Evaluation Capacity Development Processes and Organisational Learning In Ugandan Municipal Local Governments

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Evaluation Capacity Development Processes and Organisational Learning In Ugandan Municipal Local Governments

**A Dissertation Submitted to the School of Business and Management in Partial fulfillment
of the Requirements for the Award of
Masters in Project Monitoring and Evaluation**

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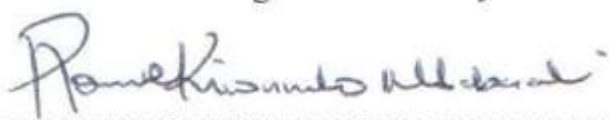
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2016

DECLARATION

I Ronnie Kiwumulo Mbabaali, do declare that this work titled *"Evaluation Capacity Development Processes and Organisational Learning in Ugandan Municipal Local Governments"* is my original work that is for the first time being submitted for award of an academic qualification at the Uganda Technology and Management University (UTAMU).

Signed under my hand

this ....29th........day of the month of ....August............... of the year of our Lord 2016.
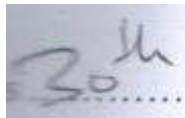
Having supervised Ronnie Kiwumulo Mbabaali, for his work titled *"Evaluation Capacity Development Processes and Organisational Learning in Ugandan Municipal Local Governments"* I, Paul Kyalimpa hereby endorse this dissertation as worthy of being submitted for award of a Master's Degree in Project Monitoring and Evaluation of Uganda Technology and Management Univeristy (UTAMU).

Signed under my hand

This .... day of the month of .... of the year 2016.

DEDICATION

To Martha Kirabo and Marion Angumya for your genuine and unceasing love and Melvin Mulungi for you to be strong and focused.

To "Big Brother" Paul "Kidera" Bogere (RIP), who left as I was collecting field data in preparation for this piece. In honor of your love, mentoring, support as well as challenge and constant reminders for me to always push for another mile in my professional life, to always seek to learn and above all perform. I promise to keep trying. I know this would have made you smile and we would have genuinely celebrated. I believe you smile for it. I love you and miss you so.

Finally, to the specially and fondly held members of the UPIMAC (Uganda Project Implementation and Management Center) family led by one of my evaluation mentors – *Omuhikirwa* Akiiki S. W. R. Nyabongo - where interaction (with all of you) has assuredly contributed to building my special appreciation, interest, knowledge, skills and attitude towards as well as the motivation for Monitoring, Evaluation and Learning more so for the ever accessible resource center, the opportunities and space to practice thus building my competence in monitoring and evaluation as well as capacity development.

 "Counted, Every Moment Always Has, and Always Will".

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List of Abbreviations

AfDB	African Development Bank
AfrEA	African Evaluation Association
ANOVA	Analysis of Variance
APA	American Psychological Association
CD	Capacity Development
CSCU	Civil Service College Uganda
CVI	Content Validity Index
DAC	Development Assistance Committee
DANIDA	Danish International Development Agency
DFID	Department for International Development
DLOQ	Dimensions of Learning Organisation Questionnaire
DV	Dependent Variable
ECD	Evaluation Capacity Development
GoU	Government of Uganda
IV	Independent Variable
LG	Local Government
M&E	Monitoring and Evaluation
MC	Municipal Council
MoLG	Ministry of Local Government
OECD	Organisation for Economic Cooperation and Development
OPM	Office of the Prime Minister
ROM	Results Oriented Management
SPSS	Statistical Package for Social Scientists
TPC	Technical Planning Committee
UBOS	Uganda Bureau of Statistics
UEA	Uganda Evaluation Association
UNDP	United Nations Development Programme
UTAMU	Uganda Technology and Management University

ABSTRACT

The study to establish the relationship between Evaluation Capacity Development (ECD) processes and Organisational Learning (OL) in Ugandan Municipal Local Governments (LGs) was influenced by the Organisational Learning theory (Argyris & Schön, 1978) and used a cross sectional survey design that adopted mixed methods on 62 (sixty two) respondents from four Municipal LGs, two central government ministries and one agency. The researcher employed a questionnaire survey, key informant interviews and document review to collect data that was analysed using quantitative approaches of calculating: frequencies, percentages, means and standard deviations as well as correlation and regression analyses and qualitative approaches like categorization. The results supported the research hypotheses of: (i). a strong positive and statistically significant correlation between ECD designing and OL (rho=0.557, sig=0.000) and, (ii). a strong positive and statistically significant correlation between ECD evaluation and OL (rho=0.622, sig=0.000) but established (iii). a weak positive correlation between ECD implementation and OL (rho=0.044, sig=0.752) in Municipal LGs. The results also pointed out evaluation of ECD is the major contributor to OL thus confirming the paramount need to develop evaluation capacity in municipal LGs in Uganda which evaluation should importantly evaluate ECD initiatives themselves. It implied that stakeholders ought to pay special attention to the evaluation of ECD as it showed greatest contribution to OL (Regression analysis Unstandardised B coefficient = 1.351) by especially promoting an integrated and systems thinking approach and emphasizing ECD participants' satisfaction. It is recommended that Municipal LGs embrace integrated approaches that encourage participatory ECD processes for acquisition of knowledge and skills as well as supportive attitude for an evaluation culture which can enable them realize Municipal LG development goals. Future studies should explore more dimensions of ECD and OL and cover other public service sectors in Uganda for a clearer appreciation of the phenomena.

CHAPTER ONE

INTRODUCTION

1.0   Introduction

This study investigated the relationship between Evaluation Capacity Development processes (ECD) and Organisational Learning (OL) in Municipal Local Governments (LGs) of Uganda. It considered ECD as the Independent Variable (IV) and OL as the Dependent Variable (DV). Kothari (2004) has defined research as

> "… a scientific and systematic search for pertinent information on a specific topic. In fact, research is an art of scientific investigation …[that] … comprises defining and redefining problems, formulating hypothesis or suggested solutions; collecting, organising and evaluating data; making deductions and reaching conclusions; and at last carefully testing the conclusions to determine whether they fit the formulating hypothesis" (p.1).

The dissertation is arranged in five main chapters namely: Chapter One which provides an introduction to the study, Chapter Two which provides a review of the literature that was accessed by the researcher, Chapter Three which presents the methodology used for the study while Chapter Four presents and interprets findings of the study and Chapter Five which provides the discussion of findings as well as recommendations. The dissertation also contains references and appendices for details of the literature reviewed and research instruments that were used in the study.

1.1   Background to the Study

The study on ECD and OL in Municipal LGs was founded on the following background:

1.1.1 Historical background

ECD is rooted in participant-oriented approaches to evaluation which emphasise the enlisting of the cooperation of all stakeholders (Royse, Thyer, Padgett & Longan, 2006) allowing them to define and determine the evaluation approach and parameters (Hogan, 2007, p.9). ECD is

reported to have emerged in reaction to the lack of results from initiatives based on technical cooperation (Lusthaus, Adrien & Perstinger, 1999; Schacter, 2000) to developing countries. ECD was initially more supply than demand driven (Alley & Negretto, 1999) but has increasingly captured the interest of evaluation theorists, researchers, and practitioners (Lennie, Tacchi, & Wilmore, 2010; Nielsen, Lemire & Skov, 2011; Cousins, Goh, Elliott & Bourgeois, 2014) and over the past few years, stakeholders have invested enormous amounts of funding towards capacity building as a strategic intervention (Simister & Smith, 2010. p.18). ECD is often needed to raise organisational performance (Horton, 2002, p.3) and has become a key determinant of national development (Bawumia & Appiah-Adu, 2015) however, Uganda is still striving to develop evaluation capacity (Odokonyero, 2014).

