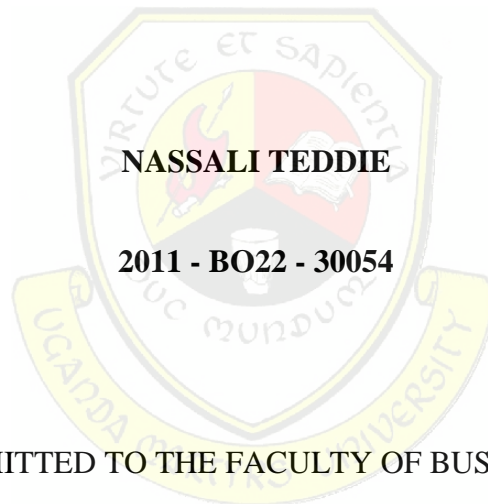


**DECENTRALIZATION POLICY AND HUMAN RESOURCE MANAGEMENT IN
LOCAL GOVERNMENTS IN UGANDA**

(A CASE STUDY OF MASAKA DISTRICT LOCAL GOVERNMENT)

BY



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DEDICATION

I dedicate this work to my father,mother and siblings for their unending love and support. Thank you for your unconditional support both financially and morally to see me through this academic struggle.

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Glory to the most high for the gift of life for without which I would not have made it this far.

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LIST OF ACRONYMS

HRM	Human Resource Management
HR	Human Resource
NPM	New Public Management
DCS	District Service Commission
PSC	Public Service Commission
IMF	International Monetary Fund
UNDP	United Nations Development Programme
MBO	Management by Objectives
PES	Public Employment System
MDGs	Millennium Development Goals
ERP	Economic Recovery Program
ADP	African Development Bank
LG	Local Government
CAO	Chief Administrative Officer
DEO	District Education Officer

ABSTRACT

This study examined the relationship between the decentralization policy and HRM in local governments in Uganda; it assessed the relationship between governance and HRM, the effect of budgetary management on HRM and the relationship between accountability and HRM in local governments.

The research used a descriptive case-study design. Both quantitative and qualitative approaches were utilized. The study targeted officials of Masaka district local government. The research used both primary and secondary data. Primary data was collected with help of questionnaires while secondary data was obtained from the review of documentations and internet. And analysis of data after the research was by use of SPSS to come up with the research findings

Results from objective one which was the relationship between governance and human resource management revealed that there is shared control over priority setting during participation, there is collective involvement of human resource in decision making, there is transparency during information sharing, open behaviour and clear decision-making procedures, equity and Gender Sensitivity is considered, however HRM does not consider efficiency in management of resources and time. The second objective was to assess the effect of budgetary management on human resource management and findings, which revealed that the budget is a great opportunity to reposition and reinforce the HR function, all HR at the local government rely on the accountants for allocation of finance and all district officials are involved in the budget formulation and implementation. Finally Research in relation to the third objective which was to evaluate the relationship between accountability and HRM revealed that there is a positive relationship between Accountability and HRM revealed by the value of the co-efficient which equals to .976.

In general the study in regard to the relationship between the decentralization policy and HRM in Uganda concluded that there is a strong relationship between the two variables. This was revealed by the positive response to good governance practices like participation, accountability, transparency, and equity and gender sensitivity with exception to efficiency which was rejected by the respondents. The research made recommendations to policy makers and stakeholders among others to ensure a streamline of good governance in relation to HRM.

CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE STUDY

1 Introduction

Decentralization is one of the most topical issues today. It is not only applied in Uganda but also other countries. It refers to the legal, administrative and political transfer of power and authority from the centre to lower-level governments (Nsibambi, 1998). Governments in Africa have demonstrated commitment to new reforms and practices that are geared towards national development by reinforcing and encouraging the giving of greater autonomy to local governments.

This research however is only geared towards concepts on selection and recruitment so as to get best practices that will bring in best people who will improve the performance of local governments.

1.1 Background to the study

The reasons for decentralisation are varied and may include; demand for local level democratic control and autonomy, the perceived economic, administrative and political advantages of decentralisation, post conflict reconstruction, interests of local and national political elites, and demand from the World Bank and other donor agencies (Devas and Delay, 2006). Popular participation in the development process and decision-making has been cited as one of the main reasons for decentralisation (Mawhood, 1983). Whatever the reason(s) for decentralisation and the form (e.g. devolution or

Deconcentration) it may take, the main point is to provide efficient and effective local services for human development.

Decentralisation is a complex process and it is a product of the context within which it is taking place (Smoke, 2003). In Africa there are many hurdles against meaningful decentralization, but quite often it is the legal and institutional aspects that influence the eventual outcome of decentralization (Wunsch, 2001). The situation has been exacerbated by the weakly conceived decentralization legislation, poorly trained local personnel, poorly designed local institutions and limited financial resources (Mawhood, 1983; Wunsch, 2001; Olowu and Wunsch 2004). Lately the blame has been targeted at the overemphasis of the structural issues to the neglect of human resource capacity as the key problem to efficiency and poor performance in service delivery (Hussein, 2003). Where studies have been done on HRM in local government, it would invariably show that in Africa human resources (HRs) remain largely centralized and weak (Wunsch, 2001; Olowu, 2003; Mawhood, 1983). The key feature of centralised HRM is the existence of departments in central government that manage local authorities' human resources (HRs) in terms of: appointments, promotion, transfers, compensation, and so on. Therefore, the main problem associated with poor service delivery and poor performance at local government is, but not limited to, the nature of the institutional and policy frameworks in place.

The appreciation of human resources as a key factor in ensuring gains in efficiency, effectiveness and economy in service provision has almost become universal. Not only should the numbers of personnel be sufficient but they should also be appropriately trained and developed (Hussein, 2003). Globally, the adoption of 'Western ideas on

“public management” are embraced as instruments for improving human resources management’ (Soeters et al, 2003), including in many African countries. HRM, and especially Strategic Human Resource Management (SHRM), is strongly linked to the New Public Management (NPM), and reforms associated with ‘new approaches to service delivery’ have been attempted also in Sub-Saharan Africa (SSA) as well as other developing regions of the world - South Asia and South America (Manning, 200; McCourt, 2001). These reforms are more often than not imposed on the developing countries by lending and donor institutions (Adamolekun, 2005; McCourt, 2002).

Managerial decentralisation may be seen as pivotal to the NPM approach. However, the extent of decentralisation of HRM responsibilities varies from one country to another. Shim (2001) categorised some of the developed nations into three groups denoting the level of devolution of HRM responsibilities to line departments and/or managers, and these are: Those with more extensive devolution of HRM responsibilities such as New Zealand, Australia and Sweden where central involvement in HRM activities of departments and agencies has been limited.

Those that have significant devolution, e.g. Denmark, UK and the Netherlands that have been more circumspect than the other three mentioned above, Countries where decentralisation and devolution are not a priority, such as Japan, Greece, Portugal and Turkey.

The extent of the decentralisation of HRM in the developed countries is evidently varied. However, within this variation in developed countries there is some commonality in that they are all at a stage where their HRM systems have matured and their main concern is with the refinement of how these systems work. This contrasts with the

practice in developing countries, a number of which are still considered to be in the pre-Weberian stage of public administration, although others are perceived as committed reformers. Thus there are substantial differences in the context of HRM in developed and developing countries, although there is also a significant variation also within these categories.

Although virtually all east African countries have some form of local governance and service delivery is relatively decentralized, HRM responsibilities remain largely centralised. Public sector reforms aimed at improving capacity for the efficient and effective delivery of services have been undertaken in many African countries, but HRM as such has been neglected.

Decentralization in Uganda aims at improving performance through District Council set plans and objectives getting implemented by a developmental, professional and motivated HR (Republic of Uganda, 1999, p.1). Uganda's current decentralization policy is embedded in Chapter 11 of the 1995 Constitution of the Republic of Uganda (hereinafter called the 1995 Constitution) and the Local Governments Act, 1997.

The policy is undertaken with the aim of improving activities involved in the delivery of services (governmental, non-governmental and private) for better citizens' welfare. The policy's administrative component transferred in Uganda, has involved the decentralization of personnel matters from the Public Service Commission (PSC) to the District Service Commissions (DSCs) of all districts that form the top administrative authority centers of Uganda's decentralization/Local Governments.

Particularly the under capacity for the efficient and effective delivery of services is evident in Masaka district which was included on the list of the Ministry of Finance, Planning and Economic Development for Local Governments that had failed to submit monthly accountability statements for the Financial Year 2008/9 (New Vision, 2010, September 10, p.36).

1.2 Problem statement

Decentralisation is not a new phenomenon in Africa although its history has not been successful. But as interest in Africa on decentralization has rebounded it is coming at a time when many African countries are undertaking the World Bank and International Monetary Fund (IMF) imposed public sector reforms and Structural Adjustment Programmes (SAPs). According to the World Bank and/or IMF funding conditionalities, managerial decentralisation is one of the reforms which countries have to adopt irrespective of their prevailing circumstances. (World Bank, 2000)

Local governments in most developing countries continue to be faced with the problem of human resource shortage in the professional and technical fields, which inhibit them from adequately meeting the demands for the services they are expected to deliver. Coupled with this are the underlying structural and capacity problems that are linked to the entire public management systems of Uganda. The efficient and effective delivery of services and programmes remain a major challenge in local government. The lack of adequate financial and other material resources are definitely some of the factors contributing to poor service delivery. But these resources, even if they were available, are not enough to solve the problems of service delivery and poor performance.

The problem of poor service delivery is more complex than a mere lack of resources. Decentralisation of service delivery in developing countries particularly Uganda is seen as a solution to some of these problems. Some of the factors that prompted Uganda to adopt decentralisation are the anticipated ‘improved efficiency, improved governance, improved equity and improved development and poverty reduction’. The predominant theoretical orientation concerning decentralisation has been premised on the notion that service delivery decisions are made at, or closer to, the point of delivery. However, with regard to the HRs that delivers the services, inconsistency and inefficiency have been seen as a major characteristic at local government in Uganda. The debate has been raging on for years tending towards improvement of service delivery. Therefore it is upon this background that this research was undertaken to establish how decentralisation and HR can bring about good service delivery.

1.4 General objective

The general objective to the study was to establish the relationship between the decentralization policy and human resource management in local governments in Uganda.

1.3 Specific objectives

- i. To examine the relationship between governance and human resource management in local governments
- ii. To assess the effect of budgetary management on human resource management in local governments.
- iii. To evaluate the relationship between accountability and human resource management in local governments.

1.4 Research questions

- i. What is the relationship between governance and human resource management in local governments?
- ii. What is the effect of budgetary management and human resource management in local governments?
- iii. What is the relationship between accountability and human resource management in local governments?

1.5 Study hypothesis

There is a relationship between decentralization and human resource management in local governments.

