



Evaluation of participatory governance for enhancing quality of local governments: Towards a new model

**6th Smart Cities Conference, 2018
Bucharest, Romania. 6-7 December 2018**

**Michael Galukande-Kiganda,
*Uganda Management Institute, Kampala, Uganda***

**Prof. Loraine Boitumelo (Tumi) Mzini
*North West University, Vaal Triangle Campus, Republic of South Africa***

Introduction and background to the study

- Participatory governance has become a critical area of current development debate in which new concepts of citizenship and new approaches to democracy are emerging globally.
- Participation in governance involves the **devolution of some powers and resources from central governments to lower democratic structures** focusing on the lowest consumers = new localism.
- The logic for advocating participatory governance is premised on the conviction that governing should be about finding out what the citizens want and finding ways of effectively delivering those services.
- The objective of involving many stakeholders at all levels of local governments and administrative units was to **improve quality of service delivery at the grassroot level**.
- This is a new governance arrangement that focuses on direct public involvement in decision-making.

- History of participatory governance in Uganda can be traced back to the National Resistance Movement (NRM) civil war of the 1980s.
- Uganda is among the most decentralized countries in the world with over 60,000 local governments that are based on inclusive participatory governance structure.

PROBLEM STATEMENT

- In most cases government projects fail because there is lack of coherence in the project phases. This lead to a waste of infrastructure, funding and human capital.
- The objective of participatory governance in Uganda was to enable ordinary people access their local needs and engage in local policy formulation, budgeting and monitoring.
- Therefore, participatory governance was not only necessary to improve public resource management and controlling corruption, but also for addressing poverty through making public servants and political leaders accountable to their own local communities.
- Participatory governance exist in Uganda, and adequate opportunities were provided however the effects of such participation to the quality of local governments are still unclear.
- Government of Uganda provided for a comprehensive participatory local governance structure but with little impact on the quality of local governments.
- Participatory governance was statutorily embedded into the local council system by both the Constitution of the Republic of Uganda and the Local Government Act (LGA) (Nsibambi, 1988).
- There was a growing need to evaluate the required levels and nature of public participation, which would empower citizens with the required capacity to effectively engage and influence decision-making in local governments, hence improve the quality of local governments.

Objectives of the study

- The primary objective of the study was to assess the nature and form of participatory governance for enhancing the quality of local governments in Uganda.
- The central theoretical objective of the study was: To evaluate participatory governance, so far since 1997, for the enhancement of quality of local governments in Uganda.
- In relation to the primary objective of the study, the following empirical objectives were formulated:
 - To assess how participatory planning enhanced quality of development plans in local governments in Uganda.
 - To assess the impact of participatory budgeting on responsiveness to local priorities in local governments in Uganda.
 - To assess the capacity of local councillors to effectively manage public policies in local governments in Uganda.
 - To develop an effective participation model for local governments in Uganda.
- Quality of local governments in this study means the capacity of local government to contribute to the effective formulation and implementation of sound local policies that result in quality public services through participatory planning, budgeting, and contracting local bureaucrats.
- Effective participation required citizens to understand where and how to participate.

Methodology

- The study adopted both the quantitative and the qualitative methodologies.
- The positivist paradigm was used to test empirically and validate hypotheses in the study in as far as they were consistent with the study area.
- the study adopted the descriptive research design to establish unique characteristics of respondents as well as to determine frequencies, means, percentages, and standard deviation of the variable.
- The study targeted six selected districts in Central Uganda together with their respective sub-county governments, political and technical staff, district NGO forums and the public.
- The sample frame of this study consisted of the 25 districts in the central region of Uganda as of July 2017.
- The sample size was 25% of the twenty-five (25) districts of Central Uganda totalling to six districts. The districts were randomly selected using the table of random numbers.
- Table 1 shows the selection of district in the region appear and *Table 2* shows sample selection and instruments to be used.