1.1.2 Theoretical background

The study on ECD and OL in municipal LGs in Uganda was anchored by Argyris & Schön's (1978) Organisational Learning (OL) theory which states that, in order to be competitive in a changing environment, organisations must change and refocus, making conscious decisions to change actions in response to changing circumstances. OL is a product of organisational inquiry and a process that "involves detecting and correcting errors where organisations capture, understand and manage their experiences" (Argyris & Schön, 1978, p.116), often occasioning into storage of past events interpretations and ECD facilitates learning as work in recurrent sequence of functions are a learning vehicle (Levitt & March, 1988) which should include evaluation leading to learning in response to experiences (Kim, 1993) to sustain organisational existence. OL denotes a change in organisational knowledge and is facilitated by fostering an evaluation culture. In using this theory, the study employed individual, team and organisational level learning as the dimensions of OL.

1.1.3 Conceptual background

ECD does influence OL (Horton, 2002; Horton, et al. 2003,) and there has been a noteworthy move towards seeing evaluation as an ongoing learning process as well as a means of strengthening capacity and improving organisational performance (Horton, Alexaki & Bennett-Lartey, 2003, p.7). ECD is about creating, adopting and maintaining evaluation capacities over time (Organisation for Economic Cooperation and Development [OECD], 2006) while OL is about actualising acquisition of knowledge and skills to improve organisational performance for organisational survival in a changing environment. OL is a means to support more effective policies and programmes to achieve development results, a broader and long term process whose aim is to not at individual knowledge, skills and attitude but also organisations' capabilities and system readiness (Tarsilla, 2014a and 2014b). ECD is part of the bigger development process (Otoo, Agapitova & Behrens, 2009) and, government organisations vary in terms of their capacity (Bourgeois & Cousins, 2013). It is also suffice to note skills and knowledge must be accompanied by a supportive attitude for effective learning.

1.1.4   Contextual background

Horton (2002) asserted that evaluation supports learning (p.9). Following the adoption of the decentralization policy (Uganda, 1995), several functions, powers and responsibilities for development planning and implementation were devolved from the central to LGs in a coordinated manner to ensure full realisation of democratic governance at all LG levels. Accordingly, LGs are obliged to oversee the performance of persons employed by the government as well as monitoring the provision of government services in their areas of jurisdiction as stipulated in Article 190 of the Constitution of the Republic of Uganda. Sections 16 and 25 of the Local Governments Act, CAP 243 place it upon the LG chairpersons and executive committees to provide an oversight role with regard to implementation of council policies and development initiatives as well as sections 35 and 36 which place an obligation on LG councils to

prepare development plans. The National Development Plan (2015/16 – 2019/20) places the responsibility of monitoring its implementation on the LGs. Additionally, Government of Uganda (GoU) adopted Results Oriented Management (ROM). This calls for strategic approaches to Capacity Development more so ECD in the LG sector in Uganda.

OL takes place at individual, team and organisational levels (Argyris & Schon, 1978) while at the same time, operations at the municipal LGs are practically done bu individuals, team and at the level of whole organisations. Preskill & Boyle (2008) attested to this by asserting that developing evaluation capacity enables organisations to adopt to new requirements and is a force for individual, team and organisational growth and that it should be ongoing and integrated in all work practices thus OL. Apparently, the current evaluation and learning processes are not effective, hence the need for a deeper study on the matter in the specific context of Municipal LGs of Uganda.

1.2 Statement of the Problem

Evaluation Capacity Development (ECD) should lead to Organisational Learning (OL) (Horton, 2002, p.9; Fleischer, Christie & LaVelle, 2008, p.41; Preskill & Boyle, 2008, p.3). In Uganda however, ECD has been approached from the narrow perspective of departmental responsibilities rather than comprehensive goals and government-wide ownership approach (Hague, 2001; Odokonyero, 2014) which is severally manifested: inadequacy of professionally trained evaluators (Schacter, 2000); insufficient appreciation of evaluation, an evaluation system characterised by poor coordination, fragmented ECD efforts all pointing to evaluation capacity deficiency (Kakande, 2011). Additionally, most of past ECD activities in Africa have been externally designed (Horton, 2002; AfrEA, 2007) to which Odokonyero (2014) alluded by highlighting that despite all efforts, Uganda is still struggling to develop evaluation capacity. Even practitioners have confessed to having limited understanding of how capacity actually

develops (Watson, 2006, p.1) and results of capacity enhancement efforts in the public service in developing countries have been disappointing (p.16) while Tarsilla (2014b) and calls for the building and dissemination of locally contextualized ECD initiatives (p.11) which can be realised more through and for OL.   Nacarrella et al., (2007) and Nielsen, Lemire & Skov (2011) hold the view that much focus has been given to methods and roles of ECD and not as much to evaluation capacity itself.

Uganda continues to face poor quality administrative data as well as limited coverage and usability of statistics (Uganda, 2015, p.22) coupled with a relatively weak culture of evaluation and evidence-based management resulting into insufficient capacities for evaluation(p.242) and ineffective evaluation and learning processes in Ugandan LGs (Odokonyero, 2014). Evaluation systems and ECD in particular are not part of the normal business practices of many governments (Kusek & Rist, 2004) while studies available have mainly addressed the matter (Cousins & Earl, 1995; Owen & Lambert, 1995; Preskill & Torres, 1999; Fleischer et. al, 2008; Cousins et al, 2014) have not considered the Ugandan LG context and specifically municipal LGs.

The disjointed ECD efforts affect OL in Municipal LGs as there is no coordinated sharing of lessons with new initiatives being designed every other time (Kusek & Rist, 2004; Simister & Smith, 2010) yet OL is a fundamental requirement for sustained organisational existence (Kim, 1993). Additionally, it affects the effective implementation of the LGs' mandate, responsibility as well as obligation to oversee and evaluate implementation of development initiatives under the decentralization framework (Uganda, 1995; 1997) and will likely affect the realization of the National Development Plan's objective of "improving coordination and harmonization of evaluation" (Uganda, 2015, p.223) and Uganda's performance in relation to the international development agenda.

Such narrow perspective approaches to ECD will leave African governments (Simister & Smith, 2010) - including Municipal LGs in Uganda - doing good evaluation work but in isolated and fragmented cases which will make it hard for citizens to ascertain the extent of development progress registered (Odokonyero, 2014) and will keep affecting OL and performance management as a whole. This necessitated a study on the ECD processes and OL in Municipal LGs in Uganda.

1.3 Purpose of the Study

The study sought to establish the relationship between Evaluation Capacity Development (ECD) and Organisational Learning (OL) in Municipal Local Governments (LGs) in Uganda.