1.6 Scope of the study

1.6.1 Geographical scope

The research was carried out in Masaka District Local Government as a case study. The district is bordered by Bukomansimbi District to the northwest, Kalungu District to the north, Kalangala District to the east and south, Rakai District to the southwest and Lwengo District to the west.

1.6.2 Subject scope

The subject/content scope basically looked at the relationship between governance and human resource management, the effect of budgetary management on human resource management and the relationship between accountability and human resource management. The rest of the information related to decentralization policy and human resource management in local governments but outside these objectives was held constant.

1.6.3 Time scope

The study covered the time period from 1986 when Uganda inherited a fairly decentralized government structure up to date in order to assess whether there are some remarkable contributions in enhancing the principles of good governance. That is transparency, Accountability, Participation, respect of human rights among others. More to that, the study was carried out within a framework of five months and this commenced August and will conclude in April 2014.

1.7 Justification

Records management seems not to be functioning as expected. In most cases, operations are not organized and consequently, the officials mandated to perform the decentralized services seem not to be performing their roles. This study intends to establish how decentralization policy has been implemented as one of the critical reforms government has undertaken to deliver services to the local population. Although a lot of reports have been produced from a lot of studies in the field, many of them appear not to portray the actual situation on the ground. This study therefore sought to establish that.

1.8 Significance of the study

This research will help policy makers to clearly understand the aspects that this study will bring out based on the variables and dimensions which will guide future policies:-

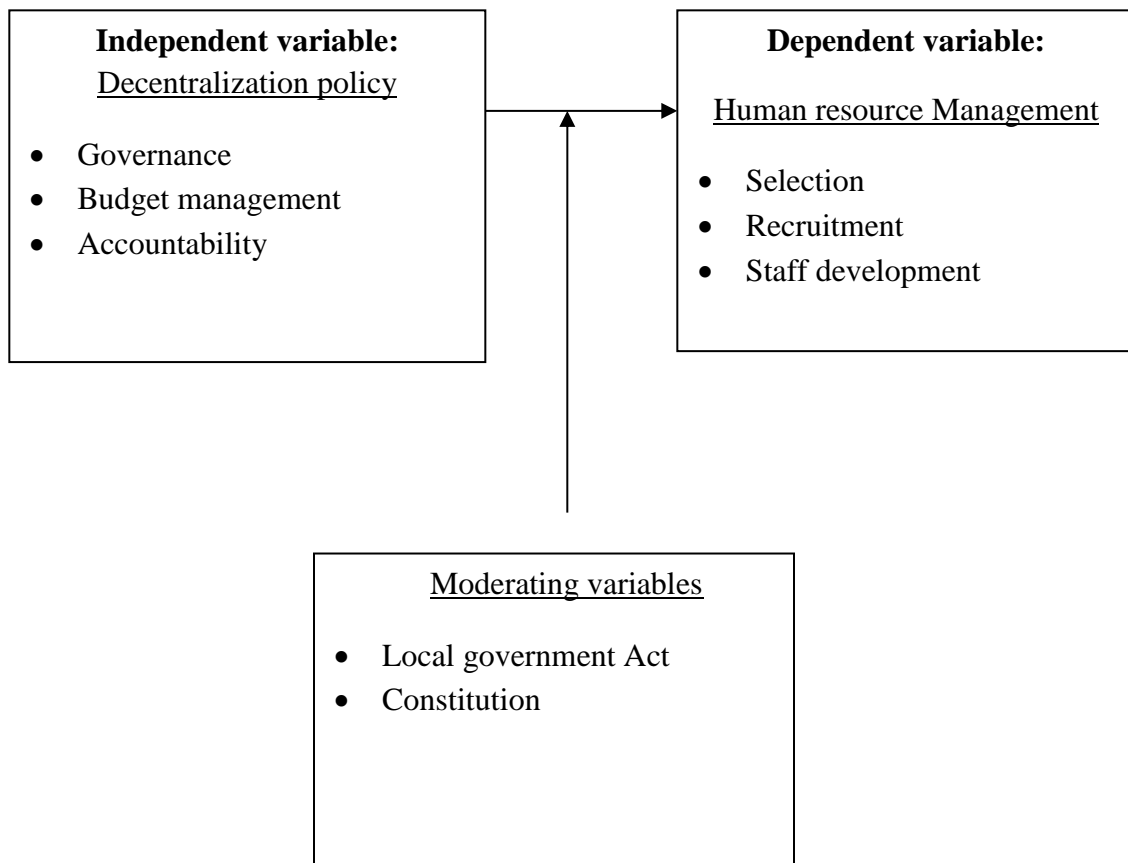
It was intended to be a basis for further research for others researching in other research studies to be undertaken at later stages.

It will give personal benefit to the researcher in terms of skills and understanding.

1.9 Conceptual framework

The policy of decentralization in Uganda was a response to the nature and form of post-colonial politics and development strategies adopted by leaders who took power after independence (Makara, 1998). This policy was part of deliberate efforts of the NRM to democratise Uganda with the sole aim of empowering local communities so as to encourage participation that would lead to development

Figure 1: Conceptual framework



Source: *Adopted from review of literature* Jackson and Schuler, 1999; and Kamoche, 2001.

Figure 1 above shows the relationship between the different variables that affect the process of decentralization of selection-recruitment of LG employees. Selection and recruitment depend on decentralization with consideration of the socio-economic and political factors in any setting. The independent variable is decentralization and dependent variable is selection and recruitment.

1.10 Definition of key terms

- i. Decentralization refers to the transfer of powers from the central government to semi-autonomous units.
- ii. Recruitment is the process of searching for prospective employees, stimulating and motivating them to apply for jobs in an organization.
- iii. Selection is the process in which candidates for employment are divided into groups of those that are successful and unsuccessful
- iv. Local government is an administrative body for a small geographic area such as a city, town, county or state, with control only over their geographical region and cannot pass laws that affect a wider area.

CHAPTER TWO

LITERATURE REVIEW

2 Introduction

This chapter will review both published and unpublished relevant literature related to the relationship between governance and human resource management, the effect of budgetary management on human resource management and the relationship between accountability and human resource management. This will help the researcher assess the link between decentralization and human resource management.

2.1 The concept of decentralisation

Decentralization, in its various forms has been pursued by both developed and developing countries alike as a central public sector reform strategy. For developing countries decentralisation is not only a reform strategy but it is increasingly seen as an integral part or a *sine qua non* of the development process (Olowu et al, 2004). Although political or fiscal decentralisation is not necessarily associated with New Public Management, managerial decentralisation is, and NPM and decentralisation tend both to feature on any notional list of the reform agenda for the public services of developing countries.

Bardhan (2002) notes that decentralisation has for many decades been seen as a public sector reform necessary for invigorating the state. The apparent global popularity of decentralisation may be attributed to the perceived failure of centralization. Some of the factors that prompt nations to adopt decentralisation are the anticipated 'improved efficiency, improved governance, improved equity and improved development and poverty

reduction' (Smoke, 2003). In Mawhood's words decentralisation '... suggests the hope of cracking open the blockages of an inert bureaucracy', and 'curing managerial constipation...' (1983). Advocacy of decentralisation as a cure for bureaucracy's ills thus predates New Public Management. However, the association between the two concepts may be seen as a result of the emergence of privatisation arguably the defining component of NPM, as one of four types of decentralisation, according to Lister and Betley's classification. The four types of decentralisation suggested by Lister and Betley (1999) and UNDP (2004) are stated below;

Deconcentration: referring to the dispersal of administrative responsibilities from the centre to field offices and/or local authorities. The central government remains with supervisory responsibilities to ensure accountability to higher levels of government.

Delegation: decision-making responsibilities being transferred to semi-autonomous institutions such as boards and public corporations. These entities would usually enjoy less constraining conditions unlike in the civil service. But they are nevertheless accountable to central government.

Devolution: through which both administrative and political powers are transferred to independent local level entities that, on account of their legal status, have jurisdiction to exercise authority over a specified geographical area. A municipality or local council with devolved powers will be able to raise its own revenue, have legislative powers, decide on policy, and investment within the scope of their statutory rights.

Privatization: referring to a situation whereby responsibility is transferred to a private or not-for-profit entity. Privatization is usually pursued with the objective of rolling back the

state and ushering the supposedly efficient private sector as a service provider. This form of decentralisation might also take less radical forms such as contracting for public services where the provider may still be in-house but is subject to competition and commercial imperatives, and the use of decentralized budgets to encourage front-line service units to operate more in the style of private firms. This form is strongly associated with New Public Management and decentralized management (or administration) in public organizations.

Smoke (2003) observes however that decentralisation is 'invariably complex' and 'has several dimensions' that 'are integrated and must be considered together'. "The fact of decentralization does not constitute local governance"(Olowu and Wunsch, 2004). Inversely, local governance is understood to work within the framework of decentralisation. This study is principally interested in the devolution type of decentralisation as it is the one that is usually applied in the creation of local government and also in the transfer of administrative/managerial powers from the centre. Increasingly, decentralisation has come to be seen as an important aspect of good governance defined as '... respect for human rights, political openness, participation, tolerance, administrative and bureaucratic capacity and efficiency' (Work, 2002: 3). Globalisation (in the sense of the Washington consensus) has increased the pressure to demonstrate good governance, especially with donors' preference for working with NGOs rather than the state (Work, 2002). This increases the pressure for decentralisation, the more so as decentralisation is also seen as pivotal to the achievement of poverty reduction and the realisation of the Millennium Development Goals2 (MDGs) in developing countries (UNDP, 2004).

These various trends – good governance, New Public Management, globalisation – may be seen as not only coincident but also as mutually reinforcing, and all tend to point towards a greater emphasis on administrative decentralisation. This is not always stated explicitly, but, on the other hand, centralisation, is widely seen as being antithetical to good governance, New Public Management and globalisation, and it might therefore be assumed that the more decentralisation advances the more this would enable other reforms to follow. Ironically, however, NPM reforms have tended towards centralisation in some cases. For instance, Bach (2000) states that under the Conservative government, the UK adopted, in effect, the model of the multi-divisional company in which strategic policy decisions are made at the centre which also monitors the financial performance and service standards of separate organizational units, of which their senior managers are responsible for operational efficiency. In another observation Mosley (2008: 4) stated that ‘[i]n principle MBO (management by objectives) within a national PES (public employment system) organisation represents not an abandonment of central direction of the PES organisation but rather a refinement.’

There are therefore ambiguities in the conceptualisation as well as the practice of decentralisation; as was noted in the Botswana and South African case studies below. At this point it is useful to look briefly at the experience of African countries in terms of decentralisation.

2.2 Types of decentralisation

There are four main types of decentralisation, each of distinct form, but which collectively make up the concept of decentralisation. These types depict a hierarchical order based upon the extent of authority effectively transferred from the central government.