METHODOLOGY: SAMPLE OUTLINE

Sample Category	Target	Sample Size	Sampling Techniques	Sampling Tools
MoLG Staff	Decentralisation Directorate	3 Respondents who are senior officers in the Department of Local Council Development	Purposive	Interview Guide
LG officials	6 Districts	60 Respondents , 15 for every district	Cluster and Simple Random*(07 political leaders and 08 technical staff)	Questionnaire
National NGO Forum	District Coordinators of NGO Forum	6 Respondents, 1 for every district	Purposive	Interview guide
General Public	6 Districts	30 Respondents, 5 per district	Convenience	Questionnaire
Total Sample		99		

RESULTS OF THE STUDY

1. Forms of participatory governance

Statistical findings revealed that both participatory governance and quality of local governments are affected by several factors:

- Stakeholders performing to their expectations;
- Local councils effectively monitoring activities in their local governments; and
- marginalized communities (Women, youths, PWDs & Children) participation in local government activities.

2. Participatory governance and quality of local government

- Theoretical objective of the study which was to evaluate participatory governance, so far since 1997, for the enhancement of quality of local governments in Uganda
- Findings revealed that there are three strongest quality indicators in local governments of Ghana, that:
 - departments in local governments are well-functioning;
 - there is transparency in operation of local governments; and
 - there is an effective system of stopping fraud.

3. Participatory planning and quality of development plans (values/ constructs)

1. Stakeholders' participation
2. Stakeholder control
3. Clarity of guidelines and procedures
4. Local governments' councils effectively monitor local government programmes
5. Clarity of roles of stakeholders
6. Outcomes of stakeholder involvement in local government activities
7. Performance of stakeholders
8. Consistence of stakeholder actions in local government activities
9. Consistence of stakeholder actions in local government activities
10. Public participation in local government activities
11. Councilor's effectiveness
12. Involvement of civil society organisations in local government activities
13. Religious leaders' participation in local government activities
14. Cultural leaders participate in local government activities
15. Public satisfaction with local governments' activities
16. Participation by marginalized communities

3. Participatory planning and quality of development plans (cont... results)

Empirical Objective 1 of the study was to assess how participatory planning had enhanced quality of development plans in local governments in Uganda. Several factors pertaining to participatory planning were assessed and both statistical and qualitative findings are presented systematically hereunder.

- Statistical findings revealed that indeed stakeholder participation had led to improved service delivery in local governments in Uganda.
- Stakeholders' participation = there was substantial stakeholder control of local government activities.
- statistical findings revealed that indeed there were some guidelines and procedures for participating in local governments
- statistics revealed that there was ineffective monitoring of local programmes by local councils.
- Qualitative interview findings indicated some specific areas where councilor involvement were successful such as in roads construction, education programmes and solid waste management in urban areas. However, activities that are likely to jeopardize their electoral popularity, findings revealed that councilors were reluctant to participate.
- The results mean that respondents believed that stakeholders' actions are sometimes inconsistent with local government policies
- statistical findings revealed poor ratings.
- During interviews, it was revealed that the ineffectiveness of councilors was because of their self-interests especially the quest for monetary benefits that negatively affects their performance.
- Qualitative findings further revealed that CSOs tend to be interested in specific activities such as investigating corruption, health, sanitation, water, youths and women related activities.
- Similar observations were made during interviews where it was found out that religious leaders concentrate more in religious activities than in local government programmes.