1.4 Objectives of the Study

The objectives of the study were:

i.   To determine the relationship between designing of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda.

ii. To examine the relationship between implementation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda.

iii. To assess the relationship between evaluation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda.

1.5 Research Questions

The study was motivated by the following questions:

i.   What relationship exists between designing of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda?

ii. What is the relationship between implementation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda?

iii. What relationship exists between evaluation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda?

1.6 Hypotheses of the Study

The study sought to test the following hypotheses:

i.   There is a strong positive relationship between designing of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda.

ii. There is a strong positive relationship between the implementation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda.

iii. There is a strong positive relationship between evaluation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments in Uganda.

1.7   Conceptual Framework

The study was guided by the following conceptual framework.

Evaluation Capacity Development Processes

ECD Designing
- Participants characteristic identification
- Resource availability
- Change theorisation

ECD Implementation
- Training
- Individualized assistance
- Follow-up linkages

Evaluation of ECD
- Systems thinking
- Client satisfaction

Organisational Learning
- Individual level learning
- Team level learning
- Organisational level learning

Figure 1.1: *Conceptual Framework for the study on Integrated Evaluation Capacity Development and Organisational Learning. Adapted from: Nu'Man, King, Bhalakia & Criss (2007) and Argyris & Schön (1978).*

The conceptual framework above presented ECD as the Independent Variable (IV) with three dimensions: ECD designing, ECD implementation and evaluation of ECD. OL on the other hand was presented as the Dependent Variable (DV) and specifically considered namely: learning at individual, group and organisational levels. The conceptual framework was based on: Nu'Man, King, Bhalakia & Criss (2007) who proposed a framework for building sustainable organisational capacity that combines integrating program planning, monitoring, and evaluation; and focusing on building understanding of the value of appropriate organisational change (p.24) as well as the

OL theory of Argyris & Schön (1978) which states that, to be competitive and survive in a changing environment, organisations must change and refocus, to make conscious decisions to change their actions in response to changing operational circumstances.

1.8 Significance of the Study

Scientific research facilitates improvement in decision making, reduction of uncertainty, enables adopting new strategies, and helps in planning for the future and ascertaining trends (Ahuja, 2001, p.48). Governments the world over are critically seeking innovative ways to ensure better public service delivery. In line with this, the study sis a contribution to the greater efforts to improve performance management in the Ugandan public sector and specifically:

i.   Understanding of the theory and practice of ECD and OL in the context of Municipal LGs in Uganda.

ii. Understanding of ECD successes and the challenges faced while trying to ensure ECD in Municipal LGs in Uganda.

iii. Enhancing knowledge on facilitating OL for the survival and continuation in Municipal LGs in Uganda and the civil service generally.

iv. Improving the relevancy, efficiency and effectiveness of policy framework and practices of evaluation particularly in LGs and the Uganda civil service in general.

v.   Enhancing the researcher's academic progress towards earning a Master's Degree in Project Monitoring and Evaluation of Uganda Technology and Management University (UTAMU) and as well enhance the researcher's competence professional as well as social profile.

1.9 Justification of the Study

There is need for a clearer understanding of the designing and implementation as well as evaluation of ECD and their relationship with OL more so in the LG setting of Uganda which aspects have no ready answers (Amin, 2005, p.63). ECD is relatively new in the Ugandan LG

sector yet Preskill & Boyle (2008) noted that although there is a great deal of ECD occurring in a wide range of organizations, there is no overarching conceptual model that describes how ECD should be designed and implemented to maximize its success while at the same time. Municipal LGs have quite unique service delivery and development demands and are mandated to "monitor implementation of the National Development Plan" (Uganda, 2015, p.247).

Additionally, Odonkonyero (2014) stated that

> "It is time to remind Government planners and policy makers that [capacity for] monitoring and evaluation is critical in the development process and therefore its [evaluation capacity] development and operationalisation has to be taken seriously …
>
> … The planners and policy makers-must act [to develop evaluation capacity] now lest the country gets messed up in the plans/policies that are meant to guide sectoral operations".

More still, organizations are increasingly being funded through a variety of sources for capacity development and it is important to have some accepted frame of reference within which evaluation can take place (Simister & Smith, 2010, p.21). DANIDA (2004) posited that there is no precise map showing how to achieve meaningful capacity development results in specific conditions (p.47).

Additionally, the urban sub sector in Uganda is undergoing rapid changes. It is, for example evident that there is an unprecedented increase in the urban population in Uganda which was reported to be at thirteen (13) percent (UNDP, 2011) but also markedly increasing for example from 634,952 in 1969 to 6,426,013 in 2014 (UBOS, 2014; Uganda, 2015). Such unprecedented rapid change presents unique development demands consequently calling for strategic appreciation and planning to ensure improved public service delivery which in turn demands for strategically organised ECD and OL. Finally, a significant move towards seeing evaluation as an ongoing learning process and as a means of strengthening capacity and improving organisational

performance Hs been reported (Horton et al., 2003, p.7)based on the need for people and organisations to engage in ongoing learning and to adapt to changing conditions (Lennie, Tacchi, & Wilmore, 2010, p.2).

This study thus provided opportunity for generating information and gather lessons that can inform ECD and OL for Municipal LGs and the bigger LG sector and the civil service in Uganda.

1.10 Scope of the Study

1.10.1 Content scope

The study was confined to ECD processes as the Independent Variable under which three dimensions were considered: ECD designing, ECD implementation and evaluation of ECD while OL was the Dependent Variable and specifically considered learning at individual, team and organisational levels. These were preferred because they are key in ensuring performance improvement for the survival of organisations and in this case, Municipal LGs.

1.10.2 Geographical scope

The study was conducted on four Municipal LGs in Uganda that were selected from four regions basing on key factors of: population, distance from the national capital and the period of existence since their creation. The selection of Municipal LGs was motivated by the factor of the fast growing urban sub sector in Uganda. For instance, Uganda had thirteen (13) Municipal LGs before 2006 which number rose to twenty (22) by June 2015 and continues to rise. At the same time, it is evident that there is an unprecedented increase in the urban population in Uganda (UNDP, 2011; Uganda, 2015; UBOS, 2016).

1.10.3 Time scope

The study was limited to Municipal LGs ECD experiences specifically in the period starting July 2006 ending December 2015. This timeframe was specifically chosen on basis that it was when the most recently created Municipal LGs started operations and is meant to also capture their experiences in the subject matter. This time scope was also motivated by the fact that it provides

for a decade experiences and contributions to understanding contemporary ECD as well as monitoring and evaluation practices in the urban LG sector in Uganda making good basis for initiating debate for policy and practice improvement.

1.10 Operational Definitions of Key Terms

In the study, the following will be key concepts and terms and were construed to have the following meanings and interpretations:

Capacity Development: A deliberate process through which individuals, groups and organizations increase their abilities to perform functions, understand and deal with their development needs in a sustainable manner.

Capacity: An expression of the ability to economically, efficiently, effectively and sustainably perform mandated functions and responsibilities.

Evaluation Capacity Development: The process whereby people, organisations and society create, strengthen and maintain their evaluation capacities over time.

Evaluation: A deliberate and planned process of determining the worth of a development intervention.