2.2.1 Deconcentration/Administrative Decentralisation

According to Mawhood (1983:4), deconcentration means, “The sharing of power between members of the same ruling group having authority respectively in different areas of the state.” It is, according to Hyden (1983:85), a power relationship within the same organisation. The fundamental goal is to relieve the centrally positioned officials of the administrative onus by transferring some of this load to their colleagues in the periphery as a way of adapting central directives to the local conditions (Rondinelli, Nellis & Cheema, 1983:14). This allows the central government to penetrate the grassroots without necessarily relinquishing authority.

2.2.2 Delegation

According to Work (2002:6), “Delegation redistributes authority and responsibility to local units of government or agencies that are not always necessarily branches of local offices of the delegating authority.” It concerns the shifting of managerial responsibilities for specific functions from central government to the statutory corporations or parastatals, which are normally “...outside the regular bureaucratic structure” (Osmani, [undated]: 6).

2.2.3 Privatization/Divestment

Divestment or privatisation occurs when planning and administrative responsibility or other public functions are transferred from government to voluntary private or

non-governmental institutions for the benefit of the public, (Work, 2002:7; Makumbe, 1998: 9). Manor (1999), however argues that this type of decentralisation transfers power from one bureaucratic machinery to another in that it usually involves the transfer of power between two colossal entities therefore it cannot be regarded as authentic decentralisation as it does not devolve decision-making powers to the people.

2.2.4 Devolution

Crook and Manor (1991:12) as well as Work, 2002: 6) define devolution as the transfer of legalised 'elements of political power' to local government institutions or to specialised or functional authorities. These bodies are therefore vested with political powers to discharge certain functions and responsibilities within their areas of jurisdiction such as the provision of social services. However, Osmani ([undated]:5) argues that in addition to political authority, also devolved, is fiscal authority. He maintains that 'devolution entails the reorganisation efforts that approximate classic decentralisation' in view of the autonomy that the sub national governments acquire in the process. Hyden (1983: 85) while espousing a spatial aspect of devolved power structure discerns devolution as an inter-organisational transfer of power from the centre to the peripheral units; which, although not normally within the command of central government, are indirectly controlled and supervised by it (Rondinelli et al, 1983:24). These units are mostly recognised as autonomous legalised bodies and are usually elected (Work, 2002).

Comparatively, of the four types of decentralisation, divestment and devolution denote the highest amount of power transferred to the local people; while deconcentration and delegation denote the least amount of power transferred. Therefore, the last two are not very useful in the development of local governance because they do not really encourage the local people to participate effectively in decision-making processes. Worse still, both the Colonial and the One-party regimes used these types of decentralisation to effectively suppress local people's dissent against their systems. Consequently, these systems were transformed into instruments of oppression.

2.3 Evolution of the new decentralisation wave

Scholars attribute the renewed quest for democratic decentralisation in the field of social science and politics to various origins: firstly, it stems from the failure of centralised models (Wunsch & Olowu, 1995; Schmidt 2003). Advancing this argument, they maintain that centralised systems of governments proved inefficient to grapple with the complexity of the development processes. The second factor is accorded to the collapse of the state-sponsored services, which due to the effects of the Structural Adjustment Programme and the prevailing African economic crisis impelled the state 'to retreat' (Schmidt, 2003; Ndegwa, 2002). One the same, another front argues that it was as a result of donor pressures and conditionalities associated with the structural adjustment and other programmes imposed from the outside (World Bank 2000; Mutizwa-Mangiza 2000:24; Therkildsen, 2000:1). Schmidt attributes the third reason to the recent democratisation processes. However, the fourth reason, as Dillinger and Fay (1999) and the World Bank (2000) observed, is that the new wave of decentralisation is sanctioned by the decline in the menace of warfare and external hostilities in most parts of the world, making authoritarian regimes unjustified. Furthermore, it is due to the emergence of educated, urban bourgeoisie, which has led to the demise of the once-prevalent patron-clientele relationship between the government and the people. However, there are a host of reasons propounded by various scholars and this list is by far not exhaustive (for instance; see Manor, 1999:26-50; Therkildsen 2001:1; Olowu 2001:53)

In Sub-Saharan Africa reasons for the current wave of decentralisation processes varies from political to economic. Political reasons include 'the maintenance of law and order in the locality' (De Muro et al, 1998) such as in Uganda and Bukina Faso; internal demands for devolution of power, for instance in South Africa where the National Party and the Inkatha Freedom Party

were in favour of decentralisation (ibid). Finally, external pressure exerted by the supranational funding organisations such as the World Bank (Rondinelli, 1997; World Bank 2000; Mutizwa-Mangiza 2000:24; Therkildsen, 2000:1) or the United Nations Development Programme (for example in Malawi); or indeed a former colonial power such as France, which exerted pressure for political reforms in all French -speaking countries (De Muro, Salvatici & Comforti, 1998). Economic reasons for decentralisation include to provide social and economic development for example in Mauritania; and to curtail the level of public expenditure when making structural adjustments to the economy, for instance in Tanzania in the early 1990s (ibid).

2.4 Justifications for decentralisation

The arguments for decentralisation revolve around a wider critique of central state planning (Johnston, 2001) which stipulates that large and highly centralised bureaucracies prove to be an incompetent and potentially very unhelpful means for amassing wealth and for resource allocation in society. Scholars have advanced three arguments to support this claim:

The first view maintains that centralised state entities lack information which gives them a clue as to when and where to implement policies and programmes which address people's genuine requirements and preferences, (Ostrom, Schroeder & Wynne, 1993). The second argues that states lack flexibility and reach to supply certain types of goods and services more especially those that require vast information, (Robinson, Dorcas, Hewitt & Harriss,2000). The state's inherent fundamental principles of command and control, makes it different from the markets and voluntary organisations, which are more flexible (Robinson et al, 2000); the third view contends that the unrestrained authority and inadequate incentives breed 'rent seeking behaviour' among government employees (Ostrom, et al 1993).

It is therefore due to the above limiting characteristics of the state that the creation of more decentralised state machinery is justified. In this regard, it is widely accepted among scholars that more decentralised states are more transparent and react promptly to local demands and wishes, (Crook & Sverrison, 2001; Osmani, 2000; World Bank, 2000; Dillinger & Fay 1999; Makumbe, 1998). Physical closeness not only makes it easier for local communities to hold local officials liable for their performance, but it facilitates acquisition of more accurate information of conditions or the status quo of the periphery which could be used for planning and provision of resources. Decentralisation is also beneficial to central government in that it reduces workload and congestion at the central office. As a result, the central government responds quickly to public demands and the quality and quantity of service improves.

In addition, economists justify decentralisation based on allocative efficiency and the effectiveness of poverty reduction (DFID, 2002). Moreover, decisions taken proximate to grassroots level are generally anticipated to reflect the preferences of the citizens and consequently local authorities are better placed to implement poverty policies through community participation and social inclusion (ibid).

2.5 Human resource management

Development of 'human resources' in both public and private sector organizations has become critical in an increasingly knowledge-based globalizing economy (Analoui, 2007). In particular, human resource capacity building for public service delivery has been recognised by developed, transition, and developing economies under the notion of the 'new public management' reform.

Decisions on human resources will be sound only if they are based on appropriate and timely information. Access to reliable and easily available data on staff is thus crucial to any decision

about their allocation. This is true of a country that decides to maintain a single public service structure, as was done in Papua New Guinea, where in the 1980's, each province was formed into a public service department to which members of the national public service were assigned full-time. It is equally true of a country where members of the national public service become part of local government staff establishments, as in the Philippines. (Kutengule, 2001)

According to Farrell, (2004), basic personnel data, such as a worker's name, professional qualifications, and age, are more likely to be available at the central level than up-to-date, accurate information on the type and level of position they hold or the cost of employing them. While salary data are usually more reliable, records on staff positions and the individuals holding those positions that a ministry of health or a public services commission maintains are notoriously flawed and out-of-date. Data on training intakes and outputs are often incomplete and inaccurate, since they come from multiple sources with different schedules of updating and quality control. (Kutengule, 2001)

The strategic importance of the development of human resource capacity, for example, was raised at the African Leadership Forum on June 21,1990 in Nigeria. At that meeting, Robert McNamara, the former President of the World Bank emphasized 'the imperative of building local African capacities' as the cutting edge of Africa's strategic development agenda. In his view, the lack of 'necessary skills and well-managed public and private institutions for long-term, sustainable growth was a priority to be included in every development activity in Africa because of its implications for improved development management and good governance' (cited by Wood, 2000: 88). Similarly, in a recent publication entitled '*Can Africa Claim the 21st*

Century?

The World Bank noted that: 'Africa's future lies in its people. Indeed, Africa must solve its current human development crisis if it is to claim the 21st century. Africa's future economic growth will depend less on its natural resources, which are being depleted and are subject to long-run price declines, ... and more on its labour skills and its ability to accelerate a demographic transition' (World Bank, 2000:103)

In Ghana, the key systemic constraints in the public sector identified before the launching of her Economic Recovery Programme (ERP) in April 1984, include: institutional weaknesses, under-development, under-utilization and management of human resources, poor performance management and incentives systems, and lack of effective management of information system (Republic of Ghana, 1997, 1999 ; World Bank, 1999). To address these complex issues, the Government of Ghana (GoG) has for nearly two decades been reforming the public sector. These reform efforts have resulted in major changes in policy, processes and practices with the aim of strengthening the capacity of her public administrative system. One consequential outcome has been the adoption of an ambitious yet innovative programme of decentralization policy, which the government has been implementing, since 1988 (Republic of Ghana, 1999: 10-11).

The need to pay attention to the human resource development equation in local governance comes from the historical analysis that Ghana as a country has been ruled from the centre by non-democratic institutions for years; the local bureaucracy that had been part of a centralized scheme of things needs to be re-educated to fit into the decentralized way of local governance. Thus, building capacity of local government officials for effective administration and management must therefore, be of high priority. Recognizing that inadequacy of capacity in

terms of trained and competent technical and generalists' human resources on the part of local authorities to carry out their responsibilities has in the past been a significant contributory factor in the centralization of public services (Wood, 2000: 90).

In the context of new public management (NPM) or public sector reform (PSR), decentralization, and human resource management and development (HRM/D) have been recognised as crucial strategic policy elements of concern in the implementation of reforms in both developed, transitional and developing countries. It has been argued by Hope (2001: 124) that 'decentralization is seen as the means through which governments are able to provide high quality services that citizens value; for increasing managerial autonomy, particularly by reducing central administrative controls; for demanding, measuring and rewarding both organizational and individual performance'. In a sense, decentralization is commonly accepted in both theory and practice as a means to ensuring good local governance and the delivery of effective public service by increasing 'allocative' and 'productive' efficiency.

