirmative that participatory planning justifies the investment. This brings to the fore the fact that decisions have to be made whether to invest scarce resources in the many decisions that need to be made through participatory planning or to directly respond to service delivery needs without engaging in intensive planning. Whatever the decision, availability of funds remains a crucial consideration.

Smith (1985) asserts that "popular participation" as reflected in decentralization programme has been rendered worthless by poverty. He argues that it is not necessarily true to say that local citizens have superior ability – or even any ability at all – for identifying both local needs and the optimal amount of resources and services needed to meet them. He maintains that where there is resource scarcity (as it is in many districts of Uganda including Wakiso), local elites or single ethnic or other interest groups have disproportionate power to influence allocation of resources.

Regan (1994:165) notes that bureaucracy has greatly affected popular participation in Uganda. As a result, there is a problem of creating a balance between, on the one hand, facilitating popular participation and imposing necessary political control over bureaucrats, and respecting their autonomy in carrying out the tasks they are appointed to do, on the other hand. Basing on

experience in many countries, he argues that neither central nor Local Governments can exert much control over the bureaucracy. Thus, 'the popular participation dilemma' in the planning process of local governments is worsened by Uganda's history of corruption, absenteeism and all-round non-performance in the Civil Service of which Wakiso District cannot be an exception.

Existing evidence shows that popular participation is too limited or insignificant when it comes to the planning process in the Local Governments. Evidence from Britain and the United States as well as many developed and developing countries show that the public often gets involved rather too late when it comes to issues related to planning since the administrators generally assume that the public has limited knowledge on such issues and can hardly provide clear answers to the planners (Smith, 1985).

Sharpe (1976) argues that limited local democracy and participation makes planning more sensitive to local interests and less dependent on officers in Local Governments but he asserts that, there is no evidence to show that the masses really participate.

Furthermore, Sharpe (1976) contends that participation in planning – as in other parts of the decentralization system in Local Governments – was a search for legitimacy rather than means of power – sharing or democratic public involvement. He maintains that in as far as participation generates benefits, it is only those with expertise or the resources to command it that are advantaged (Sharpe 1976:125).

Lubanga and Villadsen (1996) as quoted by Nsibambi (1998), assert that the notion that the people at the grassroots (the poor) have the ability, wants and participate actively and

collectively in public affairs at all times, is actually farfetched to most critics of popular participation. Studies done by Abraham (1996) and Guijt and Shah (1998) among the people at the grassroots show that villagers are not homogeneous groups of people united by common problems, interests and objectives. Therefore, it is not actually true to assert that the poor of the poor may desire to participate in activities done by the Local Government – including getting themselves involved in the planning process.

In the continued quest for democratic governance, Uganda made a new Constitution (1995) that entrenched decentralization (Article 176). This Constitution provides that the principle of decentralization shall apply to all levels of local governments and that the system shall ensure the full realization of democratic governance at all levels of local governments stipulating citizen participation. However, the article does not state how this participation will be enhanced and providing for it without enhancement cannot do much. Government must have therefore provided for what exactly would stimulate people to engage in the local government settings because even the funds talked of in the article which would have promoted citizen participation are inadequate.

2.7 Summary of Emerging Issues

In summary, the above literature reviewed reveals the concept of popular participation and how it has been practiced in Local Governments in various parts of the world – Uganda inclusive. The problems associated with popular participation are that (basing on the reviewed literature) the beneficiaries seem to have numerous and contradicting demands that without proper planning, they are likely not to benefit through Popular Participation.

The other challenge is that the poor of the poor are likely not to participate and it is hereby assumed that the masses do not actually enjoy being part of the participatory process for various reasons which the study is set to expose. However, the reviewed literature does not sufficiently expose the problems associated with the planning process in Local Governments generally in Uganda and particularly in Nsangi Sub-County of Wakiso District.

The few researchers who have laboured to discuss the topic have done so by generalizing and no one has discussed the concept of popular participation particularly in the planning process of Local Governments exhaustively. This research therefore intends to fill this gap by looking at the problems associated with popular participation in the planning process of Local Governments particularly in Nsangi Sub-County. It also analyzed the ways in which the people participate in the planning process of Local Governments.

In conclusion, therefore, the literature reviewed is lacking in some aspects because it does not provide for adequate participation of the people while the factors that constrain participatory planning are not clearly stated and those that are generalized do not specifically show which areas are affected. Furthermore, the studies did not indicate which levels have more difficulties in the participatory planning processes.

Despite these apparent gaps, the literature was important in as far as guiding investigations into factors that constrain the participatory planning processes in Local governments especially in Nsangi Local Government is concerned. This study therefore filled these gaps.

CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter presents the research design, area of study, the study population, sample size, sampling procedure, data collection, methods and instruments, methods of data processing, analysis, as well as limitations to the study.

3.2 Research Design

The research design adopted by the researcher was a case study that took three phases namely; observational, statistical and operational phases. According to Ghosh (2000), these phases are not independent but they are rather interdependent and overlapping. The subject matter being Popular Participation was studied in all its dimensions and ramifications. It was aimed at knowing precisely the factors and causes which explain the complex behavioural patterns of a unit and the place of the unit in its surrounding social milieu. The method was helpful in gaining experience, discovery of new facts and formulation of valid assumptions.

Both qualitative & quantitative methods were utilized to carry out the study. The quantitative method which was mainly used to collect data for the study was in depth interview. This research design was used because the researcher wanted to get a wider in-depth understanding and description of the problem of study from the respondents. The quantitative data for the study was collected using a semi-structured questionnaire.

3.3 Area of the Study

The study was conducted in Wakiso District and Nsangi Sub-County Local Government in particular. Wakiso district is situated in the central region of Uganda and being next to Kampala, the capital city of Uganda; it was among the districts included in the first phases of decentralization which emphasizes Popular Participation. The sub-counties in wakiso distict are: Nsangi, Wakiso, Namayumba, Kakiri, Kasanja, Masuliita, Ssisa, Katabi, Nangabo, Gombe, Nabweru, Makingdye, and Busukuma and the Town Councils are: Nansana ,Kira,Wakiso and Kakiri. Among all the mentioned sub-counties, Nsangi sub-county has the best requirements for this study. According to the 2002 housing and population census, Wakiso district had 907,988 people with a population growth rate of 4.1%, while the 1991 population census shows that the population was 562,209 with a growth rate of 3.7%. This shows that the population in Wakiso is fast growing hence a need to effectively involve the local people in the planning process.

Nsangi sub-county has a total population of 72,414 (according to the 2002 housing and population census). The sub-county was selected mainly because it has both urban and village characteristics which were highly important aspects to consider in carrying out a study on Popular Participation. The Parishes in Nsangi sub-county are Nsangi, Katereke, Buddo, Nabbingo, Maya, Nanziga,Kitemu, Kasenge, Kikajjo and Kyengera. In addition, the researcher is convinced that it has the core information and raw materials needed in the course of this study.

Being an administrator, the researcher had worked in Nsangi sub-county and realized over a long period of time that the numbers of people attending community planning meetings kept on declining yet the selected area has all the necessary administrative structures that would

promote effective Popular Participation. Local Councils are available from LC1 to LC111 and the administrative structure appeared to be concerned with the developmental programmes in the area. Being not far away from the capital city (Kampala) the masses were more willing to participate in a research that is concerned with their participation in the planning process of Local Governments.

3.4 The Study Population

The study population consisted of local community members, officials of Nsangi Local Government and LC officials, (LC.I-III). Community members were mature individuals (males and females) above 18 years. Such respondents were expected to be concerned with the development initiatives taking place in their localities. Heads of departments (technical officers) of Nsangi Local Government administration were involved basically for their role as technocrats in the planning and administration of the Sub-County. LC officials were involved because they are the representatives of the local people while the community was selected as they are the residents and beneficiaries of the study.

3.5 Sample Size

The study was composed of 6 Heads of Department each representing a Department from the Community Based Services, Agriculture, Veterinary, Finance and Planning, Technical Services and Works, as well as Health and Environment. The study included 1 LC III Chairperson, 14 Sub county Councilors, 53 LC I Chairpersons from the 53 Villages, 10 Parish Chiefs, 2 LC.II Chairpersons each representing a Parish and 50 members of the public or community who were selected randomly from the 10 Parishes. The actual number of

respondents involved in the study (136) as compared to the targeted 150 respondents are summarized and presented in the table below:

Table 3.1: Actual Number of Respondents Involved in the Study.

Position	No of respondents	Gender		Percentage	
		M	F	M	F
Parish Chiefs	10	10	0	100	0
Chairperson LCI	53	27	26	51	49
Chairperson LCII	02	01	01	50	50
Chairperson LCIII	01	01	0	100	0
Sub-county councilors	14	06	08	43	57
Nsangi administration officers	06	03	03	50	50
Community members	50	32	18	64	36
Targeted Respondents	150	75	75	50	50
Total actual response	136	80	56	58	42
Percentage Response				91 response	

Source: Field Research

Table 3.1 above indicates that the study had set out to cover 150 respondents with males and females taking a 50% representation each. This was not the case as the actual number of respondents ended up being 136 with males having 58% and females having a 42 % response. However, the researcher laboured to be gender sensitive by involving as many women as possible especially when it came to selecting respondents in leadership positions. For instance, Vice Chairpersons – being women in most LCs were selected to represent the position of Chairperson as a way of bringing more women on board. It should be noted that in all, there were 50 community members, 08 councilors and 6 local government officials involved in the study. However, the difference in the number of

respondents is explained in the different parts of questionnaires and interview guide as well as specific questions for the targeted category of respondents that included the local councilors, community and the sub-county administration staff.