Local Government: A body corporate with decentralized powers and responsibility to plan and budget for, implement and evaluate development interventions in its area of jurisdiction as per the Local Governments Act, CAP 243.

Organisational Learning: The process through which an organisation supports, encourages and actualises acquisition of knowledge and skills to improve individual, team and organisational performance for organisational survival in a changing environment.

1.11 Summary of the Chapter

This chapter has provided an introduction to the dissertation. It has provided the background and growth of ECD and provided the contextualization of the study by highlighting the objectives, research questions, hypotheses of the study as well as the conceptual framework for the study. In

doing this, the chapter has clearly marked the delimitations of the study and highlighted the need for the study on ECD and OL in Ugandan municipal LGS. Definitions of key terms have also been provided in an operational manner to suit the context and delimitations of the study.

CHAPTER TWO
LITERATURE REVIEW

2.0   Introduction

Research does not exist in isolation and each research study is part of an existing body of knowledge building on the foundation of each research and expanding that foundation for the future of research (Gravetter & Forzano, 2011, p.49). A literature review is an objective, thorough summary and critical analysis of the relevant available research and non- research literature on the topic being studied (Hart, 1998). Hart specifically notes that:

> A review of literature is important because without it you will not acquire an understanding of [a] topic, of what has been already done on it and how it has been researched, and what the key issues are. [which amounts to understanding] the theories in gthe subject area and how they have been applied and developed as well as the main criticism that has been made [thereof]" (p.4).

It thus suffices therefore works have been done on ECD and OL. This chapter provides a review of the literature on Organisational Learning (OL) theory as well as key concepts in the context of the study.

2.1   Organisational Learning Theory

Batachagie (2012) states that a theory is an explanation of a natural or social behavior, event, or phenomenon (p.25) and concurs with Bacharach (1989, p.501) that more formally, a scientific theory is a system of constructs (concepts) and propositions (relationships between those constructs) that collectively presents a logical, systematic, and coherent explanation of a phenomenon of interest within some assumptions and boundary conditions. The OL theory (Argyris & Schön, 1978) states that, in order to be competitive in a changing environment, organisations must change and refocus, to make conscious decisions to change their actions in response to changing circumstances. OL is a product of organisational inquiry and a process that "involves detecting and correcting errors where organisations capture, understand and manage their experiences" (p.116), which in itself is evaluation based on OL often resulting into storage

and interpretations of the past events. OL is thus the study of experience, knowledge, and the effects of knowledge within an organisational context (Fiol & Lyles, 1985). On basis of this, there is need to develop evaluation capacity so as to facilitate learning in Ugandan Municipal LGs. Levitt & March (1988) pointed out that the recurrence of the work functions becomes a learning vehicle.

OL is a fundamental requirement for sustained organisational existence (Kim, 1993) and denotes a change in organisational knowledge by:

> "…adding to, transforming, or reducing organisational knowledge and is facilitated by fostering a culture of evaluation. OL advocates for creation, capturing, transferring and mobilizing knowledge to enable an organisation adapt to a changing environment whose key aspect is the interaction amongst individuals and in pursuing OL, an organisation promotes, facilitates, and rewards collective learning" (p.38).

Stata (1989) asserted that the rate at which individuals and organizations learn may become the only sustainable competitive advantage, especially in knowledge-intensive industries.

The process of learning may not be straight forwardly easy as it involves unlearning – consciously giving up on learning practices that in many cases have long been ineffective a far more proposition that learning as it involves changing engrained patterns of behavior (Sorgenfrei & Wrigley, 2005, p.35). It has also been argued that by developing and promoting an organization's learning capability, organisations can keep pace with the changing environment (Swanson & Holton, 2001).

OL theory was preferred for the study because according to Argyris & Schön, OL is a product of organisational inquiry. While evaluation makes systematic inquiry of an organisation's performance from which learning and consequently improved performance are expected to take place. It was also preferred because the three levels of learning - Individual, team and organisational – are operationally practical in municipal LGs as thus: Individuals who are either elected councilors or appointed technical staff, teams who are the standing committees in the case

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of elected councilors as well as departments, units in the case of appointed officers and the municipal local councils as wholes. It was also preferred because of the researcher's conviction that transformation of public organisations should start with transformation of individuals, then teams and eventually the organisations. Capacity development goes beyond a simple technical intervention focusing on behavior change in individuals, teams or organizations (La Fond & Brown, 2003, p.13). Wang & Ahmed (2002) have for example stated that individual learning may not necessarily contribute to other levels of learning and point out that employees may learn a negative thing or may learn only to improve themselves and not the organisations (p.10).

Organisational Learning theory has not been without criticism though. Wang & Ahmed (2002) have for example stated that individual learning may not necessarily contribute to other levels of learning and point out that employees may learn a negative thing or may learn only to improve themselves and not the organisations (p.10).

2.2 Conceptual Review

Following is a review of the key concepts used in the study.

2.2.1 Evaluation capacity

Capacity of an organisation has been defined as its ability to successfully apply skills and resources to accomplish goals and satisfy stakeholder expectations (Ker, 2003). In the context of study, the OECD (2006) has defined evaluation capacity as the ability of people and organisations to define and achieve their evaluation objectives. The capacity to evaluate includes the power to set an evaluation agenda, determining what is evaluated and what questions are asked. Capacity covers the complete evaluation process, from the demand for evaluation, initiation and carrying out of evaluations, to learning from and disseminating the results (OECD DAC, 2009.p.4). Evaluation capacity is thus an expression of the ability to efficiently, effectively and sustainably perform evaluation functions.

2.2.2 Evaluation capacity development

Capacity development (CD) is a process (Lusthaus et al., 1995) by which individuals groups, organizations, institutions and societies increase their abilities: to perform functions solve problems and achieve objectives; to understand and deal with their development need in a broader context and in a sustainable manner (UNDP, 1997) and is a process through which people, organisations and society as a whole unleash, strengthen, create, adapt and maintain evaluation capacities over time (OECD, 2006). This is very practical in municipal LGs in Uganda and it is imperative for them to seek creating and enhancing capacity for evaluation.

It suffices, in the Second National Development Plan (NDPII), Uganda identified human capital development as one of the key fundamentals that need to be strengthened to accelerate the country's transformation (p.125).

The United Nations and the World Bank view capacity development as the process of improving national institutions to improve governance and economic management (Picciotto & Wiesner 1998; UNDP, 1998). This definition however ignores the importance of addressing capacity at the LG level. A concept that is receiving increasing attention in theoretical and research-based literature as well as a construct of organizational evaluation capacity, it is situated within a stream of inquiry that has come to be known as evaluation capacity building (Cousins, et al, 2014). Simister & Smith (2010) highlighted that capacity is not static and changes over time (p.3).

The researcher deliberately chose the term "Capacity Development" as opposed to "capacity building" on the basis that "Development" assumes that participants have some level of capacity to start from yet "building" assumes that are starting from nothing at all.