However, this assumption of great promise is contingent on its design, and the institutional, technical and human resource development (HRD) capacity arrangements governing its strategic implementation (World Bank, 2003; Kahkonen and Lynya, 2001; Pollit, et al., 1998). The strategic importance of the development of human resource capacity, for example, was raised at the African Leadership Forum on June 21st, 1990 in Nigeria. At that meeting, Robert McNamara, the former President of the World Bank emphasized 'the imperative of building local African capacities' as the cutting edge of Africa's strategic development agenda. In his view, the lack of 'necessary skills and well-managed public and private institutions for long-

term, sustainable growth was a priority to be included in every development activity in Africa because of its implications for improved development management and good governance' (cited by Wood, 2000: 88).

The World Bank observation is underscored by the reality that the most valuable and critical organizational resource is its people (Analoui, 2002). Recognizing that people conceive, plan, and execute all tasks, coordinate and organise inputs and produce outputs, it can thus be safely assumed that endeavours would succeed or fail because of the people involved (Powell, 2001). It is, therefore, not surprising that human resource management and development issues have been of great concern to public sector reformers, against the assumption that NPM reform is a management philosophy largely practiced in the private sector. The question has often been asked whether these philosophies and practices would work in the public domain with its bureaucratic and non-participative tendencies (Taylor, 2001; Hope, 2001; Turner and Hulme, 1997).

2.6 Theoretical perspectives

The Concept of Capacity

The question of capacity and capacity building has been featured in development discourse for some time now. According to Larbi (1998), 'capacity' is not the same as 'capacity-building'. Rather the absence of capacity necessitates capacity building; hence effective capacity building must be preceded by assessment of existing capacity. He cites Cecil Saldhana of the Asian Development Bank, definition of capacity in the context of public sector as the abilities of governments to plan, manage and sustain the development process of their economies and societies; and in keeping with the aspirations and potential of their respective

countries people (ECDPM, 1994:7; cited by Larbi, 1998:37).

In the context of public policy, Lane and Wolf (1990) have defined capacity as the ability to govern, which rests on the human resources of governmental agencies – the people who participate in and enable the process of governance i.e. *their collective memory, commitment, technical proficiency and programme competence*. Given that state administrative capacity rests on human resources (HRs) the issue of motivation, attitudes and performance are critical. Hildebrand and Grinole (1995:100) define capacity simply as ‘the ability to perform appropriate tasks’. Implying that capacity is task performance i.e. what is required to achieve purposes effectively, efficiently and sustainable either at individual, group, community, organization or governmental level. Having briefly examined the concept of capacity and capacity-building therefore, it is useful to consider the open systems theory, whose underlying philosophy seems appropriate and relevant to enhancing our understanding of the role of human resource development (HRD) in any given organizational setting, be it public or private.

Open Systems Theory

Systems theory is premised on the assumption that organizations have similar characteristics with other living organisms (Analoui and Karami, 2003; Analoui, 1998; Hanna, 1997). A system is generally defined as an arrangement of interrelated parts. The words *arrangement* and *interrelated* describe interdependent elements forming an entity that is the system (Jackson and Schuler, 1999; von Bertalanffy, 1950). In using a systems approach to understand a phenomenon, it is important to begin to identify the individual parts and then seek to understand the nature of their collective interaction to make the whole unique - it is the whole, not the parts

alone that counts. An open system depends on its external environment for inputs that are transformed during throughput to produce outputs that are exchanged in the environment.

The general view is that managing organizations with the view to contributing towards socio-economic development requires effective deployment of three resources: economic (monetary), physical (material) and human (social). However, the most vital asset to any organization is 'the people' (human resources). Many contributors to the HRD literature are of the view that the development dimension of HRM is conceptualized as a sub-system of HRM, which is embedded in a larger organizational system (Analoui and Karami, 2003; Armstrong, 2001; Analoui, 1998; Kanungo and Mendunca, 1994). Analoui (2002) in his discussion of the 'choice' model of HRM, in the context of open system organisations, views the HR policies, including the HRD, as input to the process which will be expected to result in 'change' as a planned and desired output.

Wright and Snell (1991) for instance, have used the open system theory to describe a competent management model of organizations. They treated the 'skills and abilities' of employees as 'inputs' from the environment; employee behaviours as 'throughput/transformation' and their satisfaction and performance as 'outputs'. Chalofsky and Reinhart (1988:31) argue that an effective HRD function as a sub-system of an organization should have a highly trained professional staff; demonstrating close working relationships with line and staff management; and develop a track record of delivering high quality products and/or services. This implies the capacity to acquire, utilize, train, develop, retain and displace the needed competencies for the organization, recognizing that 'micro and macro level phenomena interact and influence each

other' (Cassar and Bezzina, 2005: 206).

The study explores how these elements empirically occur or happen under Ghana's reforming local government administrative system or how the challenges become constraining situations imposed by the external environmental factors of the open systems theory. From the perspective of building the human resource capacity of local governments within the context of the open systems theory therefore, three useful questions engaged the attention of the research in an exploratory fashion: What specific importance has been given to the 'development of human resources', towards strengthening the administrative decentralized local government system?, What are the major HRD issues of common concern facing effective decentralization of the local government service in the context of Ghana's public sector reforms? How do the employees perceive the main HRD 'concerns' and 'challenges' towards enhancing an effective decentralized local government system?

2.7 Decentralisation and Human Resource Management in Africa

Local government in Africa has faced many challenges just as is with its broader public sector in general, but lack of capacity is the most cited problem. Grindle and Hilderbrand, (1995) identified capacity building for public sector performance as essential for an effective development process. Other scholars also share a similar opinion and identify managerial and technical capacity, weak institutional arrangements, and capacity for fiscal management as the key aspects of capacity constraints at local level in Africa (Andrews and Schroeder, 2003: 37; Lister and Betley, 1999: 2). Hussein (2003) singles out human resource constraints as the most predominant capacity constraints at local level.

However, indications are that African governments have been showing some commitment to building local level capacity by increasing both the quality and numerical strengths of local level public employment. The International Labour Organisation (ILO) shows that there were numerical increases in some of the selected countries for which they had data. For instance, Botswana, Mauritius, and Uganda registered positive growth in the number of local government employees while South Africa and Zimbabwe registered a reduction but an increase at federal and central levels respectively (ILO, 2001: 85). The proportion of local government employees to general government employment was also significant but low in some: Botswana at 18.4%, South Africa 16.0%, Uganda 12.6%, Zimbabwe 11.2%, Mauritius 9.3% and the Gambia 4.1% (ibid, p84). However, it is not only the numbers that matter but the whole way in which the human resources are managed. In local government human resources management takes place ‘within highly structured and complex set of procedures and mechanisms’ (Fowler, 1995: 129), and as for Africa and other developing countries in increasingly unpredictable conditions coupled with severe resource constraints. In many developing countries local government employment is used for patronage purposes than functionality.

The nexus between decentralisation and HRM is in the various human resource management systems commonly applied in local government. These are the; integrated, separated and unified models (Olowu, 2003; Mawhood, 1983). The integrated model is characterised by the deployment of central government officials over local governments. Under the separated model local governments are able to hire and fire their own staff, as opposed to the unified model in which there is a common civil service across local authorities. Olowu (2003) observes that the unified model is increasingly becoming popular and it allows local governments to manage their own staff with less dependence on central government. Integrated and unified systems are found

where the centre does not trust local governments to employ strategically rather than as patronage (in the case of the unified system, state control is only at the appointment stage). These institutional arrangements represent the context within which HRM takes place in local government.

The ILO (2001) found several challenges facing local government in developing countries. One is that responsibilities are decentralised without corresponding resources to local authorities, in what is referred to in South Africa as unfunded mandates, as well as the reluctance to decentralise staff to manage these responsibilities. Another challenge is associated with lack of adequately trained staff to perform requisite financial and personnel responsibilities, thereby opening opportunities for corruption and nepotism. These challenges point to the fact that the action environment in which human resources operate may exert considerable influence on the performance of employees as its impact may be beyond the scope of the institutions in which they are employed.

Attempts to improve the functioning of local government have to be seen in the light of the above challenges. Is it possible, for instance to improve performance through the introduction of modern management practices, such as Performance Management (PM)? PM is an important area of HRM. Performance management and performance appraisal are different but bound together. Performance management is broader and involves, among other things, the measurement of both organisational and individual performance in relation to the performance standards tied to the organisation's mission. Performance appraisal on the other hand is limited to the assessment or evaluation of individual employee's performance in relation to the job description and performance goals.

However, performance appraisal in the African public services is not universalistic in principle as it should be but rather it is based ‘... on rule following, smooth interpersonal relations, and particularistic exchanges rather than goal-directed performance’ (Blunt and Popoola, 1985: 109). Some of these factors are still prevalent even among Africa’s leading reformers. For instance, the failure of performance management schemes in Mauritius and Namibia is blamed on particularistic tendencies (McCourt, 2006).

In the pursuit of durable solutions to development challenges African countries have joined other countries across the globe in attempting to reform their public services. But how far these reforms have penetrated local government is another question which can usefully be considered in relation to the particular public management reforms that have been adopted. Globally, public management reforms have been performed within particular public management models which vary from region to region and country to country. The next section reviews current concepts of public management and looks at how these have influenced HRM both in Africa and globally.

2.8 Public Management Models and their Implications for HRM

This section sets out current public management models and trends as they apply in developing countries and Africa in particular, to assess if there is a shift from public administration (PA) to new public management (NPM). To do so it is necessary to analyse NPM, in comparison to Public Administration, and to examine its application globally and in Africa. These public management models are discussed in this chapter to set the framework within which HRM may be understood as HRM approaches are influenced by the public management models applied in each country.

The distinctions between the public management models and how these are applied in each country was useful in the later chapters in enabling an understanding of the factors that bear upon or influence HRM systems. The following subsection presents the public management models.

There is much debate as to what public management approaches developing countries are practicing; that is whether they are practicing PA, NPM or the Washington Model. The impression is given that OECD countries have over recent decades made a wholesale shift from PA to NPM. Developing countries have also shown interest and some trends in the direction of NPM (Adamolekun, 2005; Hope, 2002; Olowu, 2002; Manning, 2001). However, not only is there a danger of exaggerating the degree of the shift away from PA in OECD countries, there are many unresolved issues about the appropriateness of these models to the pre-Weberian context of some developing countries, where PA may still be essential.

In an African Development Bank (ADB) funded study Adamolekun (2005) found that in Africa there are two contrasting types of state development, one consisting of countries that were democratising and liberalising their economies and another made up of failed and/or failing states. Soeters and Tessema (2004) take a radical view that some developing countries are in the pre-Weberian stage of public management in which ‘who you know’ matters the most as opposed to ‘what you know’. Because of this, many scholars feel there is a need in Africa to re-establish basic governance institutions and that elements of PA are still essential to many countries’ public management systems and stratagems (Adamolekun, 2005; Sindane, 2004; Soeters and Tessema, 2004; McCourt, 2002). HRM under PA was denoted by ‘devotion to public office’ which includes ‘lifelong employment and stable and certain career progression’ (Beattie and Waterhouse, 2007: 5, 6).