The 1991 Population and Housing Census and the more recent 2002 Census results for Wakiso, were used as the sampling frame to get the number of parishes in Nsangi Sub-county which was purposively selected. All the 10 Parishes in Nsangi Sub-county were considered but names of all villages in the Sub-county were written on pieces of paper, put in a tin which was closed, tossed and one paper picked at a time. In selecting the community members to participate in the study, one village from each of the ten Parishes was sampled. The 2002 Housing and Population Census results show that they are 72,414 people in Nsangi sub-county. The number of citizens in each village was established using Council records of residents which the researcher got from the chairpersons of each village. One hundred and fifty (150) respondents were thus chosen. Basing on the number of recorded people to have participated in the planning meetings in Nsangi sub-county (recorded at 986 in all the parishes in 2006), the sample size of 150 respondents and the sample size drawn from all stakeholders in Nsangi Sub-county, was deemed representative enough to reflect the real situation in the study area.

3.6 Sampling Procedure

The researcher employed both purposive sampling and simple random sampling methods in the course of this study. Purposive sampling procedures were used to select key informants or respondents that is, people with technical or specific information regarding popular participation in the planning process at the Local Government level. The respondents such as the Road Inspector, Community Development Officer (sub-county planner), Health Assistant,

Agriculture Officer, Veterinary Officer and the Accountant were purposively selected to provide specific data in the course of the study. Purposive sampling was employed such that members without relevant information were not contacted. Nsangi Local Government employs over 40 people including support staff who may not be with valuable information needed for this study.

There are 10 parishes in Nsangi sub-county with 53 villages with a total population of over 72,414 people. As already indicated, few people attend planning meetings and as earlier indicated the number of recorded people to have participated in planning meetings in Nsangi sub-county (recorded at 986 in all parishes in 2006), shows that there is less interest on the side of the beneficiaries to get involved in the participatory planning process. It was rather financially constraining and time consuming to cover all the villages hence random sampling was used and one village was selected from each parish and 5 respondents were selected and interviewed from each of the sliced 10 villages. To ensure fair representation of the community the researcher employed simple random sampling to select the 50 members of the public because the method would enable the researcher to raise the required number without bias. That is, without having prior knowledge of who to select. Five members were randomly selected from each of the 10 Parishes. It also helped in saving time because not all individuals in Nsangi Sub-county could be involved in the research. However, it is expected that by selecting 50 members randomly, the whole population was ably represented.

3.7 Data Collection

The researcher used both primary and secondary sources of data collection. The primary source of data collection involved the use of several instruments of data collections, which included the following:

3.7.1 Questionnaires

To obtain reliable data, semi-structured also known as mixed questionnaires that had both closed and open type of questions (which is the best for social research, Gosh, 2000) were employed in this study. The questionnaires were administered to only the elite individuals - that is the respondents (the Sub-county administration staff) who could read and write especially those that were willing to fill the questionnaires. The questionnaire had analytical questions indicating the objectives and nature of the inquiry, it was reasonable in size with clear and in most cases short questions. This type of questionnaire was useful especially in collecting data from purposively selected respondents and it also enabled the researcher to achieve success in collecting reliable and dependable data from respondents.

3.7.2 Interview Guide

Interviewing was used especially to collect information from respondents who were less knowledgeable who could not fill in the questionnaires properly. This category mainly involved the community and Councilors. This instrument enabled the researcher to get first hand information and it availed the interviewer with an opportunity to probe and rephrase questions to enhance clarity and accuracy of the responses obtained finally.

3.7.3 Documentary Review

The researcher made use of the documents available at Nsangi Sub-county headquarters. These were minutes of the various planning meetings for the financial years 2003/4 and 2004/5 that showed when they were held, the turn up by the community and what was actually discussed. These helped to supplement on the already existing literature and enabled the researcher to get more specific information about the study. The study commenced with library research. While in the library, the researcher utilized textbooks, journals, documents, files and newspapers, among others, that had information concerning to the subject under study.

3.8 Data Quality Control

The researcher intended to get accurate study findings. To ensure validity and reliability of the instruments, the researcher pre-tested the instruments she used especially the probe guides and questionnaires before finally administering them on the respondents. The researcher administered the interview guide and questionnaires first to some community members, colleagues and research experts for comment. Adjustments were made before administering them to the respondents. With such triangulation of instruments, the researcher got the best responses in the course of the study.

3.9 Data Processing and Analysis

The researcher employed both qualitative and quantitative data analysis methods. Completed questionnaires were edited to check for accuracy and they were coded and entered in the computer using the Statistical Package for Social Scientists (SPSS). Data entered was reduced to frequencies and percentages. Qualitative data were coded and similar responses were

entered using an assigned code. All qualitative responses were captured and results generated for the use of this study.

3.9.1 Qualitative Data Analysis

The qualitative data collected through the in-depth interviews were continuously analyzed in the field as collection took place. Field notes were written and recordings edited at the end of each day to ensure accuracy in recording and consistency in information given by the respondents. Information that had been taped was also continuously transcribed. Some of the qualitative data generated from the semi-structured questionnaires were also sorted and categorized. Since qualitative responses were highly detailed that they needed to be shortened to fit well in the study, all the qualitative data was analyzed by content using themes and codes.

Specifically answers from different respondents were compared to establish the most occurring responses and these were used in the analysis and interpretation of the data. The data were summarized in narrative form and the most important quotations from the field were used to illustrate the major findings of the study presented in Chapter 4.

Relevant and reviewed literature was also used to discuss the findings of the study.

3.9.2 Quantitative Data Analysis

The quantitative data collected in the semi-structured questionnaires were checked at the end of each day by the researcher. The data was coded and analyzed using the (SPSS).

3.10 Limitations of the Study

The researcher encountered some challenges during the course of the study. The major methodological limitations were mainly the task to locate all the village chairpersons in Nsangi sub-county, LC officials and Nsangi Sub-county administrators. The researcher had to rely on purposive sampling and making phone calls to make appointments with the targeted respondents. The researcher's key respondents especially in Nsangi Local Government administration were less interested in revealing core information related to popular participation in the planning process because of the fear that the findings would expose their weaknesses, which may affect their respective positions. Given the business schedule of most of the Local Government officials, the researcher found out that they were not readily available for interviews, this delayed completion of the research.

However, the researcher was able to assure the respondents that the study is purely academic and that their identity will be concealed whenever necessary. The researcher solicited for funds from friends and relatives to ensure that research expenses are met in time. Appointments were fixed before the interviews were held to avoid delays. The researcher endeavored to make the respondents comprehend the questions as much as possible and was patient in the entire process.

3.11 Ethical Considerations

The researcher explained to each of the respondents the purpose of the study and requested them to participate, reminding them that they were free to refuse to be part of the study. Strict confidentiality was maintained and emphasized all through data collection, entry, analysis and reporting. Names were not used on the questionnaires and even those that were written had to be erased immediately after data collection.

CHAPTER FOUR

PRESENTATION OF FINDINGS AND INTERPRETATIONS

4.1 Introduction

This chapter presents the findings of the study in an effort to examine the challenges of popular participation in the planning process of Local Governments in Uganda. The findings are interpreted, discussed and presented in relation to the specific objectives of the study outlined in chapter one.

In presenting the findings, the researcher used tables, figures and percentages. For easy understanding of the results, findings have also been presented with the help of quotations recorded from primary data.

4.2 Demographic Characteristics of the Respondents

The study set out to cover 150 respondents. The researcher successfully covered 136 respondents. The one response (NR) was on 14 Local Council officers who were unavailable during the time when the research was conducted. The overall response rate was 90.6% hence making the results highly representative enough.

The demographic characteristics of the respondents are presented in terms of sex, age, and marital status, level of training and position of responsibility.

4.2.1 Distribution of Respondents by Sex

The study has established that the majority of the respondents were males 80 (58 %) while 56 (42 %) were females Table 4.1 below shows the distribution of respondents by sex.

Table 4.1: Sex of Respondents

	No of respondents	Gender		Percentage	
		M	F		
Sex	136	80	56	58	42
Total	136	136		100	

Source: Field Research

Table 4.1 shows that most respondents were males. Female respondents were reluctant to participate without the approval of their husbands. Similarly, most Local Councilors that were readily available were males. However, the researcher endeavoured to involve as many female respondents as possible hence reducing on the gap between male and female respondents. The researcher established that few women attended village planning meetings mainly because they have an impression that the men (being leaders of families) would better represent them in meetings after all, matters of Nsangi sub-county politics is male dominated hence majority of male participants felt that such meetings were a male affair generally.

4.2.2 Distribution of Respondents by Age

The study covered respondents between 18 – 61 years and the results revealed that the majority 60(44%) of the respondents belonged to 29 – 39 age category while very few respondents 16 (11%) belonged to 51 – 61 age category. Table 4.2 shows all the results.

Table 4.2: Distribution of Respondents by Age

Age group	No. of respondents	Gender		Percentage	
		M	F	F	M
18-28	22	08	14	36	54
29-39	60	28	32	47	53
40-50	38	33	05	87	13
51-61	16	11	05	69	31
Total	136	80	56	100	

Source: Field Research

From table 4.2, it was observed that the second biggest number of respondents 60 (44%) belonged to the 29 – 39 age category followed by 38 (30 %) respondents who belonged to the 40– 50 age category. The results show that most of the respondents were below 50 years and were thus eager to participate in the study. The researcher found out that people in the 29-39 category were those keenly following development related projects in Nsangi sub-county and were eager to find out how they can be involved in activities that can effectively help in developing their area. They were people who were politically active and were very interested in ensuring that their sub-county leaders are made accountable but also helped in promoting development in Nsangi sub-county.

4.2.3 Distribution of Respondents by Marital Status

The study has revealed that the majority 86(57%) of the respondents were married, 28 (19%) were single. All the results are shown in table 4.3 below.