Horton (2002) and Clotteu et al. (2004) pointed out that most capacity development efforts are driven by external agencies and thus reflect their priorities, assumptions, and the services they offer. Additionally, it is apparent such approaches use less of local resources. In a study on

multilateral aid conducted by the Department for International Development (DFID, 2011), for instance, only six donors (out of the total sample of 30) used partner country systems for at least two-thirds of their bilateral aid. It also established that only one out of 13 ECD-friendly targets set by donors in relation to their efforts to strengthen capacity through coordinated donor support had been met. The study also concluded that most of the donor support for capacity development both within and outside of the evaluation arena (accounting for $25 billion per year) remains supply driven and that technical cooperation initiatives appear more tied than other forms of bilateral assistance. Indeed according to Tarsilla (2014b), such figures are cause for alarm.

In decentralized governance, it is important to develop capacity for evaluation. Evaluation of performance is expected to be carried out at local level while creating localized points of service delivery with implications for the locus and process of evaluation particularly challenging the approach that formulates and allocates responsibility and thinking about evaluation (MCCathy, 2000, p.111). It also suffices to note that capacity development is a process that needs to be nurtured and managed over time (Horton, 2002; World Bank, 2004) and should not to be viewed as a one-time event.

Further still on the importance of ECD, Horton et al. (2013) mentioned that all organizations need to establish and maintain capacities that allow them to also carry out their day-to-day activities efficiently and that increasingly, organizations need to develop adaptive capacities that help them learn and change in response to changing circumstances. Crucial adaptive capacities include planning in a strategic manner and managing change and organizational learning. They further posit that while external agents may provide support for capacity development, organizations must take ultimate responsibility for developing their own capacities (p.34).

2.2.3 The multi-dimensional nature of Evaluation Capacity Development

Bourgeois & Cousins (2013) asserted that the actual dimensions of evaluation capacity have not been clearly articulated. Literature is awash with suggestions of various dimensions which include: The hard side and the soft side (Kapalan, 1999; Keijzer, 2010); Low, Developing, Intermediate and Exemplary (Bourgeois, 2008; Bourgeois & Cousins, 2013); Human resource development (training and education, organisational development (changing and strengthening structures, processes and management systems); Systems development (linkages between organisations and the context or environment within which organisations operate and interact), Laws and rules, Values and norms (Kruse & Forss, 2014); Human capacity, Organisational capacity, Institutional capacity (World Bank, 2005); Capability to act, Capability to generate development results, Capability to relate, Capability to adapt and self-renew as well as Capability to achieve coherence (Morgan, 2006); and Capacity for Conducting Evaluations, Capacity for Managing Evaluations and Capacity for using Evaluations (Léautier, 2012). What comes out of all attempts by the various authors is that ECD is about establishing and enhancing capacity for organisations to plan for, implement and use evaluation for learning and to improve organisational performance which enhances organisational survival.

Integrated Evaluation Capacity Development is anchored on the participatory oriented approach which according to Hogan (2007), stresses first hand experiences with activities and emphasises the importance of participants in a process allowing for the evaluator to engage with the stakeholder as a partner (p.9).

Of special interest for this study, the focus of ECD was in terms of ECD designing, ECD implementation and evaluation of Capacity Development in municipal LGs in Uganda based on Nu'Man, King, Bhalakia & Criss' (2007) framework for building sustainable organisational capacity as well as Preskill & Boyle's (2008) conceptualisation of the ECD process which spell

out ECD designing, implementation and evaluation on the side of ECD and individual level, tem level and organisational level on the side of OL. It was also founded on the researchers conviction that with strategic and wholesome approaches to ECD, municipal LGs in Uganda will experience more OL.Overall, capacity expresses the ability to effectively, efficiently and sustainably perform functions, solve problems and set and achieve objectives (Hague, 2001) while evaluation can be thought of as an organizational learning system (Cousins et al., 2003).

Nielsen, Lemire & Skov (2011) pointed out that despite a growth in contributions to ECD, there still exists differing conceptions with regard to what it is constituted, let alone the nature of the capacity being developed. However, vital to note that their study adopted a model and a measurement tool to map EC in Danish public sector organizations. The researcher sought to look at ECD in terms of designing, implementation and evaluation as well as OL in terms of individual, team and organisational level learning in the context of Ugandan Municipal LGs.

2.3 Relating Evaluation Capacity Development Processes and Organisational Learning

Literature is awash with works suggesting the positive influence of ECD on OL. The OL theory (Argyris & Schön, 1978) denotes a change in organisational knowledge by fostering a culture of monitoring and evaluation. ECD can be used to improve the knowledge and skills of individuals - staff members need to have an understanding of evaluation, and the confidence to apply basic evaluation approaches and methods to their work. Everyone does not need to be an expert, but everyone does need to have a basic support for and understanding of evaluation; strengthen organizational evaluation approaches - within an organization, there should be effective mechanisms to support evaluation.

There is a significant move towards seeing evaluation as an ongoing learning process and as a means of strengthening capacity and improving organisational performance (Horton et al., 2003, p.7) due to the need for people and organisations to engage in ongoing learning and to adapt to

changing conditions (Lennie, Tacchi, & Wilmore, 2010, p.2). It has been highlighted (Horton, 2002: Horton et al., 2003; Diaz-Puente, Yague, & Afonso, 2008; among several) that a participatory evaluation processes can in most cases result in organisational changes that include capacity, processes and culture.

Preskill & Boyle (2008) mentioned the aim of ECD as thus:

> "The ultimate goal of EC[D] is sustainable evaluation practice—where members continuously ask questions that matter, collect, analyze, and interpret data, and use evaluation findings for decision-making and action. For evaluation practice to be sustained, participants must be provided with leadership support, incentives, resources, and opportunities to transfer their learning about evaluation to their everyday work. Sustainable evaluation practice also requires the development of systems, processes, policies, and plans that help embed evaluation work into the way the organization accomplishes its mission and strategic goals" (p.444).

Evaluation standards in Uganda demand that persons engaged in designing, conducting and managing evaluation activities should possess core evaluation competencies so as to stimulate demand for evaluations and support an environment for accountability and learning (UEA, 2013). Sustainable evaluation practice can be realized by and through organisational learning.

2.3.1 Dimensions of Organisational Learning

In their 2008 work, Preskill & Boyle aver that developing evaluation capacity enables organisations to adopt to new requirements and is a force for individual, team and organisational growth and that it should be ongoing and integrated in all work practices (p.43). This is achieved through the realization of organisational learning. Organisational learning takes place at three levels namely: Individual level, Team level, and organisational level. The structure and setting of municipal LGs is arranged in such a way that there are individuals – who are the elected councilors and appointed technical staff - who work in teams – as standing committees and departments – which finally translates into municipal LGs as whole organisations.

2.3.1.1 Individual level learning

Argyris & Schon (1978) stated that learning starts from individuals who are actually the 'agents' for organisations to learn. Individuals are the mainstream of organisational learning and the learning process of individuals in the organisation (Senge, 1990). Simon (1991) contends "All learning takes place inside individual human heads; an organization learns in only two ways: (a) by the learning of its members, or (b) by ingesting new members who have knowledge the organization didn't previously have" (p.125).