The other side of the argument sees these practices, inspired by bureaucratic organisational theory, as leading to oversized and inefficient public management system. The 'failure' of PA ignited the search for alternative approaches to public management. Public choice theorists posit that public sector employees are motivated by self-interest in their behaviour towards others but not only the good of the public as previously thought. Buchanan (1978) argued for the reform of institutions to match man's moral limitations. As a result of the adoption of these ideas '[m]anagement processes and human resource management practices were re-aligned based on the assumption of an individualistic, self-interest motive to job performance' (Beattie and Waterhouse, 2007: 6). NPM reforms started in the West spread to the rest of the world including developing countries.

Influenced by these examples and in the new international atmosphere created after the collapse of communism and the pressure from globalisation many developing countries have moved or are attempting to move away from PA (Soeters and Tessema, 2004) albeit slowly (McCourt, 2002). This trend is generally acknowledged but the outcome in terms of the resultant direction they are moving in is disputed. Some writers (e.g. Hope, 2002; Manning, 2001) identified some NPM-like reforms that have been adopted. On the other hand McCourt (2002) referred to this move as the adoption of what he calls the Washington model. The model refers to the civil service reforms instigated by the World Bank and IMF as conditionality for their loans. These include cutbacks on the number of staff, salary decompression, and reduction of corruption, merit-based staffing practices, and generally rectifying their administrative fundamentals before moving onto issues of service quality (McCourt, 2002: 236).

This results in a two-phase reform, with the Washington model constituting Phase 1 and NPM making Phase 2, in which countries cannot move from Phase 1 to 2 without having

fulfilled the requirements of the first phase (ibid). McCourt identified other public management concerns, the poverty agenda and other domestic imperatives that developing countries are still grappling with and find them to be more pertinent to deal with than the pursuit of NPM. The Washington Model could therefore be seen as a transitory stage from PA to NPM for many developing countries, or even an acceptable end stage.

Contrary to PA, NPM distinctly focuses on results, mission, cost cutting, privatisation, and decentralisation, with HRM at the core of public management reforms (see Hughes, 1998; Shim, 2001; Soeters and Tessema, 2004). NPM has been regarded by a significant number of scholars as a new paradigm different from PA and other disciplines such as public policy and business management (Gow and Dufour, 2000). The shift from PA to NPM is regarded as irreversible and distinctly managerial (Hughes, 1998).

2.9 Governance and human resource management

For the sake of brevity, this discussion subscribes to the definition of good governance supplied by the World Bank (2001) and Putnam (1993) due to their relevance to the study. ‘Good governance’ is epitomized by predictable, open and enlightened policy-making, a bureaucracy imbued with a professional ethos acting in furtherance of the public good, the rule of law, transparent processes, and a strong civil society participating in public affairs.

Putnam (1993) says governance is a process whereby elements in society wield power and authority, which are employed to enact and influence policies and decisions concerning public life as well as economic and social development. This definition clearly brings out a relation between governance and human resource. Plumptre (1999: 3) definition of governance transcends ‘government’ to include the role of actors from civil society and the private sector. In

his submission, governance denotes the art of steering societies and organizations. He maintains, Governance occurs through interactions among structures, processes, and traditions that determine how power is exercised, how decisions are taken, and how citizens or other stakeholders have their say. Governance is about power, relationships, and accountability embedded in human resource with influence, who decides, and how decision are made and held accountable.

Inferred from the above discussion, good governance at the local level (or good local governance) is therefore an array of organizations and mechanisms or procedures intended to govern local public affairs (Bonfiglioli, 2003). In view of the complexity of the parameters to be investigated in this study, these broad definitions of governance are appropriate. The beauty of these definitions is that they define governance in relation to the local government and the role of human resource in the civil society and private sector, which are all analyzed in this study.

When there is proper Human Resource Management, evidence is that good Governance results and this is indicated in number of ways like, participation, transparency and accountability, efficiency, equity and gender sensitivity, and consensus building (Ribot, 2003)

Participation

The earlier definition of participation, which was highly influential in the 1970s, depicted participation as ‘the organized efforts to increase control over resources and regulative institutions in given social situations, on the part of groups and movements hitherto excluded from such control’ (Gaventa et al, 1999). In this sense, this definition places participation outside the realms of the state, amongst those who had been disenfranchised from existing institutions.

In local governance, however, participation entails ‘the process by which Human Resource influence and share control over priority setting, policy making, resource allocations, and/or program implementation (World Bank, 2000: 237). From this perspective, participation could be perceived in the intensity of consultation or decision making in all stages of a project cycle, from needs assessment, appraisal, implementation, to monitoring and evaluation. The United Nations Development Programme’s (UNDP). Human Development Report 1993 discerns participation, as a process, not an event that closely involves Human resource in the economic, social, cultural and political processes that affect their lives. According to the UNDP, the meaning of participation transcends this developmental sense into a more philosophical paradigm - seeing it as both a means and an end. The study subscribes to the UNDP’s definition of participation because it presents participation as empowering, enabling and because this meaning transcends the instrumental value of participation to include aesthetic values.

Transparency

Transparency according to Ribot (2003) entails openness to public scrutiny. It is to the extent to which decisions are perceived as being made in a clear and open manner however, Bonfiglioli (2003) equates transparency to information sharing, open behaviour and clear decision-making procedures by the Human Resource. Echoing the Bonfiglioli, the OECD (2003:8) defines it as successful two-way communication about public policy which starts from a core set of measures that are so fundamental as to be almost indistinguishable from governments’ basic legislative, administrative and fiscal functions. Core measures help to ensure that people who are affected by policies know about them and can respond to them.” Apparent in all these definition are ideas of “openness” and information sharing between the Human

Resource implored to make decisions and those to be affected by the decisions. It also implies participation of those to be affected by the decisions in the actual decision-making process and the right to question the basis and justifications of those decisions. It is only when this information is well communicated that people will respond to the decisions.

Efficiency

The Oxford Advanced Learner's Dictionary defines the word efficient (in relation to systems) as meaning the production of 'satisfactory results without wasting time or resources.' In short, borrowing from Nielsen (2000:3), "Efficiency refers to the government administration of time and resources to produce a given outcome." In this light, the efficiency of the Human Resource would be assessed in terms of how it manages the resources and time to produce an output. Other very closely related concepts to efficiency are responsiveness and effectiveness. Responsiveness is defined as the achievement of congruence between community preferences and policies, such that activities of the institution are valued by the public (Fried & Rabinovitz, 1980). Thus, it is the linkage between the communication of needs by citizens and the market (demands) and the capacity of the state to address those (supplies) (Nielsen, 2000:3). Effectiveness relates to the appropriateness of local government Human Resource endeavors employed in the production of desired outcomes.

Equity and Gender Sensitivity

Gender sensitivity refers to being sensitive to the diverse situations and needs of Women, and men Human Resource, throughout the decision-making process, in order to encourage the accomplishment of gender equality. It involves seeking, considering, and accommodating

any facet of social interaction between women and men in their social and cultural milieu, during the course of any policy, planning, or implementation activity (Bonfigliori, 2003).

In conclusion, Human Resource and Good governance are coordinated and entail the methods that societies use to dispense power and manage public resources and problems. Good governance provides an atmosphere for human Resource development and the annihilation of deprivation. It embraces three qualities ownership, equity and accountability. Ownership implies that it is participatory and people-entered; equity: means it is conducive to building a society that offers everyone with equal access to opportunities and accountability implies that it is embedded in structures that are open and accountable to people. Thus when people's interests and human rights not greater economic efficiency are at the centre of governance institutions and practices there can be real progress in combating poverty. (UNDP, 2000: 54) Therefore, good governance provides a precondition for distribution of benefits from growth.

Local Development

It is evident from the preceding section that Human Resource management has the potential of empowering the poor through good local governance bringing about local development (Kabeer, 2001).

Good local governance is a means to enhance local economic development, local delivery of infrastructure and social services, and local control, access to and use of productive renewable natural resources. Furthermore, decentralization creates an essential milieu in which true participatory development can emerge. All the ideals embraced in good local governance are those espoused in people-centered (participatory) development as argued by several authors. Gran, (1983: 327) defines participatory development as the self-sustaining process to engage free

men and women in activities that meet their basic human needs and, beyond that, realise individually defined human potentials within socially defined limits.” Implicit in this is that people need to participate to develop themselves according to their needs and goals. Gran maintains that participatory development is endogenous, need oriented, self- reliant, and ecologically sustainable and based on structural reorientation. Therefore, development ceases to be prescriptive, ethnocentric and paternalistic. The wishes of an individual never superimposes on those of a group (Dodds, 1989). It is based on the foundations of freedom, real respect for human rights, human dignity and authentic democracy.

There is also an element of shared vision within the socially defined goals. It is a process that harnesses individual potentials for the development of both the society and the individual. People are respected and not treated in a mechanistic way, as has always been the case in top down approaches to development. The beneficiaries have to be subjects not objects of development. To borrow Dodd’s words In order to arrive at a national process of development, people need to arrive at shared vision, which forms the basis of a shared mission or commitment. The purposes of individuals and groups (must) not have precedence over the whole system.”(Dodds, 1989).

Decentralization is therefore being currently promoted as a necessary tool for facilitating people-centered development approaches, as its ideals and practice are very compatible with participatory approaches through good local governance. By bolstering good local governance which includes such ideals as equity, transparency, accountability, participation and gender sensitivity, just to mention a few, decentralization, therefore, becomes an essential tool for promoting local development which ultimately impacts on.

2.10 Budgetary management on human resource management

An important factor that has contributed to the human resource shortage situation is the chronic under funding of the local government. This comes as a result of budget concentration designed for particular district. The Abuja declaration recommends allocation of 15% of national budget to District Local Government, whereas the District Local Government has been receiving as follows; in 2001/02 it was 11%, in 2003/04 the share dropped to 9.7% and in 2004/05 there was an increase up to 10.1% while in 2005/06 it was 11.6% and in 2006/07 it dropped to 10.6% of national budget. The fluctuations affect allocations to human resources in particular the recruitment, incentives, retention and capacity building. This fully shows that any positive adjustment made in the budget creates a realistic impact on the performance of human resource in a given health institution. (Abuja Budgetary Report, 2010)

Fundamentally, the HR budget is a great opportunity to reposition and reinforce the HR function as a strategic partner, by embracing the budget process to gain strong credibility from the District Local Government. A number of HR Managers in the District Local Government are always struggling to move into more strategic HR. This implies that many human resources have to always take one of the first action steps as developing proper HR budgets in the District Local Government. (Joseph et al 2002)

Saito, (2006), says many human resources rely on an accountant to provide them with financial support, including budgeting and monthly reporting. This exhibits the relationship between HR performance and budgeting. In relation to this, HR always has an accountant that supports the HR function. In addition, the HR Director develops a close partnership with the other politicians, to ensure there is a close working relationship. For example in most organizations, other than

capital-intensive industries, employee costs make up the majority of fixed costs. But more importantly, an opportunity to ensure that all HR initiatives are clearly aligned with business strategies.