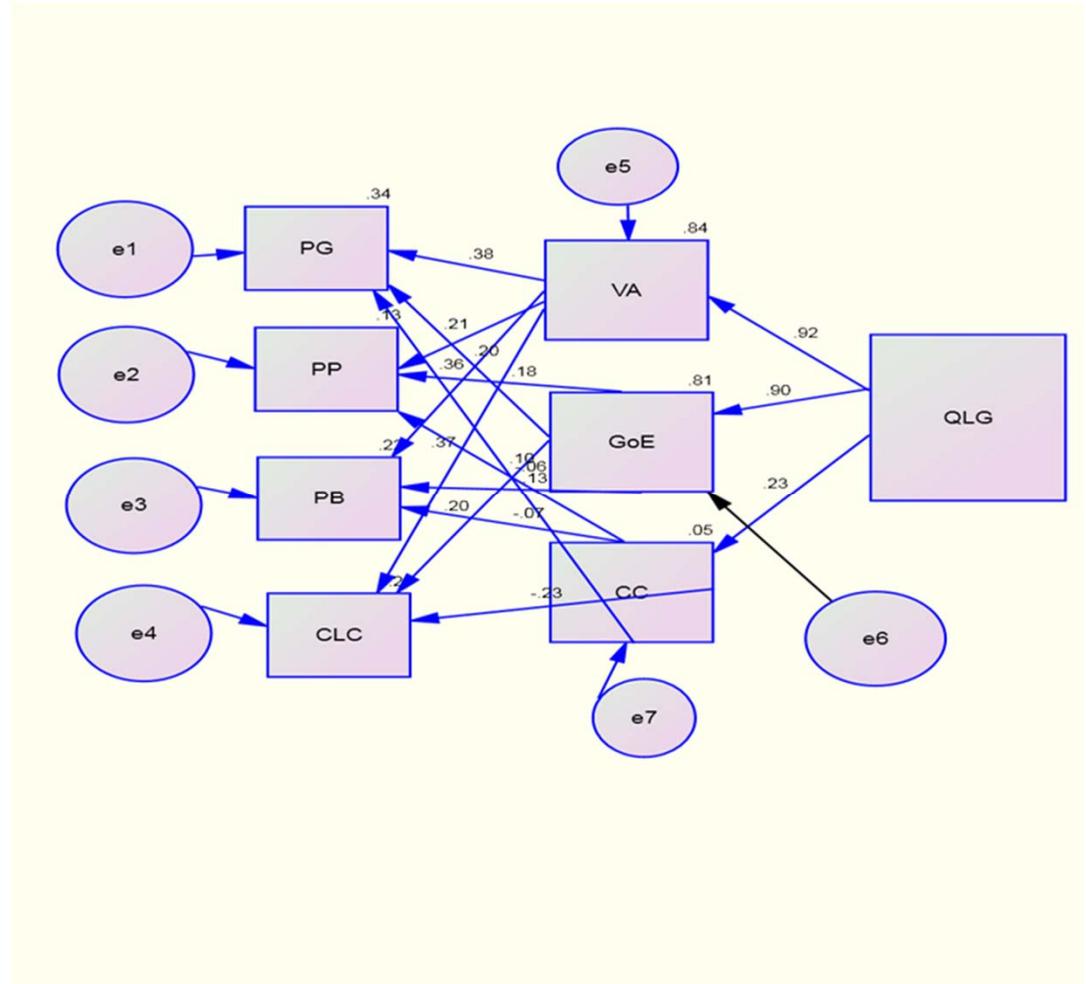
Local Participatory Governance Model (LPGM)

- The model was developed as a multi regression model
- The model shows that participatory governance (PG) has influence on voice and accountability (VA), but does not have influence on governments effectiveness (GoE) and control of corruption (CC) and that the variance in voice and accountability (VA) explains up to 38.0% of the variance in participatory governance (PG).
- The model further shows that participatory planning (PP) does not have influence on neither voice and accountability (VA), nor government effectiveness (GoE) nor the control of corruption (CC).
- The model also shows that participatory budgeting (PB) has influence on voice and accountability (VA), but does not have influence on government effectiveness (GoE) and control of corruption (CC) and that the variance in voice and accountability (VA) explains up to 34.0% of the variance in participatory budgeting (PB).
- Furthermore, the model shows that capacity of local councilors (CLC) has influence on government effectiveness (GoE) and control of corruption (CC), but does not have influence on voice and accountability (VA).
- The variance in government effectiveness (GoE) explains up to 20.0% of the variance in capacity of local councilors (CLC) and variance in control of corruption (CC) explains up to 23.0% of the variance in capacity of local councilors (CLC).