It is individual level learning that is aggregated to create team and organisational level learning. Individual level learning is the kingpin for organisational performance, improvement and survival. Literature (Birdthistle & Fleming, 2005; Casey, 2005 for example) empasises the need for organizations to have competent personnel to learn and interpret new developments from the external environment. An important aspect that distinguishes learning organisations from one another is the relationship between individual and collective learning (Matlay, 2000) thus organisations should emphasise enhancing the individual development of their employees (Scarbrough, Swan & Preston, 1999, p.2). It is essential therefore to understand the individual learning process in order to facilitate understanding of organisational learning (Wang & Ahmed, 2002, p.5). During the ECD event, participants need to be explicitly told why they are learning about evaluation (Trevisan, 2002) and that they will be expected to transfer their learning to other work situations (Preskill & Boyle, 2008, p.11).

It suffices to note however, Horton et al, (2003) faulted past Capacity Development evaluations for being dominated by international organisations and reflecting their own perspectives and interests (p.2) and have further faulted them on being more focused on national institutions rather than individuals (p.4).

2.3.1.2 Team level learning

At team level, learning occurs through individuals sharing what they know and learn with others.

Stata (1989) averred that organisational learning occurs through shared insights, knowledge, and mental models and builds on past knowledge and experience. Team based learning encourages people to think together and diffuse their knowledge and skills from the level of individuals to the members of the collective (Wang & Ahmed, 2003) and teams enable the sharing of information and knowledge, broadening the competency of team members and bringing together a diversity of thinking knowledge and behaviors to bear on understanding and action (Bennet & Bennet, 2004). Scott (2011) viewed learning as an "active, social, and dynamic process that is dependent on the interplay between people, the situation and practice, people cannot learn if they are not insiders, fully engaged in the process of understanding the many dimensions of the challenge and testing the solutions" (p.15). In light of this, ECD should be seen to impact learning at the team level and this may include units and departments units in the Municipal LGs.

2.3.1.3 Organisational level learning

Evaluation may be reasonably thought of as an organisational learning system (Cousins et al., 2014). Simister & Smith (2010) noted that organisations carry out effective evaluation that enables them to build up a picture of individual or organisational change and learn in the process (p.28) while prominent studies (Owen & Lambert, 1995; Preskill & Torres, 1999, among several) concluded that there exists conceptual and empirical links between evaluation and OL. Fleischer, Christie, and LaVelle (2008) also established a link between evaluation activities and OL as well as change outcomes which was further vindicated by Patton's (2011) conceptualization of developmental evaluation where evaluators work closely with organizational decision makers to navigate complexity and enhance innovation. In this systemic context, evaluation is inextricably linked to organizational uses of systematic inquiry and evidence.

Organisational level learning ultimately depends on the learning at individual and team levels. Stata (1989) for example noted:

"… organizational learning entails new insights and modified behavior. But it differs from individual learning in several respects. First, organizational learning occurs through shared insights, knowledge, and mental models. Thus organizations can learn only as fast as the slowest link learns. Change is blocked unless all of the major decision makers learn together, come to share beliefs and goals, and are committed to take the actions necessary for change. Second, learning builds on past knowledge and experience — that is, on memory. Organizational memory depends on institutional mechanisms (e.g., policies, strategies, and explicit models) used to retain knowledge".

Horton (2011) observed the apparent lack of knowledge sharing with regard to evaluation and pointed out that knowledge sharing offers an excellent opportunity for improving the evaluation of capacity development. Many evaluators have participated in evaluations of capacity development, but they are hesitant, or lack opportunities, to share their experiences. One reason for their reluctance might be that few evaluators feel proud of their efforts to evaluate capacity development and many feel that their work has been mediocre or their experiences have been negative while Preskill, Zuckerman & Matthews (2003) pointed out that to create transferable learning, there is need to dialogue, reflect and articulate clearly the expectations for what and how to transfer participants' evaluation knowledge and skill for long term impact of ECD.

Unfortunately most of the support to developing countries in the arena of ECD is supply driven (Tarsilla, 2014b, p.2). However it is important to note Tarsilla (2014b) mainly relied on a comparative analysis of literature review even when there is need for joint analysis of findings between different stakeholders involved (Simister & Smith, 2010, p.13) which should actually feed back into ECD. It is also important to note that an organization's performance also depends on its internal motivation and the external conditions of its operating environment (Lusthaus, Anderson & Murphy, 1995).

It is thus practically relevant that various authors look at capacity development in relation to OL by using definitions like: An organisation with capacity having the ability to function as a resilient, strategic and autonomous entity (Kaplan, 1999, p.20); Capacity representing the

potential for using resources effectively and maintaining gains in performance with gradually reduced levels of external support (LaFonde & Brown, 2003, p.7); Capacity being the emergent contribution of attributes that enable a human system to create development value (Morgan, 2006, p.8) which all rhyme with the principal concern of Organisational Learning – Organisational survival in changing times.

2.4   ECD Designing and Organisational Learning

The designing of an ECD intervention has implications for its success more so in terms of OL. Stata (1999) argued that planning - the equivalent of designing in the context of this study - can lead to learning especially if it is participatory but Horton (2002) noted that most Capacity-Development efforts are driven by external agencies and thus reflect their priorities, assumptions, and the services they offer and makes mention common examples of this that include

> "…standardized training courses offered by universities, development agencies, and international NGOs, which cover a prescribed set of technical areas presumed to be useful for a broad range of organizations" "(p.8).

Horton (2002) further cautions that there is no single formula or recipe for capacity development that is appropriate for each and every organisation. Thus while defining priorities for capacity development, municipal LG managers need to assess the factors that limit a particular organisation's performance and identify those capacities that constrain performance the most. In his later works, Horton (2011) noted that Capacity Development interventions are often badly designed.

While ECD may not occur on the wide range members of the organisation, ECD participants may particularly be program designers, program staff, managers, volunteers, office staff, board members, and, in some cases, program recipients (Preskill & Boyle, 2008, p.6). It also suffices to observe that the various individuals in each of these groups, as well as the group overall, may have certain experiences, responsibilities, or needs relative to learning from and about evaluation

processes and findings (Gilliam et al., 2003; Kiernan & Alter, 2004; Milstein et al., 2002; Newcomer, 2004) thus Preskill & Boyle (2008) point out four major concerns: identification of ECD participants, determination of availability of resources, identification of relevant theories and establishment of ECD objectives. Horton (1998) states that training is most effective when it is designed to serve a purpose within an organizational change process and Management systems cannot be imported but need to be developed within organizations.

This is in agreement with authorities like: (Arnold, 2006) who emphasises the need to assess the ECD participants' levels of evaluation capacity before and after implementing an ECD initiative (Arnold, 2006, p. 258), Taut (2007) who suggested that "sufficient resources must be made for ECD, including facilitation, and time must be officially dedicated to such practice" (p.57), use of change models by Compton et al. (2001) and Kiernan & Alter (2004) among several to ensure that the ECD efforts are appropriately designed in ways that are culturally competent, and effective, and that it is useful to draw on theories from several disciplines (Preskill & Boyle, 2008, p.7) while a great deal of the instructional design literature (Knowles, Holton, & Swanson, 1998; Smith & Ragan, 2005 for example) highlights that program's design, implementation, and evaluation should flow directly from the desired goals and objectives. In agreement with Harnar & Preskill (2007) as well as Preskill & Boyle, (2007), Preskill & Boyle (2008.p. 449) have emphasized that the clarification of ECD objectives intentionality makes ECD a strategic process that maximizes learning from and about evaluation.