HR always develops some line items in the budget. For the HR Administrator, it could be stationary budget, or coordinating travel and accommodation, facilitations, motivation of the different health workers, recruitment facilities and many more HR activities. Specific budget sign-off authority helps the team to review the budget on a monthly basis, by reporting on variances, as well being involved in budgeting and approving all expenditure for their specific costing codes. It also develops their financial and business skills. (Crook, 2000)

2.11 Accountability and human resource management

Accountability is another concept can be viewed in the paradigm of Human Resource and governance which has undergone tremendous metamorphosis from its original meaning and in the advent of the discourse of democracy; the concept has acquired more extensions in meaning. As Leat (1986) noted, in its new form it enshrines three dimensions. Firstly, it means being held to account by the Human resource or on their behalf, via sanctions or other approaches of redress that enforce the right to effect change. Secondly, it denotes giving account - furnishing Human Resource with an explanation or information to report what has taken place and the outcomes of that activity. Thirdly, it entails Human Resource taking account of stakeholders' needs and views and responding to these by examining and, if necessary, adjusting practices or increasing performance. In sum, three things are clear here, the element of sanction (in the first view), information sharing to stakeholders (in the second view) and responsibility (the third meaning). For instance, if a Local Government councilor does not

perform during his tenure in office the electorates who have the right to elect him will punish him for not electing him again. Once in office the councillor is supposed to share information and elaborate on what is happening and the outcomes. Thus, he has the responsibility to perform as expected of him by the people and should be ready to improve performance if the people feel so. Accountability exists in three forms: vertical downward accountability: appointed or elected Human Resource to citizens, horizontal accountability: officers to elected councillors and vertical upward accountability: local councils to higher levels/central government.

CHAPTER THREE

RESEARCH METHODOLOGY

3 Introduction

This chapter describes the methods which were used in the collection, presentation and interpretation of data. The chapter covers the following sub-topics: Research design, area of study, study population, and sample selection, methods of data collection, processing and analysis of data.

3.1 Research design

This research used a descriptive case study design. This design “describes in-depth the characteristics of one or a limited number of cases” (Varkevisser et al, 2013). This design was therefore, selected to enable the in-depth description of the relationship of decentralisation and Human Resource Management in Uganda with focus on Masaka District Local Government using qualitative and quantitative approaches. And the research was cross sectional implying it was carried out within a short period of time.

3.2 Area of the study

The study was carried out in Masaka District LG, a local authority which forms part of Southern Uganda. It is situated 84 miles from Kampala, the capital of Uganda and bordered by Kalungu, Lwengo, Bukomansimbi and Rakai districts all of which were part of Masaka before it was divided. This makes it a central business district in the region.

3.3 Study population

The study population comprised of 75 employees of Masaka local government. This was because they were the right people and with the relevant information related to the variables under study.

(E-Library Masaka, 3/23/2014)

3.4 Sample size

In order to determine the sample size, Yamane's formula was applied as shown below.

$$n = \frac{N}{1 + N(e)^2}$$

Where n = Sample Size

N = Total Population (75)

e = sampling error value (0.05) = 63

$$\left(n = \frac{75}{1 + 75(0.05)^2} \right)$$

3.5 Sampling technique

Both purposive and simple random sampling methods were employed in the selection of respondents. Purposive sampling was used with the DSC Chairperson, the Secretary, CAO, DEO, LC5 Chairperson and heads of departments who were sampled as key persons in the study.

Table 3. 1: Showing the distribution of respondents

Name of Department	Population	Sample size
Administration	23	19
Finance	12	11
Education and Sports	10	9
Works and technical services	14	11
Community based service	10	9
Planning	6	4
Total	75	63

Source: *Primary source*

3.6 Data sources

Both primary and secondary data was used.

3.6.1 Primary data

Primary data was obtained from respondents by administrering of questionnaires to people of selected sample, and Observation of the trend of events at the Local Government . This was because primary data is more reliable, up todate and from the most reliable source.

3.6.2 Secondary data

The researcher read internal reports and manuals from local Government records, text books , journal news papers, and un published research reports to get secondary data more so she also relayed on internet for data . This literature was found in libraries and at the University. This was considered in order to bring about a comparison between the past researchers and the research in

question.

3.7 Quality control

Despite the difficulties of collecting primary data, it is more trustworthy as compared to secondary data which come with the questions that regard its quality control, the researcher was cautious when dealing with it. The primary data that is employed in this study was by the use of questionnaires that were filled by the employees of Masaka local government. There were sixty three (63) questionnaires that were sent to the respondents with each questionnaire containing average questions.

3.8 Methods of data collection

This study used both qualitative and quantitative methods of data collection. These included questionnaire method where questionnaires was designed by the researcher for each of the respondents, and guided interview method where the researcher asked pre-designed questions verbally to get more information. Office files and documents were also consulted in different offices to ascertain data validity.

3.9 Data Collection Instruments

3.9.1 Questionnaires

The researcher used self administered questionnaires to collect Quantitative data. The questionnaire were both open and closed ended questions. For the qualitative method, structured questionnaires was used, the questionnaires which had a likert scale for quantitative data. A likert scale is a scale used when responding to a questionnaire whereby respondents specifying their level of agreement or disagreement to a statement. It was recognizable when you ask to indicate your

strength of feeling about a particular issue on a rating scale of Agree, Not sure and Disagree. A typical test item in a likert scale was a statement, which was also a statistical measurement of people's attitudes and opinions. The respondents was asked to indicate their degree of agreement with the relationship between the decentralization policy and human resource management in local governments with focus on the Masaka district

Interview guide

Qualitative data collection was done by use of an interview guide. Key Informant Interviews were carried out to generate information on perceptions and experiences from senior Local Government officials regarding the decentralisation and HR and other aspects of personnel performance. Specifically targeted were: Administrators, representatives of women and sub-county officials. The qualitative data was used to strengthen the quantitative data derived from the case study.

3.10 Data analysis and presentation

Technically, data processing implies editing, coding, classification and tabulation of collected data so that they are amenable to analysis (Kothari, (2005: 122).

Data editing required that the researcher edits the data by examining the collected raw data to detect errors and omissions. Therefore, the researcher undertook a careful scrutiny of the completed questionnaires. Editing was of help to ensure that the data is accurate, consistent with other facts gathered, uniformly entered, and well arranged to facilitate coding and tabulation.

Coding refers to the process of assigning numerals or other symbols to answers so that responses can be put into a limited number of categories or classes. The researcher ensured exhaustiveness and mutual exclusiveness (a specific answer is placed in only one cell in a given category set). Coding was necessary for the efficient analysis, as several replies were reduced to a small number of classes, which contained critical information required for analysis.

Classification followed after the data had been edited and coded. Classification involved arranging data into sequences and groups according to their common characteristics or separating data into different but related parts (Santosh, 2001: 154-156). As regards this study, data was classified according to the sample selection like departments. Classification in this study helped to present the facts in a simple form, to clearly bring out points of similarity and dissimilarity, facilitate comparison, and highlight relationships. This facilitated presenting a mental picture which, in turn, enabled tabulation.

Tabulation is the process of summarising raw data and displaying the same in compact form (in the form of statistical tables) for further analysis. This was done by orderly arranging data in columns and rows. Tabulation was done automatically using electronic devices (SPSS).

Analysis of the data followed after editing, coding and tabulation. Analysis was descriptive and inferential (i.e. inferential analysis is often known as statistical analysis). The quantitative data was analysed using the Statistical Package for Social Scientists (SPSS).

3.10.1 Data validity and reliability

When a test has content validity, the items on the test represented the entire range of possible items the test covered. Individual test questions were drawn from a large pool of items that covered a broad range of topics. This was applied in some instances where a test measured a trait

that was difficult to define and this was judged by rating each item's relevance as based on opinion. Items that were rated as strongly relevant were included in the final test.

Data Reliability refers to the consistency of a measure. A test was considered reliable when the same results were got repeatedly. For example a test was designed to measure a trait (such as attitude), then each time the test was administered to a subject, the results were approximately the same. Though it was impossible to calculate reliability exactly, it was estimated in a number of different ways

3.11 Ethical consideration

Ethical concerns were taken into consideration by first acquiring an introductory letter from the University and the seeking authorization from the management of Masaka Local Government. Questionnaires were structured in such a way that there was no mention of the respondents' names to confirm to confidentiality, as expressly stated in the questionnaire. Further, responding was optional, basically explaining the reason for replacing respondents who were not willing to respond. Ethical considerations were also taken care of by the researcher briefing the respondents as to the purpose of the research, their relevance in the research process, and expectations from them.

3.12 Study limitations

Like any other research undertaking, this study faced both practical and methodological limitations. Methodological limitations included the small sample of sixty three (63) respondents out of a study population of over 75 employees. The practical limitations were included limited funds, time and knowledge of computerized statistical analysis packages.

However, the researcher mitigated these limitations by firstly seeking intellectual consultation and guidance from the supervisor and guidance on computerized statistical analysis packages was sought from committed and hardworking research assistants who underwent training on the data analysis and interpretation.

Before the final administration of the research instruments, there was a pre-test undertaken on a small sample of about fifteen respondents. This helped to reveal the likely hindrances or challenges and subsequently, remedial measures were put in place to correct these problems before the investigation took place.

The researcher conducted pre-visits to the respondents to make appointments, explain the purpose of the investigation and hence, build confidence. This helped in minimizing suspicion, which was a likely cause of hiding or misrepresenting information by the respondents.

The methodological limitations was mitigated by the researcher adopting appropriate research techniques, which were included the qualitative research design; the use of the case study method; and, above all, triangulation of research findings enhanced reliability and validity. The case study method allowed for a deep and detailed study, which was comprehensive and representative.

CHAPTER FOUR

PRESENTATION OF RESULTS AND DISCUSSION OF FINDINGS

4 Introduction

This chapter presents the findings of the study. In the presentation of findings pie charts, tables, frequencies and percentages are used to explain the findings. The presentation of the findings are arranged according to the objectives of the study that included: to examine the relationship between governance and human resource management, to assess the effect of budgetary management on human resource management and to evaluate the relationship between accountability and human resource management using Masaka Local Government as the case study.