Local Participatory Governance Model (LPGM)

Key:

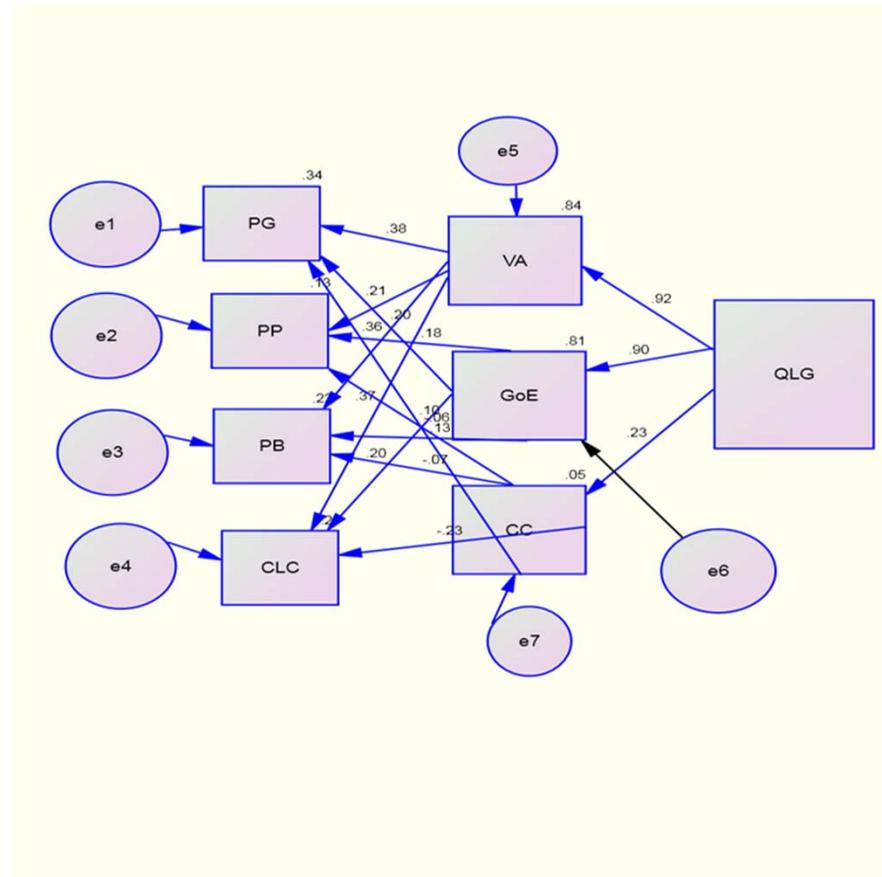
- e1 Error estimated value for PG
 - e2 Error estimated value for PP
 - e3 Error estimated value for PB
 - e4 Error estimated value for CC
 - e5 Error estimated value for VA
 - e6 Error estimated value for GoE
 - e7 Error estimated value for CC
- Councillors
- PG Control of Corruption
 - PP Capacity of Local Councillors
 - PB Government Effectiveness
 - CC Participatory Budgeting
- Government
- VA Voice and Accountability
 - GoE Quality of Local Government
 - QLG Quality of Local Government



Local Participatory Governance Model (LPGM) (cont...)

the model shows that quality of local governments (QLG) has influence on voice and accountability (VA), government effectiveness (GOE) and control of corruption (CC).

The variance in quality of local governments (QLG) explains up to 92.0% in voice and accountability (VA), 90.0% of the variance in government effectiveness (GoE) and 23.0% of the variance in the control of corruption (CC).



Conclusion and Policy recommendations

The overall conclusion from this study as far as the primary objective of the study is concerned, are that there is evidence of participatory governance since 1997, which has enhanced quality of local governments in Uganda.

Recommendation 1: Participatory governance

- The study proposes that the central government to develop *Local Governance Feasibility Assessment Guidelines* to guide future creation of local governments.

Recommendation 2: Capacity of local councillors

- To enhance the capacity of local councillors in public policy management, government should develop a policy management training programme for all local councils to enable councillors enhance policy management skills. Such a training programme should be regular in all local governments in the country.

Recommendation 3: Quality of local governments

In line with the theoretical objectives of the study, this research proposes the following policy recommendations to enhance quality of local governments.

- First, to enhance voice and accountability, the study proposes that the Central Government strengthens the public accountability institutions in local governments by providing more funds to enable them effectively monitor local government programmes.
- Secondly, to enhance government effectiveness, the study recommends that departments in local governments should be facilitated to be fully functional in terms of staffing, infrastructure and reasonable and timely budget allocations.

Thank you

mpgalukande@umi.ac.ug

Tumi.mzini@nwu.ac.za