Table 4.3: Distribution of Respondents by Marital Status

	No of respondents	Gender		Percentage	
Marital status		M	F		
Single	28	10	18	36	64
Married	86	58	28	67	33
Divorced	08	03	05	38	62
Separated	04	02	02	50	50
Widowed	10	07	03	70	30
Total	136	80	56	100	

Source: Field Research

Table 4.3 above shows that most of the respondents were married indicating that as adults and permanent residents in the area, they would keenly follow most of the development oriented activities taking place in their community. Other respondents were widowed 10 (7%), divorced 8 (6 %) and separated 4 (3%). All these respondents were vital in the study as they reflect a complete composition of a community from which every individual participates.

4.2.4 Level of Training

Results have revealed that most of the respondents 88 (65 %) were certificate holders, while 32 (24%) had diplomas and only 16 (11 %) were graduates. The said information is presented in the table below.

Table 4.4: Respondents' level of Training

	No of respondents	Gender		Percentage	
Level of training		M	F		
Certificate	88	60	28	68	32
Diploma	32	10	22	31	69
Graduate	16	10	06	63	37
Total	136	80	56	100	

Source: Field Research

From table 4.4, it is noted that most of the respondents were semi-illiterate as they were either primary or secondary school dropouts. The majority of them were community members and some Local Councilors. The data shows that 80% of the respondents were people that had never gone beyond ordinary level. Statistical data shows that 62 of the 88 people (70% Of the 88) were people who had not completed primary seven. The results are in line with what Mawhood (1983) observed that there is a problem of illiteracy among some local leaders and this somewhat hinders the smooth implementation of Local Government programmes. On the other hand, all officials of Nsangi Sub- county Administration either possessed a diploma or a degree. The variance in education levels made it easier and challenging to obtain information. It was easier to solicit information from the well educated respondents than the semi-illiterates who needed a lot of explanation which the researcher managed to offer.

4.2.5 Respondents' Positions of Responsibility

The study involved various categories of respondents including Chairpersons, Councilors, Community members and administrators as presented in table 4.5 below:

Table 4.5: Respondents' Positions of Responsibility

Position	No of respondents	Gender		Percentage	
		M	F	M	F
Parish Chiefs	10	10	0	100	0
Chairperson LCI	53	27	26	51	49
Chairperson LCII	02	01	01	50	50
Chairperson LCIII	01	01	0	100	0
Sub-county councilors	14	06	08	43	57
Nsangi administration officers	06	03	03	50	50
Community members	50	32	18	64	36
Total	136	80	56	58	42

Source: Field Research

From table 4.5, it is indicated that the majority of the respondents 53 (39%) were Chairperson LC1, followed by Community Members; 50 (37 %).The researcher found out that the lower LCs are more actively involved in service delivery to the grass root level and are more willing to get involved in participatory planning activities.

4.3 Ways in Which People Participate in the Planning Process in Local Governments

The study has established that community members participate in the planning process of local governments in mainly two ways. First, they participate by getting involved in voting for their leaders right from the village level to presidential level. The majority of the community members involved in the study revealed that they have even been involved in voting their leaders to public offices though there are some community members who had never been involved at all as table 4.6 shows.

Table 4.6: Involvement of Respondents in Electing Public Officials

	No of respondents	Gender		Percentage	
		M	F		
YES	42	26	16	52	48
NO	08	06	02	25	75
Total	50	32	18	100	

Source: Field Research

Table 4.6 shows that the majority of community members 42 (84%) have ever been involved in electing public officials while 8 (16%) have never been involved. As Nsibambi (1998) noted, it is important for community members to participate in electing their leaders because they are their representatives at all levels of the planning process. It has, however, been noted that some community members, (at least 16%) do not participate in electing their leaders yet it is these leaders that are supposed to organize the community members to participate in the planning process.

The second way in which community members participate in the planning process is through attending planning meetings through which projects that reflect community needs are

identified. However, the study has established that planning meetings are not regularly organized as some community members 16 (32%) mentioned that the meetings are only organized whenever there is a need and the majority 27 (54%) didn't know when such meetings are organized (see the table 4.7).

It was, however, noted that the community is not active in as far as meetings are concerned and yet the decision-making process is supposed to begin at that level. This can better be explained by the big percentage that did not even know when such meetings are held and that is why they cannot attend. Failure to attend such meetings means that implementation will be based on the interests of those who get actively involved. Hence the projects wont be pro-people and with no sense of ownership.

As indicated in table 4.7 below, planning meetings are not regularly organized and many community members are not part of them especially because they are ignorant about them.

Table 4.7: How often Planning Meetings are Organized

	No of respondents	Gender		Percentage	
		M	F		
Every week	00	00	00	00	00
Once a month	03	01	02	33	67
Every after 3 months	00	00	00	00	00
Once a year	04	02	02	50	50
Whenever there is a need	16	05	11	31	69
I do not know	27	23	04	85	15
Total	50	32	18	100	

Source: Field Research

From table 4.7, it is noted that there is no clear consensus among community members regarding when planning meetings are organized. Whereas 3 (6%) respondents mentioned that the meetings are organized once a month, others 4 (8%) mentioned that the meetings are organized once a year. Further probing revealed that the responses purely reflected when the respondents had actually attended a village planning meeting. The findings revealed that planning meetings at village level are not regularly organized but they are more likely to be convened when the leaders find it necessary to do so. The implication is that some villages take long to have such meetings. Data available at the Sub-County showed that meetings are organized mainly in the months of November, December and January, to enable the Sub-county to make a Three Year Development Plan. Indeed, the study has revealed that the majority 27 (54%) of community members had never been involved in any project identification or participatory planning meetings as table 4.8 shows:

Table 4.8: Community Members Involved in Participatory Planning Meeting

	No of respondents	Gender		Percentage	
		M	F		
YES	23	12	11	52	48
NO	27	20	07	74	36
Total	50	32	18	100	

Source: Field Research

From table 4.8, it seems that majority of community members have not been involved in the planning meetings to identify the projects needed for the betterment of their communities. However, a fair percentage of them 23 (46%) had participated in such meetings. Community members are represented by their local council officers at the higher levels of the planning process. It is at this stage that meetings are called to enable the community members to identify their needs which are then translated into projects to be implemented. The majority 26 (37%) of Local Councilors mentioned that project identification meetings are rarely organized as other respondents gave varying responses as table 4.9 shows:

Table 4.9: How often Needs Identification Meetings are Called

	No of respondents	Gender		Percentage	
		M	F		
Once in year	12	08	04	67	33
Once in month	18	10	08	56	44
Rarely done	26	16	10	62	38
Total	70	40	30	100	

Source: Field Research

The results in table 4.9 do not differ from the responses given by the community members about having no knowledge as to when these meetings are organized. It is clearly noted that

need identification meetings are not regularly organized at the village level and as a result, community participation in such meetings is always poor as the responses from local council respondents show in the table 4.10:

Table 4.10: Ranking Community Participation in Needs Identification Meetings.

	No of respondents	Gender		Percentage	
		M	F		
Very Good	0	0	0	0	0
Good	08	4	4	50	50
Fair	11	7	4	64	36
Very Poor	37	22	15	60	40
Poor	14	10	04	71	29
Total	70	43	27	100	

Source: Field Research

From table 4.10, it is indicated that there is a general poor participation of community members in the planning meetings. The challenge of limited community participation is that they do not feel to be part of the implemented projects so they may not be necessarily anxious to ensure that the implementers are accountable in delivering the agreed services.

According to the LC.1 Chairperson of Bandwe village:

Once our people vote us into power, they expect us to plan for them. They think we know all their problems hence they are extremely reluctant to attend such meetings.

The study has established that Local Councilors are involved in the planning process especially at the needs identification level. The majority 47 out of the 80 LC officials hence (67%) of the

Local Councilors are therefore convinced that the poorest members of the community are involved as community members through their representatives.

The notion that there is poor participation by community members in needs identification at the local level, is in line with Conyers and Hills' (1989) argument that social planning must ensure that participatory planning prevails and it can only be realized if every member is allowed to participate in the problem identification, definition and in finding ways and means of reaching the stated goals. They further believe that the involvement of the people makes them feel good and this enhances their individual commitment to the goals and objectives that are set in the plan. Consequently, they do not only associate themselves to the organizational success but the failures as well.

The majority 12 (75%) of the officials in Nsangi Sub-County mentioned that the community members participate in the planning meetings and 10 (62%) were equally convinced that community members are fully involved in project identification, planning and implementation. However, the most 11 (69%) of the officials noted that community members do not participate in Budget Conferences as table 4.11 below shows.

Table 4.11: Participation in Budget Conferences by Community Members

	No of respondents	Gender		Percentage	
		M	F		
YES	15	12	03	80	20
NO	35	20	15	57	43
Total	50	32	18	100	

Source: Field Research

Table 4.11 shows that 15 (30%) of the officials noted that community members participate in Budget Conferences whereas 35 (70%) disagreed. Even then, as table 4.12 below shows, the majority of the respondents ranked the attendance of community members in decision-making meetings as poor 16 (32%), very poor 15 (30%) and fair 13 (26%).

Table 4.12: How the Respondent Ranks the Attendance of Community Members in Planning Meetings

	No of respondents	Gender		Percentage	
		M	F		
Very Good	0	0	0	0	0
Good	06	4	2	67	33
Fair	13	7	06	54	46
Very Poor	15	12	03	80	20
Poor	16	10	06	63	37
Total	50	33	17	100	

Source: Field Research

Table 4.12 shows that community participation remains poor in the planning process of Local Governments. This is explained by the poor response brought about by the lack of knowledge on the concept being discussed.

4.4 The Category of People who Participate in the Planning Process

The study has revealed that several categories of people participate in the planning process of Local Governments. These are; the community members, the Local Councilors and the officials.

Through probing the community members, the researcher noted that it is generally the elderly and the adults of who most were women but not the youth who actively participate in village planning meetings. A female village community member aged 44 and a resident of Kitemu village said:

In the few meetings I have attended, I have rarely seen the youth being involved. It is generally an affair of the married, the widowed and the elderly members of the community. The youth are interested in money making ventures.