4.1 Presentation of background information

The background information of respondents was deemed necessary because the ability of the respondents to give satisfactory information on the study variables greatly depends on their background. The background information of respondents solicited data on the samples and this has been presented below categorized into; Sex, Age bracket, Highest level of education and Sector positioned

Table 4. 1: Response rate

Department	Frequency	Percentage (%)
Administration	19	30.2
Finance	10	15.9
Education and sports	8	12.7
Works and technical service	9	14.3
Community based service	9	14.3
Planning	4	6.3
Total	59	93.7

Source: *primary source*

Gender characteristics of respondents

The study examined and described the gender details of respondents in this study and details of their respective gender is presented in table 2 below

Table 4. 2: Sex

	Frequency	Percent	Valid Percent	Cumulative Percent
Male	28	47.5	47.5	47.5
Valid Female	31	52.5	52.5	100.0
Total	59	100.0	100.0	

Source: *primary Data*

Table: 2 above revealed that 52.5% of the respondents were females and 47.5% were male. This indicates that the organization recruits more males than females. The findings represent the

views of the two sex groups about decentralization policy and human resource management in local governments in Uganda in Masaka District local Governments. This was necessary for the study to get a balanced views of the respondents.

Description of age groups of respondents

The study obtained details about the age groups of the respondents for purposes of understanding their age and possibly the experience they possess in their respective positions. Details of the findings were shown in table 4 below;

Table4. 3: Age bracket

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
18 - 25 years	19	32.2	32.2	32.2
26 - 35 years	16	27.1	27.1	59.3
36 - 45 years	9	15.3	15.3	74.6
Valid 46-49 years	11	18.6	18.6	93.2
50 years and above	4	6.8	6.8	100.0
Total	59	100.0	100.0	

Source: *Primary Data*

From the description above it is clearly evident that the majority of the respondents are in the age bracket of between 18-25 and 26-35, followed by 46-49, 36-45 years and finally 50 years and above. Represented by 32.2%, 27.1%, 18.6%, 15.3 and 6.8% respectively. This implies that the

majority of the respondents were in the most productive age brackets of their life and are reasonably experienced (assuming that an average Ugandan starts work at the age of 23 years).

Education level of respondents

Details about the education levels of respondents were obtained and the results are revealed in table 4.2 below;

Table 4. 4: Education level

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Masters	3	5.1	5.1	5.1
Degree	45	76.3	76.3	81.4
Diploma	11	18.6	18.6	100.0
Total	59	100.0	100.0	

Source: *Primary Data*

In table 5 above, findings revealed that majority of respondents were degree holders, followed by Diploma, Masters and non of the respondents was a Certificate holder. Rated at 76.3%, 18.6% and 5.1% respectively. This is a clear manifestation that the respondents were qualified and would read and write so they would responde to the questions with ease.

Description of the Positions of respondents in the local government

The study sought and obtained details about the departments positioned by the respondents in the district local government for purposes of understanding their role in relation to the variables of study. Details of the respondents and their departments are shown in table 6 below;

Table 4. 5: Department positioned

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Administration	19	32.2	32.2	32.2
Finance	10	16.9	16.9	49.2
Community based service	9	15.3	15.3	64.4
Education and Sports	8	13.6	13.6	78.0
Valid Works and technical services	10	16.9	16.9	94.9
Planning	3	5.1	5.1	100.0
Total	59	100.0	100.0	

Source: *Primary source*

The research findings revealed that majority of the respondents were administrators rated at 32.2% followed by 16.9% finance and Works and technical services, 15.3% Community based service, 13.6% for Education and Sports and 5.1% for planning department. The research findings revealed that the respondents were directly responsible for or directly concern with the

decentralization policy of the local government and so the findings were deemed to reflect what actually takes place at the local government level.

Table 4. 6: Impact of good governance on human resource management

	Frequency	Percentage	Valid Percentage	Cumulative Percentage
Yes	58	98.3	98.3	98.3
Valid No	1	1.7	1.7	100.0
Total	59	100.0	100.0	

Source: *Primary source*

Respondents were asked whether there is an impact of good governance on human resource management and the findings revealed that 98.3% agreed and 1.7% disagreed to the statement. This implies that good governance has an impact on human resource management making the research objectives valid for this study.

4.2 Good governance and human resource management

The first objective of the study which was to examine the relationship between governance and human resource management in Masaka local government, and details were presented in the descriptive statistics shown by the frequency and percentage and the level of agreement represented by the likert scale as shown in the table below;

Table 4. 7: Governance and human resource management

Governance and HRM		SA	A	NS	D	SD
Shared of control during participation	Freq	15	23	2	12	7

	%	25.4	38.9	3.4	20.3	11.9
Human resource involvement in policy making	Freq	27	13	0	19	0
	%	45.8	22.0	0.0	32.2	0.0
Transparency during information sharing	Freq	28	27	0	4	0
	%	47.5	45.8	0.0	6.8	0.0
Open behaviour and clear decision-making procedures by the HR	Freq	17	29	0	7	6
	%	28.8	49.2	0.0	11.9	10.2
Efficiency in managing of resources and time.	Freq	12	16	1	28	2
	%	20.3	27.1	1.7	47.5	3.4
Equity and Gender Sensitivity	Freq	28	20	0	9	2
	%	47.5	33.9	0.0	15.3	3.4
Good local governance and local economic development	Freq	23	19	0	11	6
	%	38.9	32.2	0.0	18.6	10.2

Primary source

Findings in the table 4.7, respondents were asked whether there is shared control over Accountability setting by the local government during participation and 64.3% of the

respondents in total agreed to this statement, 32.2% of the respondents disagreed while, 3.4% of the respondents were not sure of the statement. This implies that there is shared control over Accountability setting by the local government during participation. Bonfiglioli (2003) equates shared control to information sharing, open behaviour and clear decision-making procedures by the Human Resource. Echoing the Bonfiglioli, the OECD (2003:8) defines it as successful two-way communication about public policy which starts from a core set of measures that are so fundamental as to be almost indistinguishable from governments' basic legislative, administrative and fiscal functions. Core measures help to ensure that people who are affected by policies know about them and can respond to them." Apparent in all these definition are ideas of "openness" and information sharing between the Human Resource implored to make decisions and those to be affected by the decisions. It also implies participation of those to be affected by the decisions in the actual decision-making process and the right to question the basis and justifications of those decisions. It is only when this information is well communicated that people will respond to the decisions.

Regarding to the statement posed that, all human resource is involved in policy making at the local government offices, majority of the respondents agreed to the statement with a rate of 67.8%, 32.2% disagreed, and none of the respondents was sure about this statement. This is a manifestation that all human resource is involved in policy making at the local government offices of Masaka District. Emulating from the Gender sensitivity refers to being sensitive to the diverse situations and needs of Women, and men Human Resource, throughout the decision-making process, in order to encourage the accomplishment of gender equality. It involves seeking, considering, and accommodating any facet of social interaction between women and

men in their social and cultural milieu, during the course of any policy, planning, or implementation activity (Bonfigliori, 2003).

Research findings revealed that majority of the respondents that was 93.3% were in agreement with the statement that there is transparency among human resource officials during information sharing, this was followed by a 6.8% response who disagreed and none of the respondents was sure of the statement. This was a clear manifestation that there is transparency among human resource officials during information sharing. In agreement to the recommendation of Ribot (2003) transparency entails openness to public scrutiny and the extent to which decisions are perceived as being made in a clear and open manner.

In response to the statement that there is open behaviour and clear decision-making procedures by the Human Resource at the local government, 78.0% in total agreed to the statement, 22.1% in total disagreed while none of the respondents was not sure of the statement. This is an implication that that there is open behaviour and clear decision-making procedures by the Human Resource at the local government.

Regarding to the statement posed relating to Local government personnel consideration of efficiency in managing of resources and time, findings revealed that 47.5% disagreed to the statement, 47.4% agreed to the statement and 1.7% of the respondents were not sure of the statement. This means that Local government personnel do not consider efficiency in managing of resources and time. the efficiency of the Human Resource would be assessed in terms of how it manages the resources and time to produce an output. Deviating from the findings, other very closely related concepts to efficiency are responsiveness and effectiveness. Responsiveness is defined as the achievement of congruence between community preferences and policies, such

that activities of the institution are valued by the public (Fried & Rabinovitz, 1980). Thus, it is the linkage between the communication of needs by citizens and the market (demands) and the capacity of the state to address those (supplies) (Nielsen, 2000:3). Effectiveness relates to the appropriateness of local government Human Resource endeavors employed in the production of desired outcomes.

Findings also revealed that 81.4% of the respondents agreed to the statement that equity and Gender Sensitivity is considered key factor by the local government while 18.7% of the respondents disagreed to the statement and none of the respondents was sure about this statement. This implies that that equity and Gender Sensitivity is considered key factor by the local government. According to UNDP, (2000), Good governance provides an atmosphere for human Resource development and the annihilation of deprivation. It embraces three qualities ownership, equity and accountability. Ownership implies that it is participatory and people-entered; equity: means it is conducive to building a society that offers everyone with equal access to opportunities and accountability implies that it is embedded in structures that are open and accountable to people. Thus when people's interests and human rights not greater economic efficiency are at the centre of governance institutions and practices there can be real progress in combating poverty.

Respondents were asked whether good local governance is a means to enhance local economic development and 71.1% of respondent of agreed to the statement while 28.8% disagreed to the statement. This is an implication that good local governance is a means to enhance local economic development. Good local governance in other words is a means to enhance local economic development, local delivery of infrastructure and social services, and local control, access to and use of productive renewable natural resources. Furthermore, decentralization

creates an essential milieu in which true participatory development can emerge. All the ideals embraced in good local governance are those espoused in people-centered (participatory) development as argued by several authors. Gran, (1983: 327) defines participatory development as the self-sustaining process to engage free men and women in activities that meet their basic human needs and, beyond that, realize individually defined human potentials within socially defined limits.” Implicit in this is that people need to participate to develop themselves according to their needs and goals. Gran maintains that participatory development is endogenous, need oriented, self- reliant and ecologically sustainable and based on structural reorientation. Therefore, development ceases to be prescriptive, ethnocentric and paternalistic. The wishes of an individual never superimposes on those of a group (Dodds, 1989). It is based on the foundations of freedom, real respect for human rights, human dignity and authentic democracy.

There is also an element of shared vision within the socially defined goals. It is a process that harnesses individual potentials for the development of both the society and the individual. People are respected and not treated in a mechanistic way, as has always been the case in top down approaches to development. The beneficiaries have to be subjects not objects of development. To borrow Dodd’s words In order to arrive at a national process of development, people need to arrive at shared vision, which forms the basis of a shared mission or commitment. The purposes of individuals and groups (must) not have precedence over the whole system.”(Dodds, 1989)

4.3 The effect of budgetary management on human resource management

The research set out the second objective which was to assess the effect of budgetary management on human resource management in Masaka local government and the findings were presented in the table as shown below;

Table 1: Budgetary management on human resource management

Budgetary management on HRM		SA	A	NS	D	SD
The budget and reinforcement of the HR function	Freq	22	16	3	15	3
	%	37.3	27.1	5.1	25.4	5.1
HR at and dependency on the accountants for finance	Freq	19	21	2	15	2
	%	32.2	35.6	3.4	25.4	3.4
District officials involvement in the budget formulation and implementation	Freq	13	11	0	25	10
	%	22.0	18.6	0.0	42.4	16.9

Source: *Primary source*

In response to the statement that the budget is a great opportunity to reposition and reinforce the Human Resource function , 64.4% in total agreed to the statement, 28.8% in total disagreed while 5.1%. This is an implication that the budget is a great opportunity to reposition and reinforce the Human Resource function. The research findings agree with the literature of Crook, (2000), who advanced his argument that for any organisation to advance there is need to consider budget formulation and implication and most importantly carryout regular evaluations.