Horton (2011) also places premium on capacity development designs stating that although capacity developers should not invest heavily in detailed, indicator-based plans, it is important that capacity-development interventions have well-thought-out designs. Unfortunately, the planning documents for most interventions − including those containing numerous quantitative indicators for activities, outputs, outcomes and expected impacts − seldom present credible

programme theories that are clear about what types of capacity are to be developed, how the programme is expected to work and how it proposes to bring about its results.

In a cautionary manner, Horton (2002) posits that most common techniques involved in the planning and managing of development projects and programs usually assume that objectives are well defined and that blueprints and logical frameworks can be developed to properly guide the implementation, monitoring, and evaluation processes (p.9). In a much earlier caution, Hirschman (1967) highlighted that blueprint approaches seldom work for capacity-development efforts and that most development programs are "voyages of technological and sociological discovery," in which the goal and the path to that goal remains highly uncertain which is especially true for capacity development including ECD. Therefore, ECD managers should be as flexible to enable modification of planning targets and implementation procedures in light of changing conditions and lessons learned (Mosse, Farrington & Rew, 1998) and the plans developed should be viewed as works-in-progress rather than finished blueprints (Horton, 2002, p.9).

2.5   ECD Implementation and Organisational Learning

Nu'Man, King, Bhalakia & Criss (2007) advanced a framework for ECD that is builds on the values of active participation, learning by doing, and respect for diversity by combining strategies that when applied singly will either have only limited effectiveness or may be cost prohibitive and specifically mention: group training, individualized assistance and follow-up linkages to other capacity building providers. Additionally, according to Clotteu et. al (2004) noted that ECD covers more than just training and entails reinforcing, or constructing evaluation systems so that evaluation is regularly conducted and used.

In this study, Implementation of ECD was considered in terms of Training, Individualised assistance and follow up linkages explained as follows:

2.5.1 Training

According to Horton (2002, p.6), virtually all Capacity Development efforts disseminate information in one form or another and training is actually one of the most common tools applied in developing organisational members' knowledge, skills, and attitudes.

Nu'Man, King, Bhalakia & Criss (2007) asserted that in respect to training, the Capacity Development team should use the needs assessment and analysis data to tailor training provided to groups of organizations with a common need and that the training should focus on knowledge transfer and skills building and reflects the identified capacity needs of the organisation.

They further call for capacity development teams to use the needs assessment and analysis data to tailor training provided to groups of organizations with a common need (p.28). They propose provision of training that lets organisational members internalise and appreciate the foundation of basic concepts and principles of what they are attempting to accomplish, as well as a common understanding of the organizational changes that may be necessary to accomplish the desired ends. However training as a vehicle for capacity development has with time been dropping off the agenda over recent years (Cracknell, 2000) and evaluation has been mainstreamed as a tool for accountability, not improvement and capacity development processes have been inherently complex with poorly designed Capacity-development interventions (Horton, 2011).

Importantly, there is a glaring inadequacy of professionally trained evaluators with only about a quarter of practitioners having basic monitoring and evaluation capacity (Kakande, 2011, p. 38) while it is important to note, training alone cannot improve performance but should be followed by complementary technical assistance (Clotteu et al, 2004).

2.5.2 Individualized assistance

Beyond training, more needs to be done to further impart knowledge and skills and as well support the application of what has been learned. Individualized assistance provides organisations with an opportunity to generalize and apply the information and skills to the specific context and

concerns of their organisation (Nu'Man, King, Bhalakia & Criss, 2007). It is important however to note, in the process of generalizing and applying what has been learned, there ought to be customization to suit the unique local organisational context. In this approach, the capacity development team provides the individualised assistance in the same location in which training is given, over a few more days, with in a context of tailored sessions.

Additionally, Nu'Man, King, Bhalakia & Criss (2007) asserted that this approach capitalizes on the lower comparative cost of group training while offering individualized, tailored assistance (p.28).

2.5.3 Follow up linkages

Learning from experience and using evaluation results to improve programmes are enhanced by the direct participation of programme stakeholders in all aspects of evaluation. Consequently, professionally facilitated participatory evaluations are ideal for promoting learning and performance improvement. Nu'Man, King, Bhalakia & Criss (2007) contended that contingent on a determination of need for additional assistance made by the organisation during the individualized session, follow-up assistance should be provided to organisations either directly or through linkages to other providers (p.28) while follow-up helps the one in charge of ECD to obtain information on how the knowledge and skills are being applied and subsequent changes that are needed in the organization, and depending on the defined needs of an organization, follow-up contact can be made to develop or revise an action plan designed to build development (p.29).

Horton (2011) asserted that over the years, there have been significant advances in the methods available for measuring programme costs and benefits, and these should be employed in summative evaluations of capacity-development processes and interventions. Horton (2011) further calls for: Enhancing knowledge sharing among evaluators, and; shifting the emphasis of

evaluation from accountability to learning and programme improvement pointing out that given the large and growing number of evaluations that are now expected to address issues of capacity development, it is important to expand opportunities for professional development in this area.

There are numerous examples of organisations that carry out effective evaluation that enables them to build up a picture of individual or organisational change and learn in the process and as well, many examples of organisations that are able to illustrate wider changes resulting from improved capacity. In some circumstances this is easier than others (Simister & Smith, 2010. p 28).

2.6   ECD Evaluation and Organisational Learning

It is important to consider the need for evaluation of ECD to establish how it affects OL. Evaluation is an assessment at a point in time that determines the worth or quality of an intervention (Horton e.al, 2003.p.33). Capacity Development is a continuous process whose stages can be measured as "development outcomes" through evaluation. It has been noted that there has been much focus on the methods and roles of ECD but not much attention to evaluation capacity itself (La Fond & Brown, 2003; Nacarrella et al., 2007; and Nielsen, Lemire, & Skov, 2011). To this, Horton (2011) asserted that there is need for professional development of those that conduct evaluations of capacity-development interventions, and also by those who commission and supervise such evaluations. He specifically mentioned that it is not uncommon to encounter personnel in several agencies whose job it is to manage evaluations, but who have little or no training or practical experience in carrying out evaluations which he identifies as one reason for the poor quality of evaluation design.

Horton (2011) further charged that in addition to the inherent complexity of capacity development processes and weaknesses in the design of capacity development interventions, the terms of reference for capacity-development evaluations also tend to be weak. Frequently, evaluators are

expected to answer several challenging evaluation questions with a single evaluation carried out over a short period of time and with limited resources and that evaluation designs for capacity-development interventions often call for evaluators to apply a range of qualitative and quantitative methods and conduct an evaluation that is 'participatory' while conforming to general evaluation standards such as those issued by the Development Advisory Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD). Watson (2006) asserted that there are very few examples in the literature of evaluating "Capacity: itself.