The limited participation of the youth and women, however, does not imply that the youth do not effectively participate in the planning process because they are equally active in electing local leaders and some of them were holding leadership positions. What was noted is the fact that they strongly participate in electing Councilors but do not effectively turn up in village planning meetings.

The second category of people who participate in the planning process is Local Councilors. The study has, however, established that their level of participation differs according to their ranking. It was revealed that LC.1 officials are generally much involved in need identification meetings at the village level. The identified list of needs is sent to the next level (LC.2) which then forwards the same to the LC.3 level to ensure that they are integrated and implemented.

To this end, it has been revealed that Local Councilors participate in the project identification stage but not all of them are involved in the management (financial/technical) of the implemented projects as table 4.13 shows.

Table 4.13: The Respondent is Involved in Project Management (Financial/Technical)

	No of respondents	Gender		Percentage	
		M	F		
YES	48	26	22	54	46
NO	32	12	20	38	62
Total	80	38	48	100	

Source: Field Research

From table 4.13, 32 (40%) of the Local Councilors mentioned that they are not involved in the management of the implemented projects while the majority 48 (60%) said they were involved. Further probing revealed that among the Local Councilors, it is largely the LC.3, LC.2 and LC.1 Councilors that are actively involved in the financial and technical management of the projects under implementation. This therefore implies that whereas other LC.1 Councilors

participate in the need identification stage; they are not actively involved in the financial and technical management of the projects being implemented within their communities.

The third category that participates in the planning process of Local Governments is the officials. The study established that the administrators are not involved in the need identification stage at the village level but they are highly involved in the planning process at the sub county level as technocrats especially through the planning unit as table 4.14 indicates.

Table 4.14: Those involved in the Planning of Local Government Programs

	No of respondents	Gender		Percentage	
		M	F		
The sub county planning unit	46	36	10	78	22
Local Council members	35	15	20	47	43
Community Members	05	02	03	40	60
Total	86	53	33	100	

Source: Field Research

From table 4.14, it is noted that the majority of the respondents 46 (54%) mentioned that it is the planning unit that is more involved in the planning of Local Government programs. The results show that the opinion leaders involved in the study largely believe that the sub-county planning unit is influential in the planning of Local Government projects, though Local Council members are also involved, community members are even less involved yet they would have been very actively involved since they are the targeted beneficiaries.

4.5 The Impact of People's Decision in the Planning Process

The study has revealed that needs identification meetings are organized in the villages but the attendance of community members is low. These meetings are organized by local council leaders whose responses emphasized that community members are not actively involved in needs identification meetings yet it is through such meetings that their decisions on what to be done to benefit the community are taken. The turn up of community members is presented in table 4.15 below:

Table 4.15: Average Number of Villagers who Attend Participatory Planning Meetings

	No of respondents	Gender		Percentage	
		M	F		
1- 20	24	14	10	58	42
21-40	17	11	06	65	35
41-60	10	05	05	50	50
61-80	08	05	03	63	37
81-100	05	03	02	60	40
More than 100	00	00	00	00	00
Less than 100	06	04	02	67	33
Total	70	42	28	100	

Source: Field Research

From table 4.15, it is indicated by the majority (28%) of the respondents that the highest number of community members who attend planning meetings does not exceed 20. This shows that the intended beneficiaries do not value participating in planning meetings.

The study has established that needs identification meetings are organized in villages (though not regularly) and the few community members who attend are encouraged to participate in decision-making. The study sought to find out whether the decisions made by the people are taken seriously. Whereas the majority (58%) of the community members did not agree that there are benefits of getting involved in participatory planning, 42% noted that there were indeed some benefits. 30% of the community members mentioned projects that they identified during the participatory planning meetings and were eventually implemented. The identified projects are: maintenance of feeder roads, construction of water sources, construction of health centers and completion or construction of classroom blocks.

The responses given by the community members as regards the impact of their decisions were emphasized by the local councilors who also identified similar projects that have been implemented as being the achievements of popular participation in Nsangi Sub-County. The results are presented in table 4.16 below.

Table 4.16: Achievements of Popular Participation in Nsangi

	No of respondents	Gender		Percentage	
		M	F		
Created a sense of project ownership	13	6	7	46	54
Has improved on accountability	12	6	6	50	50
Feeder roads have been graded	16	10	06	63	37
Protection of springs	08	04	04	50	50
Construction of health centres	06	02	04	33	67
Construction of classrooms	05	03	02	60	40
Total	70	31	39	100	

Source: Field Research

Table 4.16 shows that as a result of peoples' participation in the planning meetings a number of projects have been implemented and this has created a sense of project ownership and improved accountability. A 46 year old male community member of Namagoma village said:

I have been a regular attendant of participatory meetings. Our decision to have protected springs and a health centre were honoured, although after a very long period of time.

It should, however, be noted that not all community members were of the same opinion. A 32 year old female community member of Nkonya village said:

On several occasions, we have identified development projects only to be let down by those in higher offices. In 2004, we resolved that we should have an Adult Learning Centre in the area but the funds were instead used for the rehabilitation of water sources.

Similarly, another respondent, a 28 year old male community member of Kitemu village, said:

It is rare to have such meetings here but even when they are organized, most of our resolutions are not implemented.

To this end, the study established that in some villages, the peoples' decisions are implemented while this is not the case in other villages. Whereas it is true that some community members are involved in the needs identification at the village level, it is their local council representatives and the officials at the sub-county level that are actually influential in putting people's decisions into practice. Accordingly, Local Council respondents and Sub-county officials were asked to mention those who actually influence the allocation of resources for development oriented projects in Nsangi Sub- County. The results have revealed that it is mainly they themselves and not the community members as indicated in tables 4.17 below.

Table 4.17: Views of the Local Council Leaders on who actually Influences the Allocation of Resources in Nsangi

	No of respondents	Gender		Percentage	
		M	F		
Community members	09	04	05	44	36
Councilors	22	10	12	46	54
Local elite's	02	01	01	50	50
Sub county admin.	17	10	07	59	41
LC. Officers	20	10	10	50	50
Total	70	35	35	100	

Source: Field Research

The results in tables 4.17 show that community members are not influential in the allocation of resources. It shows that the majority 22 (31%) of Local Councilors mentioned that it is the LC III Councilors who are responsible for resource allocation while 17(24%) mentioned that it is the officials in-charge of resource allocation. The implication that there is limited influence of community members in resource allocation implies that the decisions made at the village level may not be put in action as long as they don't have the blessings of those at the higher level of decision-making. Also, it means that the decisions could reflect the interests of a few people who end up benefiting from project out comes.

4.6 Levels of the Planning process in which Popular Participation Takes Place

Popular participation in the planning process at the sub-county level can be discussed at three levels. These levels are; LC1, LC2 and LC3 or the Village, Parish and Sub-county levels, respectively.

The study has established that at LC1 level, the local people are involved first in electing their local leaders and then in the planning meetings through which their needs are identified. Whereas the study revealed that village planning meetings are generally attended by the adults, the planning process starts at the village level. The residents (mostly adults) are actively involved in the planning of developments in their areas.

The researcher's analysis of people's participation discovered that it was only in few villages, that identified projects were indeed implemented (see table 4.18).

Table 4.18: Identified Projects being implemented in the Villages

	No of respondents	Gender		Percentage	
		M	F		
YES	16	10	06	63	37
NO	34	24	10	71	29
Total	50	34	16	100	

Source: Field Research

From table 4.18, it is indicated that even when popular participation is applied in the need identification phase at the LC1 level, the implementation of the projects is not effected in all villages as only 16 (32%) of the respondents noted that they had their identified projects implemented. The majority of the respondents 34 (68%) noted that different projects were instead implemented in their villages contrary to what they had demanded for. This is a clear manifestation that even when popular participation is exercised, the wishes of the people may not be respected by those at the higher levels. Inquiries made by the researcher among the Nsangi sub-county officials revealed that it is only priority projects of the districts and the Central Governments that are actually implemented. The priority programme areas include projects that fall under Health and Sanitation, Education and Sports, Agricultural Extension, Works and Technical Services and feeder road maintenance.

As a result, the study established that the majority of the community members are not actively involved in the implementation, monitoring and evaluation of the implemented projects as statistical results show in table 4.19 below.

Table 4.19: Involvement of Community Members in the Implementation of Identified Projects

	No of respondents	Gender		Percentage	
		M	F		
YES	18	12	06	67	33
NO	32	12	20	38	62
Total	50	24	26	100	

Source: Field Research

It is observed from table 4.19 that the majority of the respondents 32 (64%) are not involved in the implementation (including monitoring and evaluation) of the projects and this in essence has reduced a sense of local ownership. To emphasize the disappointment of the people, the LC1 Chairperson of Kinaawa village said:

The planning team at the Sub county level has the final decision on the nature of the project to be implemented. The villagers have always thought that it is us (the LC1 officials) who do not respect their decisions yet we have little influence on those above us.

The researcher analyzed the planning process and noted that once needs are identified at the village level, the villages then submit their plans to the Parishes for incorporation into Parish plans. This is the second level (LC2) of the planning process which is indirectly constituted. The LC2 executive committee is indirectly constituted because it is not directly elected by the

people. Rather, it is the executive committee members of all the LC1s in the Parish that sit and elect the LC2 and they constitute its council.

The LC2 tier is therefore involved in the planning process and by virtue of its composition, it is an indirect product of popular participation. It was observed that the LC2 level helps to amalgamate and screen all the priorities that emerge from all LC1s. The LC2 officials involved in the study, 9 (6%), noted that Parish Development Committees were formed to monitor the implementation of the funds of the Local Government Development Programme (LGDP) whereby 30 percent of this fund is invested at the Parish. Indeed, the respondents at LC2 level noted that they were involved in the monitoring and evaluation of different projects. However, they also noted that the priorities identified at the LC2 level or the Parish level are incorporated into Parish plans and then forwarded to the Sub-county level (LC3) for further scrutiny and prioritization.