67.8% of the officials of agreed that many human resources at the local government rely on the accountants for allotment of finance while 28.8% disagreed and 3.4 of the respondents were not sure about the statement. This means that that many human resources at the local government rely on the accountants for allotment of finance. The research findings agree with the findings of

Saito, (2006) who argued that says many human resources rely on an accountant to provide them with financial support, including budgeting and monthly reporting. This exhibits the relationship between HR performance and budgeting. In relation to this, HR always has an accountant that supports the HR function. In addition, the HR Director develops a close partnership with the other politicians, to ensure there is a close working relationship. For example in most organizations, other than capital-intensive industries, employee costs make up the majority of fixed costs.

Respondents were asked whether all district officials are involved in the budget formulation and implementation; and 59.3% respondent of disagreed to the statement while 40.6% disagreed to the statement and none of the respondents was sure. Joseph et al (2002) explains that involved in the budget formulation is an implication that whether all district officials are involved in the budget formulation and implementation, fundamentally, the HR budget is a great opportunity to reposition and reinforce the HR function as a strategic partner, by embracing the budget process to gain strong credibility from the District Local Government. A number of HR Managers in the District Local Government are always struggling to move into more strategic HR. This implies that many human resources have to always take one of the first action steps as developing proper HR budgets in the District Local Government.

4.4 Accountability and human resource management

Responses on objective three which were to find out the relationship between accountability and human resource managements in Masaka local government are presented as below;

Table 2: Pearson Correlations

		Accountability	HRM
Accountability	Pearson Correlation	1	.976**
	Sig. (2-tailed)		.000
	N	59	59
HRM	Pearson Correlation	.976**	1
	Sig. (2-tailed)	.000	
	N	59	59

** . Correlation is significant at the 0.01 level (2-tailed).

Table 6 shows that the value of the co-efficient equals to .976. This value being positive, it means that Accountability has a positive effect on HRM in Masaka District local government. The sig. value for the correlation was equal to .000 which was less than the level of significance (.05) which led to the rejection of the null hypothesis. Thus the results indicate that if accountability is improved then there will be a great improvement in the Human Resource Management in local government.

CHAPTER FIVE

SUMMARY OF THE FINDINGS, CONCLUSION AND RECOMMENDATIONS

5 Introduction

This chapter presents the summary of the major findings of the study, draws conclusions and recommendations of the findings.

5.1 Summary of the findings

5.1.1 Governance and human resource management

Research in relation to objective one which was to examine the relationship between governance and human resource management in Masaka local government revealed that there is shared control over priority setting by the local government during participation, all human resource is involved in policy making at the local government offices, there is transparency among human resource officials during information sharing, there is open behaviour and clear decision-making procedures by the Human Resource at the local government, Local government Human Resource Management do not consider efficiency in managing of resources and time, equity and Gender Sensitivity is considered key factor by the local government and good local governance is a means to enhance local economic development

5.1.2 Budgetary management on human resource management

The second objective was to assess the effect of budgetary management on human resource management in Masaka local government and findings show that the budget is a great opportunity to reposition and reinforce the Human Resource function, many human resources at

the local government rely on the accountants for allocation of finance and all district officials are involved in the budget formulation and implementation.

5.1.3 Accountability and human resource management

Research in relation to the third objective which was to evaluate the relationship between accountability and human resource management in Masaka local government revealed that there is a positive relationship between Accountability and Human Resource Management in Masaka Local Government revealed by the value of the co-efficient equals to .976. This value being positive, it meant that Accountability has a positive effect on HRM in Masaka District local government. The sig. value for the correlation was equal to .000 which was less than the level of significance (.05) which led to the rejection of the null hypothesis. Thus the results indicate that if accountability is improved then there will be a great improvement in the Human Resource Management in local government

5.2 Conclusion

In conclusion regarding to governance and human resource management in Masaka local government, the study put forward shared control over priority setting by the HR during participation as a way of bringing about good governance and this goes hand in hand with involvement of all HR in policy making so as to come up with consolidated policies and which do not infringe on any person. Furthermore, that there is transparency, open behaviour and clear decision-making procedures during information sharing put forward as a way to control corruption and fraudulent acts and the study also put forward equity and Gender Sensitivity being key to good governance for which if left unconsidered, there would be imbalanced gender representation however as a deviation to good governance, research found out that efficiency in

managing of resources and time is not properly upheld due to poor professional ethics in and high desire for personal gains put at forefront by human resource during allocation of such resources.

Also the research findings on budgetary management on human resource management in local government can be concluded that, budget is a great financial tool in case of repositioning and reinforce the Human Resource function. The performance of any organisation like local government greatly depend on finance and to ensure proper utilization of financial resources budget function must be put in consideration. Furthermore in can be concluded that for a budget to be valid and embraced by all, then there is need for a concentrated budget preparation by all HR.

The third objective relating to accountability and human resource management in local government that there is a positive relationship between Accountability and Human Resource Management in Masaka Local Government as represented by the value of the co-efficient equals to .976 which was positive in nature. In other words, when good governance practices like accountability equity and gender sensitivity among others are put in consideration, this brings about efficiency and effectiveness of human resource performance.

As a rap up, the general objective of the study which was in regards to the relationship between the decentralization policy and human resource management in Uganda, it can be concluded that there is a strong relationship between the two variables. This was revealed by the positive response to good governance practices like participation, accountability, transparency, and equity and gender sensitivity with exception to efficiency which was rejected by the respondents.

5.3 Recommendations

Based on the findings, this final chapter provides recommendations on how the decentralisation policies can be stimulated so as to ensure proper performance of Human Resource in local governments in Uganda.

The research recommends that local government officials put in consideration efficiency during resource utilization. Since the research revealed that there is no efficiency as one of the good governance practices, this needs to be put in consideration so as to ensure good governance in local governments particularly in Masaka District.

The Central Government, both the National Parliament and the Cabinet, should appreciate the strategic philosophy of decentralisation by restraining their Line Ministries from interfering in the management of decentralized services. This will eliminate conflict between the Central Government and Local Governments which brings about inefficiency. Proper performance of Human Resource can only be achieved under a stable and cordial centre-periphery relationship.

For accountability to be effective there is a need to strengthen the laws on corruption in order to enforce compliance. The measures that have been put in place to improve transparency and accountability also need to be strengthened to ensure that various role players fulfill their roles in an ethical and accountable manner. This includes devoting attention to the need for regular inspections, stringent financial reporting procedures, and an enhanced flow of information to the citizens regarding the funds that have been released and utilized for the purposes of service delivery.

The characteristics of good governance such as democratic leadership, respect, patriotism, accountability and transparency should become an integral part of the school curriculum so that

the human resources graduating from such an Education system are morally upright. This will assist in the long run in promoting professionalism and corporate management in local governments in Uganda.

Capacity development initiatives are required to enhance the capacity of Local Government politicians and officials to plan, budget, utilize and account for financial resources. This is one of the assurance measures to proper human resource performance. As part of such capacity development programmes, each of the stakeholders need to have a better understanding of their respective roles so as to reduce role conflict in Local Governments.

5.4 Areas for further study

While conducting this study the research found many interesting areas to investigate further. In this section suggestions for future research were given in order to encourage future researchers to make enquiries on the subject.

There is need to research on the impact of efficient utilization of resources of performance of human resource

There is also need to investigate decentralisation policies and balance regional development

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APPENDICES

Appendix 1: QUESTIONNAIRE

Questionnaire to the employees of Masaka District Local Government

Dear Sir/Madam,

I am Nassali Teddie registration number 2011- B022 - 30054 a student of Uganda Martyrs University pursuing a Bachelor's Degree in Business Administration and Management. I am carrying out a research on "*Decentralization policy and Human Resource Management in Local Governments in Uganda*" a case study of Masaka District Local Government.

All information given is for academic purposes and your response to this questionnaire will assist me in completion of this research.

Please spare a few minutes of your time and answer the following questions precisely.

Be assured that all information given will be treated with a high degree of confidentiality.

SECTION A: PERSONAL PROFILE

Tick in the appropriate box and make comments where need be.

1. Sex

Male

Female

2. Age bracket

18 - 25years

26-35

36 - 45years 46-49

50 years and above

3. Highest level of education

Certificate Diploma

Degree Masters

4. Sector positioned

Administration Finance

Community based service Education and Sports

Works and technical services planning

Others (specify)

Objective 1: To examine the relationship between governance and human resource management in Masaka local government

5. Do you think good governance has an impact on human resource management?

Yes No

6. Support your answer by giving reasons why you either agree or disagree

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Please indicate the number which best suits your answer using the scale below

Strongly agree (SA)	Agree (A)	Not sure (NS)	Disagree (D)	Strongly disagree (SD)
1	2	3	4	5

Governance and human resource management	SA	A	NS	D	SD
1. There is shared of control over priority setting by the local government during participation					
2. All human resource is involved in policy making at the local government offices					
3. There is transparency among human resource officials during information sharing					
4. There is open behaviour and clear decision-making procedures by the Human Resource at the local government					
5. Local government personnel consider efficiency in managing of resources and time.					
6. Equity and Gender Sensitivity is considered key factor by the local government					
7. Good local governance is a means to enhance local economic development					

Objective 2: To assess the effect of budgetary management on human resource management in Masaka local government

Budgetary management on human resource management	SA	A	NS	D	SD
8. The budget is a great opportunity to reposition and reinforce the Human Resource function					
9. Many human resource at the local government rely on the accountants to provide them with financial support					
10. All district officials are involved in the budget formulation and implementation					

11. Besides the above, outline other effects of budgetary management on human resource management in local government?

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Objective 3: to findout the relationship between accountability and human resource managements in Masaka local government?

Accountability and human resource managements	SA	A	NS	D	SD
12. The Local government officials are held accountable for all their duties an indicator of good governance.					

13. Whatever is done is on account at a later date by the district officials					
14. Accountability is regularly done and if necessary, adjustments are done hence increasing performance.					
15. The District channels of communication to the grassroots is well defined					
16. Through transparency, information sharing, open behavior and clear decision-making procedures are clearly evident					

17. Give some of the ways in which accountability and human resource managements are related?

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Please kindly check to see if all questions are answered

Thank you a lot for your utmost cooperation.