The Sub-county level (LC3) is another area where planning is done. The study established that there are different actors at this level, namely; the Councilors (including the Executive Committee) and the Sub-County Planning Team which include the investment and Sub-county Technical Planning Committees which meet to review and further prioritize the Parish plans and then formulate Three Year Development Plan for the Sub-County. It was noted that their decisions are not final because the Sub-County has to submit its three year rolling development plan to the District Planning Unit for integration into the District Development Plan (DPP).

Further probing among Sub-county technocrats revealed that villages are required to meet once a year specifically from November to January, to discuss their priority needs. However, it was

further discovered that the local people are generally not aware exactly when the village planning meetings are to be held thus when they are abruptly informed, it is hard for many of them to leave their daily tasks and attend such meetings. It is only at the village level that there is direct participation. It is only at the village level that there is direct popular participation as in all other levels, the people are represented by their elected leaders. Hence, the study has noted that the LC1 institution is the most popular level where real or genuine participation in the planning process is practiced. At the other levels, the people are indirectly involved through their representatives. The researcher established that the aspirations of the grass root people are often changed to fit in the District Development Plan as one community member of Muzinda village (Katereke) observed:

Last year (2005) we agreed that our village should be helped by giving us cash to begin income generating projects such as piggery, poultry and bee keeping but instead they altered our request and diverted the money in repairing a feeder road.

The above comment is an indication that the decisions of the grass root people can be altered to fit in the District Development Plan. To this end, it has been established that people's participation is mainly for symbolic purposes since it has little or no influence over the final development programme because the Sub-county mainly depends on the district and consequently, the Central Government. The above findings are in line with what Lukwiya (1987) notes that it is the DDPs that prevail over other lower level plans. Hence, Sub-county plans are expected to be rhyming with the priorities identified in the DDPs. From the above findings, it is clear as the research done in Uganda by MISR (1997:20) and USAID (1996:69) clearly show that decentralization has not effectively enhanced popular participation in

decision- making as very few people are involved in the planning process of Local Governments.

Furthermore, Dicklitch (1998) asserts that the LC system has been successful on a no of levels. They (LCs) have been a cost-effective mechanism for settling disputes maintaining security, improving infrastructure and at the district level, making policy, managing local revenue and supervising the work of the district administration. However, she argues that the achievements of the LCs in development projects should not be exaggerated because most LCs rely on NGOs both indigenous and foreign, in order to implement development projects. This is because most LCs simply do not have funds to do so on their own. She maintains that LCI (village level) has little power and influence in the LC system. These revelations by Dicklitch are in line with the findings in this study which have revealed among others that LCs are cash strapped and lower LCs have little influence in the implementation of development projects.

Burkey (1991, p.16) quoted by Dicklitch (1998) observes that NRM is still unwilling to open the flood gates of popular participation, fearing that it may lose control. Burkey argues that NRM has entrusted the people with direct decision-making powers only at the levels where their decisions have no impact on the country's overall political direction. It is insisted that indirect elections are needed to ensure a filtering of popular views through presumably more 'mature' (read: educated) representatives. This argument holds water since the research revealed that most respondents (including councilors) had limited education to fully appreciate the financial and technical dynamics of the working of popular participation.

4.7 Challenges Associated with Popular Participation

The study registered a number of difficulties associated with popular participation in the planning process of Local Governments.

First, some community members noted that the elections of leaders from the lowest to the highest positions in the Sub-County were highly monetized and therefore some people had little confidence among their leaders whom they accused of winning the elections through the influence of money. As a result, such community members expressed their reluctance to attend needs identification meetings organized by leaders who had no integrity. One respondent, a female resident of Kivu village, said:

It is true that we are invited to attend some of those meetings. I, however, do not attend because I know the dishonesty of our local leaders. They manipulated their way to those offices and can always manipulate any thing. I don't trust them.

The statement above shows the negative attitude some community members have towards their local leaders who are supposed to be their trusted representatives throughout the planning process. Although the majority of the community members 21 (42%) noted that the election exercise for their leaders was fair, a considerable number ranked the elections as poor as indicated in table 4.20.

Table 4.20: Community Members' Ranking of the Election Exercise

	No of respondents	Gender		Percentage	
		M	F		
Good	12	06	06	50	50
Fair	21	10	11	48	52
Very Poor	10	05	05	50	50
Poor	07	03	04	43	57
Total	50	24	26	100	

Source: Field Research

Results in table 4.20 raise a question of trust. It shows that the community members who doubt the legitimacy of their leaders are generally reluctant to identify with their leaders. Hence, they do not fully participate in planning the development of their local areas. It follows that very few community members participate in the planning meetings because most of them are attended by less than 20 people (as minutes and attendance lists revealed) who are in most cases elderly people as very few youth are actively involved. The poor attendance of meetings is due to several reasons that were identified by those who organize them (the local council officials) as indicated in table 4.21.

Table 4.21: Factors which De-motivate Community Members from Attending Planning Meetings

	No of respondents	Gender		Percentage	
		M	F		
Delayed project implementation	52	12	40	23	77
Absence of logistics i.e. drinks, money	38	20	18	53	47
Time when the meeting is called	15	10	05	67	33
Total	105	42	63	100	

Source: Field Research

Table 4.21 shows that the majority of the respondents 52 (50%) mentioned that it is the delayed project implementation of the identified projects that has greatly discouraged community members from attending planning meetings. The respondents noted that at times identified projects are not implemented and instead other development projects end up being implemented in the village contrary to what the local people had identified. The Chairman LC1 of Kitemu village observed that:

On several occasions, we identify projects but they are not prioritized by those at the district. The priority of the district may be to work on feeder roads yet the people might have wanted something else. It is hard to explain to the local person how Government works, so we keep on promising them that their identified needs will be catered for. Once they do not see results, they are disappointed yet for us at (LC1) we have very little influence on anything.

Indeed Golooba (1999) noted that when the local people see improvements in the quality of services, then they would be more willing to turn up for consultative and planning meetings and would also be more than willing to pay taxes to finance further projects and maintain the high standards already achieved.

Another challenge pointed out is the high expectations from the community members during planning meetings. As 38 (36%) of the respondents noted, community members come to attend meetings when they expect to get free drinks and some money. This implies that they are not properly informed as regards the value of such meetings. So, they attend meetings with different expectations as the Secretary for Women Affairs of Naggalabi village council noted:

The general trend of politics has destroyed the value of community meetings. Whenever villagers are called for meetings, they think their attendance must be facilitated. They don't value mere talking but instead expect to get some drinks because big politicians (meaning Parliamentarians) generally do so.

Similarly, some leaders noted that community members have a tendency of responding in fairly big numbers but eventually disappear (before the meetings are ended) once they realize that there are no immediate material benefits. The time for holding meetings was also identified as a de-motivating factor. LC officials noted that meetings are organized in the evening hours which are deemed to be ideal for most community members. It was, however, noted that some people do not turn up because they are engaged in income generating activities such as selling their agricultural products in evening markets while others are instead busy in their gardens. Some community members noted that even the choice of the day when

meetings are called is a serious issue. It was noted that market days and generally week days are not ideal for attending planning meetings.

It was also noted that some planning meetings are used by some politicians to solicit for political support or to talk about their achievements. As a result, the major motive of such meetings may not be realized. This frustrates the attendants as one community member, a female resident of Namagoma village, observed:

Some residents avoid going into such meetings because of the party politics that is involved. We go for developmental issues but instead get to listen to partisan talks which some of us hate.

As the above statements indicate, politicking is another de-motivating factor and explains why certain community members avoid such meetings. The researcher noted that Nsangi Sub-County has politically sensitive residents who belong to different political parties. Thus, if any party hijacks a planning meeting, members of other parties are de-motivated and may therefore avoid such meetings. There is always a sentimental perception that people on the opposition side are excluded by those in the ruling party yet those in the ruling party believe that the opposition aims at failing the good government programmes. Their difference in political party belongings leads to difference in perception and sometimes interests which as several respondents revealed in a follow up discussion with the researcher-is also responsible for the existing bickering among several members that attend village planning meetings.

Both Nsangi Sub-county officials and local leaders noted that lack of funds to implement the community identified projects is a major difficulty associated with popular participation in the

planning process of Local Governments. The Vice Chairman LC1 Katereke zone observed that:

Due to lack of funding, even LC1 executive members are not actively involved in the planning meetings. This is because unlike councilors, we are not facilitated with sitting allowance, transport allowance and mobilization allowance. Organizing planning meetings without any facilitation is a matter of making a sacrifice which most members are reluctant to do.

The above statement is in line with Lukwiya (1987:126) who also noted that effective planning can not be done without adequate funds. Similarly, Porter and Onyach-Olaa, (199: 56) noted that limited resources, pragmatic local leaders have always asked whether the return intensive participatory planning (intended to include all the local people) justifies the whole idea of having lots of funds invested in the planning process given the fact that many of the participants especially at the LCI level want to benefit through cash hand outs.

Through probing, the researcher established that indeed LC3 meetings are highly attended by the councilors and they are actively involved in major sub-county activities because of the allowances given to them. It can therefore be said that the financial incentives effectively enhance participation of both the community members and the local leaders yet this is currently missing at the grassroots level.

The study also established that the sub-county heavily depends on the funding from the Central Government and the Districts. Thus, even when the local people were involved in the planning of the development projects, the technical committees at the Sub-county level did further

screening and prioritization but it was the District Technical Planning Committee (DTPC) that determined the final outcome of the planning process according to their own prioritization. This implies that the final planning priorities did not necessarily incorporate the priorities identified by the grass root people as the sub-county Accountant observed:

Because we do not have our own funds, the priorities identified by the grass root people can be changed as long as they are not in line with the National Priority Programme Areas (PPAs). In fact, even the President's manifesto takes priority for which conditional grants are released.

The above statement explains why the grass root people are disappointed and as a result, they are less willing to participate in planning meetings because their decisions are not usually respected. A visibly disappointed LC1 Chairperson of Nanziga village observed:

It is frustrating to note that the participation of the grass root people is taken as a routine activity which must be done as a matter of symbolism. Our decisions have little bearing on the final development programmes.

The statement above shows that indeed participation of the local people is done for symbolic purposes because the sub-county administration does not have an effective independent source to generate income that can facilitate the implementation of the needs identified. The Sub-county Community Development Officer observed:

The sub-county does not internally generate enough resources which would be used to execute the priority development programmes as identified by the grass root people.

With the abolition of graduated tax, the sub-county largely depends on the District which in turn relies on the conditional grants released by the Central Government. The Sub-County has no choice but to follow the identified priorities from above.

Broadly speaking, the above statement shows the powerlessness of the sub-county level over final decision-making. In effect, this appears to affect the bottom-up approach and it instead reinstates the top-bottom arrangement which is contrary to the aims and objectives of decentralization as discussed by Nsibambi, (1997). The findings have revealed that local plans are more of 'wish lists' which the Central Government cannot implement because of other priorities and this has affected the essence of popular participation in the planning process of Local Governments. The study's findings that women and youth do not generally involve themselves in the village planning meetings especially in the case of women who argue that their husbands can represent them is in line with Mmunya's (2002) observation that the perception of exclusion, a case in which one group is not bothered or feels left out from participating in the affairs of the society may create inefficiency and less ambition on the part of the project beneficiaries to follow up every stage of project implementation.

In the article: "What went wrong with decentralization?" (Saturday Monitor May 31, 2008), Ms Margaret Wokuri states, that, at the launch of the decentralization policy in 1992, the President acknowledged that there were still problems but these would be handled in due process. Using a Sunday Monitor, May 18, 2008 reference 'Districts Run Broke', that 16 years down the road, most districts (including Wakiso, the basis of this research) are reported to be terminally sick financially. She wonders how services can be delivered if the districts are both financially and administratively incapacitated. Her criticism of government failure to learn

from Denmark, a country Uganda sent a delegation in November 1993, to study decentralization systems of local government may hold water given the fact that in Nsangi sub-county, most local leaders are not aware of the effective ways through which the popular participation planning process works.

4.8 Conclusions

In conclusion, according to the findings the level of participation in the decision making process by the community of Nsangi Sub-county is still low. This has happened mainly because illiteracy among the people is still high and this has contributed to low participation mainly because most of the people are not aware of their rights such as influencing decisions. Lack of funds to implement the community identified projects has also led to low participation by the local people whenever planning meetings are called as they see it as wastage of time yet nothing is put into place. The people have left all the powers to the executive members and technical officers and this has led to the making of decisions that infringe on the people's rights and yet one of the objectives of decentralization is to engage everyone in the decision-making process. All this has happened mainly because there is no aggressive campaign by Wakiso district to make the people of the district plans, how to get involved and why it is important that they participate in the planning process especially from the village level.

The study has established that participatory planning is not effectively facilitated and the existing Nsangi Local Administration is weak with inadequate institutional framework and enough manpower to engage in local sensitization about issues related to community development including participatory planning. The funds are not available to facilitate the planning process and this leads to further delays in the planning process which greatly affects

the village level participation hence the entire bottom-up planning process is hindered. This is mainly due to the low budgetary allocations yet even that portion of money sent to Nsangi Local Administration is delayed and this also affects the entire planning process.

There is no existing reliable information gathering mechanism which can enable the administrators to get up-to-date data that can influence and improve the quality of planning. Being part of Nsangi Local Administration, the researcher realized that the absence of up-to-date data has adversely affected both the planning process and the quality of development plans generated at the sub-county level and this ultimately affects the quality of the district plan. It can therefore be said that the limited and inadequate participation of the local people in the planning process, especially due absence of information to create awareness of the planning meetings and the failure of the technocrats to put in action the priority projects identified by the local people among others have negatively affected the planning process in Nsangi sub-county.

A further analysis of the existing planning system in Wakiso District reveals that the planning system is relatively under developed especially at the sub-county in terms of the systems of managing participatory or all inclusive planning for development and service delivery has not been effectively implemented due to inadequacies in terms of consistency and integration of an effective planning framework, efficiency and coordination. There is lack of a scientific, transparent and universally agreed upon district prioritization framework of formula, which also facilitates ranking of priorities of each planning period. There is inadequate capacity (technological, logistical, human and financial resources) for efficient, sustainable and participatory development planning and management at Central Government, Wakiso District

and Nsangi Local Government level. All these loopholes have greatly affected the quality of participatory planning in Nsangi Sub-county.

Limited local people's participation affects the planning process and the quality and relevance of the plans that are finally made is negatively affected. Since the turn up for the planning meetings is low, there is limited sense of ownership of the produced plans by the local people hence they are always less keen on following up issues of accountability. The plans that eventually work are in most cases those produced by the technocrats and the bureaucrats and can not perfectly reflect the priorities of the local people.

CHAPTER FIVE

CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

The study sought to establish the problems associated with popular participation in the planning process of local governments with reference to Nsangi sub-county local government in Wakiso district. It specifically sought to explain the levels in which people participate in the planning process of local governments and to examine the category of people who participate in the planning process of local governments, to analyze the impact of people's decisions in the planning process in which popular participation takes place and to explore the challenges associated with popular participation in the planning process of local governments.

5.2 Conclusions

Conclusions are drawn in line with the issues discussed under the four themes of the study as follows:

5.2.1 Category of People Who Participate in the Planning Process in Local Governments

Community members participate in the planning process of local government by getting involved in electing their leaders at all levels and by attending planning meetings through which projects that reflect community needs are identified. However, very few community members who are in most cases the adults, elderly, the married and widows strive to attend the said meetings as the youth generally dodge them. In short, the findings have shown that community level participation is still low hence their influence in decision making is also limited. The study established that community members participate in the planning process of local governments in mainly two ways: by getting involved in electing their leaders at all levels and by attending planning meetings through which projects that reflect community needs are

identified. It was however noted that there is poor turn up of people during the village planning meetings and this affects the quality and relevance of people's participation.

Worth noting is the fact that decentralization is a gradual process where change must be made to address every other issue that comes up. The duty to enhance community participation is placed upon the citizens and the government. The citizens should look at the decentralized units as their own but not as state organs, and the Central Government must refrain from interfering with the powers of local government and must provide facilities that will enhance citizen participation. If this happens then local governments will help create a population that is awake and interested in the decision making process.

5.2.2 Impact of People's Decision in the Planning Process

The study revealed that community members are not influential in the allocation of resources; instead it's the administrative officers who are charged with resource allocation. Some community members were involved in needs identification but there was largely very little effect on the decisions they make as the needs identified at village level must be screened and prioritized by the Parish, Sub-county and District leadership. It was noted that even the Sub-county cannot make final decisions on what projects to be implemented because all projects that attract large amounts of money must be in line with the national PPAs. It was only in a few cases where the projects identified by the community were implemented. Otherwise the majority of the projects did not reflect the participation of the local people but they were actually imposed on them.

It should be noted thus that the study has generally revealed that people's decisions have little impact in the planning process right from the village to Sub-county level. All the projects to be implemented are to be in line with the national PPAs hence projects identified by the community members are in most cases not implemented. .

5.2.3 Level of the Planning Process in which Popular Participation Takes Place

The study revealed that it is mainly at the village level (LCI) where genuine direct popular participation in the planning process takes place. In all other levels (LCII and LCIII), the local people are indirectly represented and their decisions are always changed. It has been noted that the LC Is and LC IIs are basically administrative units. It is only LCIII and LCV which are Local Government Councils. People are only indirectly represented beyond the LCI level and their decisions are generally treated as 'wish lists' which are more often ignored by Local Government councils in favour of national PPAs. Citizens are only represented and are therefore not members of the Local Government councils hence it can be concluded that popular participation does not take place in Local Government council meetings. Even when they are allowed to attend Sub-county council proceedings, they come to listen than to participate yet the study established that even when they have an opportunity to attend council meetings, the majority do not bother to attend.

To this end, it can be concluded that Uganda's decentralization policy has devolved powers to the district and sub-county councils which have enhanced participatory planning in the decision-making process.

Effective participation takes place largely at the village or LCI level. It is at this level where all community members have an opportunity to openly and actively participate whereas at other levels, they are represented by elected Councilors. However, these councils face financial problems to run delegated functions. This affects the rate of participation in that with no funds the decisions cannot be implemented.

5.2.4 Challenges Associated with Popular Participation

Notable among the several challenges registered as being associated with popular participation in the planning process of local governments were: Monetization of elections hence mistrust and suspicion as some community members do question the legitimacy of their leaders. There is delayed implementation of identified projects, and lack of funds to implement the projects identified. Yet community members have high expectations regarding the projects they have identified which in most cases are not implemented.

It was revealed that very few community members attend village planning meetings and those who attend, expect material gains. It was generally noted that it is the financial constraint which is the major difficulty hindering the realization of popular participation in the planning process in Local Governments. Village council meetings are not facilitated thus the organizers are less motivated to mobilize the villagers to attend the meetings. Due to poverty, those who attend demand for money and drinks in order to fully participate.

Similarly, the Sub-county administration does not have the funds to implement projects identified by the local people thus it mainly depends on the district and Central Government funding which is conditioned to the implementation of mainly projects which are in line with the national PPAs.

Over and above, the major difficulty associated with popular participation is lack of funds at the community levels or LCI level to implement the projects. In most cases projects are not implemented or take long to be implemented thus many community members have tended to avoid participating in planning meetings. The local people have been frustrated because most programmes in Nsangi Sub-county were not those that they had identified but those that were in line with the national PPAs. This shows lack of political will to ensure that bottom-up development planning takes place.

5.3 Recommendations

The recommendations below are made in line with the main themes of the study.

5.3.1 Category of People Who Participate in the Planning of Local Government.

To increase the local people's participation in the planning meetings, the Central Government should provide funds to the Local Government purposely for community sensitization and organization. The LC leaderships should be provided with funds to enable them effectively reach to the villagers and sensitize them about the need for effective participation. Concerted effort should be made by involving development workers who will be expected to increase awareness of the local people by informing them the benefits of participating in development planning.

Efforts should be made by the local governments to involve beneficiaries such as NGOs and CBOs in the mobilization of local people to attend the needs identification meetings. With the involvement of such organizations, it is anticipated that the people's turn-up will increase. It is

also expected that the involvement of these organizations will lead to the implementation of projects identified by the organizations themselves without relying on government funding.

It is also recommended that in order to increase community participation, Wakiso District should ensure that the Nsangi Local Government Officials follow procedures stipulated for in the Local Government Act. It is important to follow the requirements like gazetted bye-laws on public sensitization on development projects and dates on which community planning meetings are to be held should be made public and people should be practically made to know and appreciate the benefits of being part of the planning process.

5.3.2 The Impact of People's Decision in the Planning Process

There should be political will by the Central Government to enable the Local Government to implement what the people want through the bottom-up approach. There is a need to practically empower Local Governments (in this case, the sub-county) as a focal point of managing development and social service delivery. It is important that the Local Governments are financially empowered to implement the peoples' identified projects so as to increase people's participation and improve accountability.

It is recommended that the Central Government stops giving grants to local governments with conditions attached to them, as its directives leave little room for community leaders of Nsangi Sub-county Local Government Administration to implement priority projects identified by the community members. This therefore interferes with the community's right to participate in the decision-making process simply because their decisions are not respected as the funds have guidelines to follow and failure to implement projects of their first priorities, impacts

negatively on their morale to participate in village planning meetings. It is further suggested that the LCI leadership should be given the 25% directly from Wakiso District (from the monies collected by the District) rather than channeling it through Nsangi Sub-county in order to enhance community participation. This is based on the findings by the researcher that there is a failure to facilitate community participation meetings because funds may not be handed over on time to do the intended activities.

5.3.3 Levels of the Planning Process in which Popular Participation Takes Place

The study further recommends that planning meetings should be organized more regularly by the Sub-county officials and the people should always be informed of the progress or delays in the implementation. It is important that village planning meetings are organized in conjunction with the local leaders and Sub-county officials who should be able to inform the villagers about the operation of Local Governments. It is recommended that village planning meetings are organized over the weekends but all effort should be made by the Sub-county officials to ensure that the villagers are well informed and are continuously reminded about the day, date and time of the meeting.

It is thus recommended that local leaders and sub-county officials should link up with the civil society to help them get funds to mobilize people to participate in planning meetings. Working with organizations such as Uganda Human Rights Commission, Uganda Women Network, FIDA and Human Rights Network among others, the local leaders can be able to use extensive door to door public awareness campaigns to make people be aware of their rights to participate in planning as well as demanding for accountability of every implemented project and make a follow up of those they want to be implemented and are not yet implemented.

The leadership of Wakiso District in conjunction with Nsangi Sub-county leadership should make sure that the people are educated about the various aspects of the Local Government affairs especially in areas of project planning, implementation, monitoring and administration accountability as well as a right to recall a none performing community leader (at any level) especially when that member has misappropriated public funds or neglected the demands of his or her electorate.

5.3.4 Challenges Associated with Popular Participation

To handle the several challenges associated with popular participation, it is vital to address the issue of financial empowerment. It is high time the conditioned government funding which mainly caters for the implementation of only projects in line with the national PPAs be amended because section 36 (3) of the Local Government Act, 1997 requires districts to incorporate plans of the lower councils. It is therefore important for the national leadership to show political will such that a bottom up development planning which would ensure effective popular participation is enhanced.

The Government of Uganda must adopt all means through which an effective bottom-up planning process can be achieved. There is an urgent need to intensify institutional capacity building programmes. Thus institutions like planning units at the lower levels especially village, parish, county and sub-counties should be properly facilitated with resources (financial and technical advisors) with appropriate strategies and concepts. It is important that training of trainers of councilors and civil servants on how to effectively equip planning units at lower local government levels should be the main priority.

There is need to amend the local government Act, 1997 to institutionalize the post of secretary in charge of planning at the lower local governments and the standing committee on council

roles as this would give the planning function a strong foundation on which councils can operate effectively. It would iron out the contradictions as community leaders (at the lower level especially LC1 and 11) think their powers are usurped by those at the higher levels (LC III and V) and the administration.

It is further suggested that then post of all sub-county chiefs be upgraded to have well empowered chiefs as they play a key role as chairpersons of the sub-county Technical Planning Committee. Refresher courses sponsored by the government and opportunities for further studies should be extended to them to enable themselves better with sufficient knowledge in the dynamics of popular participation planning issues. This would also attract highly qualified and intelligent graduates to willingly serve as Sub-county chiefs and in all other areas of responsibilities at the Sub-county level and other lower levels.

5.4 Recommendations for Further Study

The study recommends that a more empirical study should be made country wide to critically assess the magnitude of the failure of the populace to effectively participate in the Local Government's planning process and how that failure impacts on the quality of services delivered as well as the rising levels of corruption reportedly taking place in Local Governments.

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Questionnaire

**CHALLENGES OF POPULAR PARTICIPATION IN THE PLANNING PROCESS
IN LOCAL GOVERNMENTS IN UGANDA. A CASE STUDY OF NSANGI SUB-
COUNTY IN WAKISO DISTRICT**

Dear respondent,

This study is intended to provide information that will be useful in establishing the problems associated with popular participation in the planning process in local governments. The information given will be kept confidential and used for purely academic work.

Kindly read this questionnaire carefully and fill in the answers appropriately according to your own knowledge or view either by circling or tracking the correct option or writing in the blank space provided.

Thank you for your cooperation.

Background information (please tick)

i)SEX

a) Male b) female

ii) Age

a) 18-28 b) 29-39 c) 40-50 d) 51-61

iii) Marital status

a) Single b) married c) divorces d) separated e) widowed

iv) Level of training

a) Certificate b) diploma c) graduate

v) Position of responsibility

QUESTIONNAIRE FOR LOCAL COUNCIL OFFICIALS

1. popular participation in local government(please tick

1.1 are you a product of popular participation

a) YES b)NO

1.2 please explain how you became a local council official

.....

1.3 What is the criterion for political /leadership participation?

.....

1.4 There is a popular belief that participation in political leadership has been highly commercialized hence the poorest of the poor cannot assume leadership roles in society. Do you agree?

a) YES b) NO

Please justify your answer

.....

2.0 Popular participation in the planning process.

2.1 How often do you call for need (project) identification meetings?

.....

2.2 How would you rank the community's participation in such meetings?

a) Very good b) good c) fair d) very poor e) poor (please tick)

2.3 Have you been involved in planning of any projects that were finally implemented?

a) YES b) NO

a) YES b) NO

a) Community members b) councilors c) local elites d) sub-county administration

e) LC officials f) others –specify

a) YES b) NO

.....

.....

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.....
3.3 Are you in any way involved in the management (financial or technical) of these projects?

a) YES

b) NO

Please support your answer
.....

4.0 Problems associated with popular participation

4.1 What are the factors which de motivates people (community members) from attending planning meetings?

4.2 For those who participate, what challenges do you generally encounter while handling them?
.....

4.3 In your village participatory planning meetings how many people do attend on average?

a) 1-20

b) 20-40

c) 40-60

d) 60-80

e) 80-100

f) less than 10

g) More than 100

4.4 What are the problems associated with popular participatory planning in your area?
.....

4.5 How can these problems be addressed?
.....
.....

Thank you for your kind contribution

END

QUESTIONNAIRE FOR NSANGI SUB-COUNTY OFFICIALS

Popular participation in Local Governments

1.1 How do you ensure popular participation at the sub-county level?

.....

1.2 Is popular participation in existence in Nsangi local government administration?

a) YES

b) NO

Please support your answer

.....

1.3 What have you or your office done to ensure that there is popular participation?

.....

2.0 Popular Participation in the Planning Process:

2.1 Who is involved in the planning of local governments at this level?

- a) The sub-county planning unit
- b) The sub-county administration
- c) Councilors
- d) Local council members
- e) Community members
- f) Others (specify)

2.2 Please briefly explain how they are involved

.....

2.3 Briefly explain how local needs/projects are identified?

.....

2.4 Please mention the areas of planning in which popular participation takes place

.....

2.5 i) Do local communities participate in the planning of projects?

a) YES

b) NO

ii) If yes, please explain how and when

.....

iii) If NO please explain why

.....

2.6 Please mention the key individuals /groups of people /officials/departments involved in the planning development.

.....

2.7 Who actually influences the allocation of resources at the sub-county?

a) LC officials

b) Sub-county

c) Sub-county officials

d) Community members

e) Only the Local elites

3.0 Strength of Popular Participation

3.1 How would you rank or evaluate the community's involvement in project identification, planning and implementation?

.....

3.2 What benefits can be attributed to people's participation in the planning process in Nsangi Sub-county?

.....

3.3 Please mention some of the projects that have been identified, planned and implemented as a result of popular participation since 1998.

.....

3.4 Basing your analysis on question 3.3, give your over all assessment of the progress of the project(s) in terms of their achievements.

.....

3.5 Are you in any way involved in the management (financial/technical) of these projects?

a) Yes

b) No

Please support your answer

.....

4.0 Problems Associated with Popular Participation

4.1 Are you convinced that community members are fully involved in identification, planning and implementation?

a) YES

b) NO

4.2 Do community members participate in the budget conferences as expected?

a) Yes

b) No

4.3 How would you rank the attendance of community members in decision-making meetings?

a) Very good

b) good

c) fair

d) poor

e) very poor

4.4 What are the problems associated with popular participation in the planning process of Nsangi sub-county?

.....

4.5 How can these problems be addressed?

.....

Thank you for your kind contribution

END

QUESTIONNAIRE FOR COMMUNITY MEMBERS

1.0 Popular Participation in Local Governments

1.1 Have you ever been involved in electing public officials such as LC officials, councilors or members of parliament?

a) Yes b) No

Please explain your answer

.....

1.2 How would you rank the election exercise (please tick)

a) Very good b) good c) fair d) very poor e) poor

Please explain your answer

2.0 Popular Participation in the Planning Process

2.1. Have you ever been involved in any project identification or participatory planning meetings in your village?

a) Yes b) no

i) If yes when and where was the meeting?

.....

ii) If no please explain why you did not attend the meeting?

.....

2.2 How often are meetings organized?

a) Every week b) once a month c) every after 3 months d) once a year
e) Whenever there is need f) others –specify

2.3 have you ever been involved in the implementation of the identified project in your village?

a) Yes b) no (please tick)

Please explain your answer.....

2.4 Who is responsible for monitoring and evaluation of the implemented projects?

.....

2.5 Have you ever been involved in the in the monitoring and evaluation of any implemented project that you (as community members) had identified?

a) Yes b) no (please tick)

3.0 Strengths of Popular Participation

3.1 Do you think that there are some benefits you realize by getting involved into participatory planning in your village?

a) Yes b) no

Please explain your answer

3.2 Do you think that participatory planning increases accountability and transparency as far as implementation of local government projects are concerned?

a) Yes b) no (please tick)

Explain your answer

4.0 Problems Associated with Popular Participation

4.1 What are the reasons as to why some members of the community do not attend participatory planning meetings?

.....

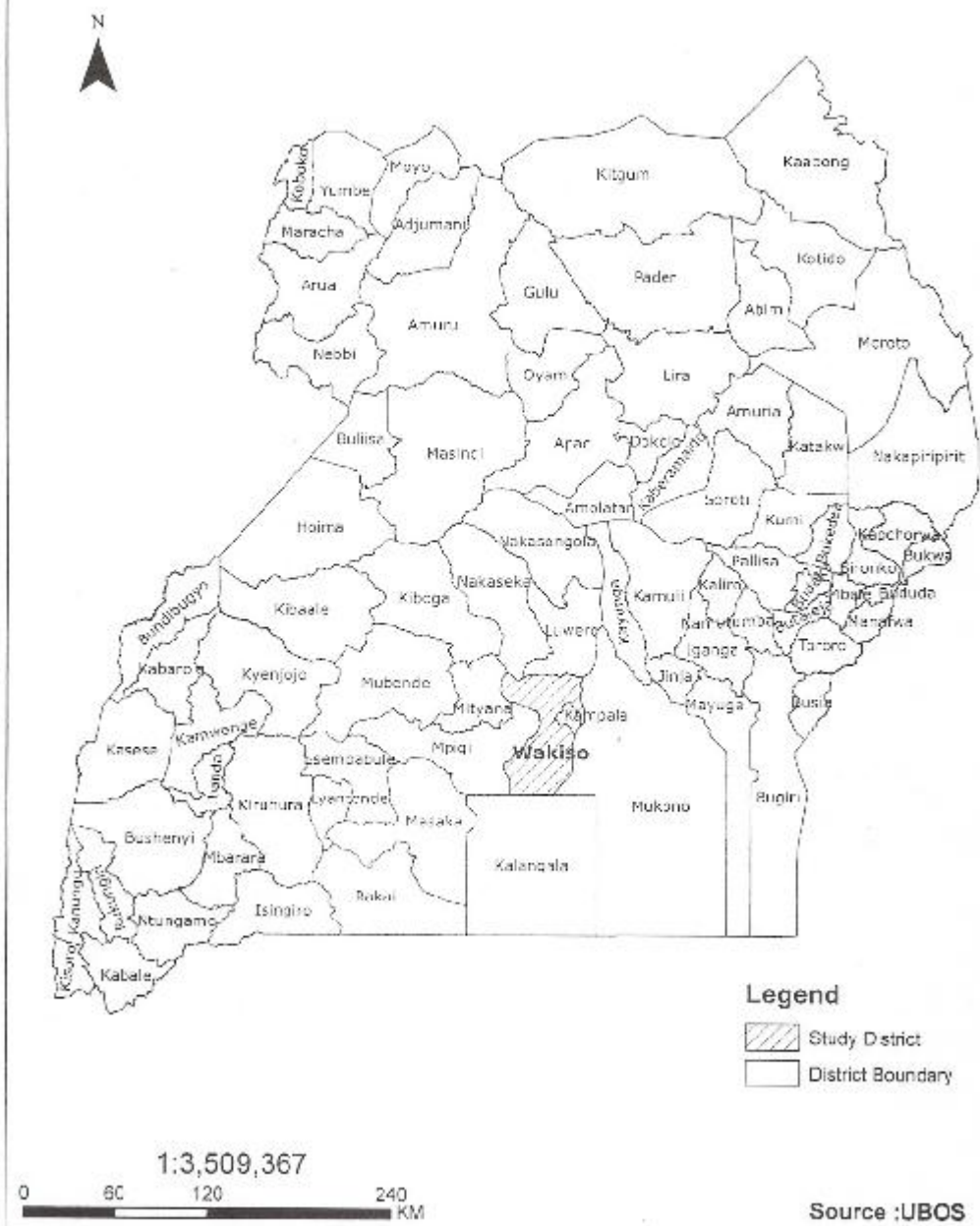
4.2 What can be done to encourage people attend and actively participate in project identification and implementation?

.....

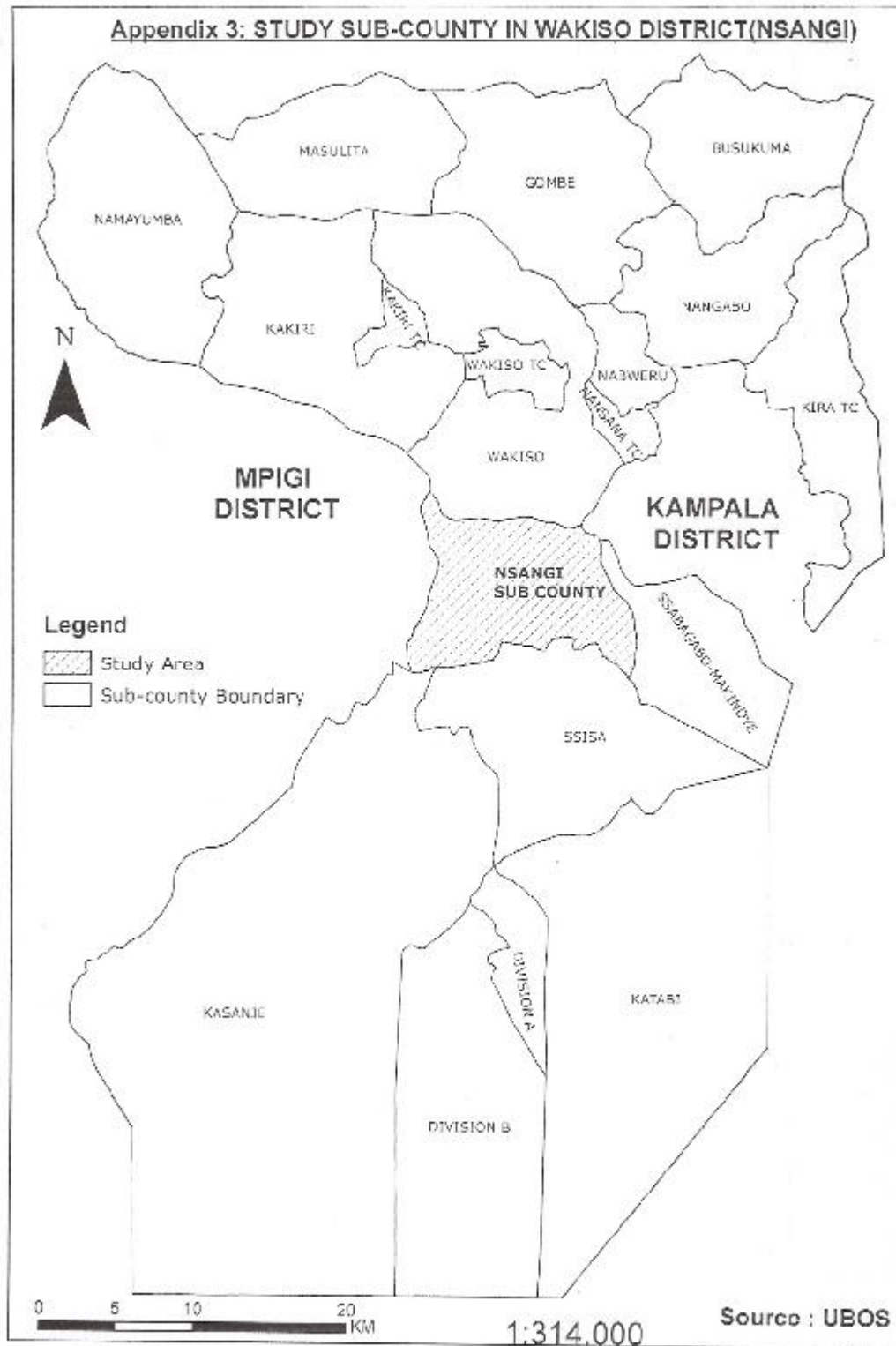
Thank you for your kind contribution

END

Appendix 2: MAP OF UGANDA SHOWING THE POSITION OF WAKISO DISTRICT



Appendix 3: STUDY SUB-COUNTY IN WAKISO DISTRICT(NSANGI)



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