There are various aspects to consider while dealing with evaluation of ECD but importantly are: Systems thinking (Williams, 2010) and client satisfaction (Simister & Smith, 2010) while still, much as it is often assumed that developing individual capacities will automatically lead to improved organisational capacity and performance, this may not be the case. Blackburn & Holland (1998) for example, noted there are many cases where individuals have developed skills in participatory research, but very few cases where participatory research has become institutionalized in the standard operating procedures of research or development organizations and Horton (2002) highlighted that the need to improve planning and evaluation procedures is often addressed by providing technical training for middle managers, which seldom leads to better management, however, because changing an organization's planning or evaluation procedures requires top-management decisions and changes throughout the organisation (p.5). Finally, while training is generally more effective in promoting learning, it is also more costly than information dissemination (Horton, 2002, p.7), it is important to note that the simple provision of information or one-off training sessions seldom produce lasting changes in the participants' behavior (Kibel, 1999).

2.6.1 Systems thinking and Organisational Learning

Systems thinking has implications for the design, management and evaluation of capacity-

development interventions with particular emphasis to organisations as learning entities (Morgan, 2005). Stata (1989) also stated that systems thinking, and in particular system dynamics, is a powerful tool to facilitate individual, team and organizational learning. Yet municipal LGs practically operate following these levels. Williams (2010) highlighted the importance of thinking systematically during the ECD process and emphasises the need to appreciate inter-relationships as central to any systemic development with dimensions of: dynamic aspects (where inter-relationships affect the behaviour of a situation over a period of time); nonlinear aspects (where the scale of an 'effect' is apparently unrelated to the scale of the 'cause'; often but not always caused by 'feedback'); the sensitivity of inter-relationships to context (where the same intervention in different areas has varying results, making it unreliable to translate a 'best' practice from one area to another); and massively entangled inter-relationships (distinguishing the behaviour of 'simple', 'complicated' and 'complex' inter-relationships). He also points out the need to appreciate perspectives which are a result of different interpretations that people make when they observe inter-relationships which perspectives help to underscore the notion that a situation can be 'seen' in different ways scientifically explain and predict unanticipated actions and reactions behaviours - since they provide insight into motivations - and they help in draw attention to consequences thereof, unplanned and unintended.

Williams (2010) states the concept of boundaries which should help ECD differentiate between who or what is 'in' and who or what is 'out', what is deemed relevant and irrelevant, what is important and what is not, what is worthwhile and what is not, who benefits and who is disadvantaged. This means that every ECD endeavor should make a choice between what it includes and what it excludes, what is deemed relevant and what is not, which perspectives are honoured and which are marginalised. Chapman (2002) posits that systems thinking advocates for pragmatic approaches, based on reflection on practical experience which provides a frame of

reference for determining "what works, what doesn't, and why" consequently providing a guidance for decision making.

On the other hand however, critics have pointed out that there is need to rethink the notion of learning at different levels highlighting that in practice, most systems draw information, resources and energy from a whole range of places and span many boundaries and levels and learning is core about the nature, distribution and interconnections of the system actors (Haines, 1998, p13) while Lansiti & Levein (2004) argued that part of capabilities of organisations lies outside one single organisation.

2.6.2 Client satisfaction and Organisational Learning

Simister & Smith (2010) have pointed out that one of the key principles of participatory monitoring and evaluation is that whenever a service is provided one should seek the views of the intended beneficiaries. This means that the recipients of capacity development support should be encouraged to say not only whether or not their needs were met, but also whether or not the process itself was appropriate and rewarding. They hastened to add that however, a surprising number of Capacity Development providers do not collect any formal feedback in this way (p.17). To this, Horton (2011) calls for: Enhancing knowledge sharing among evaluators, and; shifting the emphasis of evaluation from accountability to learning and programme improvement. Horton (2002) calls for the periodic evaluation of the contributions of capacity-development efforts to the organization's performance as a "reality check" and to provide a basis for improving future capacity-development efforts (p.4) which in essence is Organisational Learning. Additionally, for a comprehensive understanding of the contribution of ECD, Arnold (2006) proposed the assessment of ECD participants' level of evaluation capacity before and after implementing the ECD initiative (p.258).

Participatory, learning oriented self-assessment processes can enhance management and

improvement of organisational capacity development since it involves 'learning by doing', flexibility which facilitates responsiveness to change in the organisational context, creation of equal partnerships between participants, and increase utilisation of evaluation results and recommendations among others (Horton et al, 2003, p.46-48) while still, it can be a cost-effective method of ECD (Diaz-Puente et al., 2008; Forss et al., 2006; Lennie, 2005; Taut, 2007).

2.7   Synthesis of the Literature Review

Literature reviewed points out: Capacity development is part of the bigger development process (Otoo, Agapitova & Behrens, 2009) thus holistic approaches to evaluation and ECD demand for planning and higher levels of participation and engagement (Diaz-Puente et al., 2008) therefore, that time as well as other resources are needed for adequate planning, diagnosis of an organisation's strengths, weaknesses and capacity building needs, development of trust, and encouraging involvement (Horton et al., 2003: Diaz-Puente et al, 2008). Much focus has been given to methods and roles of ECD and not as much to evaluation capacity itself (Nacarrella et al., 2007; Nielsen, Lemire & Skov, 2011) All organisational members should own the ECD process in order to avoid degeneration of the whole process into a useless technical procedure that is not cognizant of reality (Barefoot Collective, 2009).

It also comes out clearly that ECD is incredibly important for OL and the ECD process helps in improving an organisation's ability to use evaluation to learn from its work and improve results but ECD may only be one of the factors for OL as an organisation's performance also depends on its internal motivation and the external conditions of its operating environment (Lusthaus, Anderson & Murphy, 1995). Evaluation standards in Uganda demand that persons engaged in designing, conducting and managing evaluation activities should possess core evaluation competencies so as to stimulate demand for evaluations and support an environment for accountability and learning. (UEA, 2013.p.15).

Organisations improve with time as they gain experience from which, they create knowledge. More still, organisations ought to own responsibility for their own Capacity Development and the acceleration of changes in technology, institutions, and markets, organisations need to be changing continuously.

Consequently, organisations ought to develop the ability to undertake their own Capacity Development efforts (Horton, 2002.p.10). Additionally, Horton (2002) noted that as Capacity Development becomes mainstreamed in international development assistance programmes, demand for the systematic evaluation of Capacity Development initiatives is growing. OL is a product of organisational inquiry (Argyris & Schön, 1978) which among others, includes ECD. Duong et.al (2003) asserted that in a dynamic environment, organizations not only need to operate efficiently and effectively, they need to learn to adapt and change if they are to survive and prosper and that organizational CD is essential for organizations to be successful in this era of change (p.37). But also for learning to occur, there ought to be a culture in organisations that supports evaluative inquiry (Fleischer et. al, 2008).

In advocacy for OL, Horton (2002.p.10) argued that organisations ought to own responsibility for their own capacity development and that the acceleration of changes in technology, institutions, and markets, organisations need to be changing continuously. Consequently, organisations ought to develop the ability to undertake their own capacity-development efforts. He specifically makes mentions that organisation can benefit from external sources of support, but should avoid a dependence on external suppliers.

There has been reported conceptual and empirical linkage between evaluation and OL (Cousins & Earl, 1995; Owen & Lambert, 1995; Preskill & Torres, 1999) which has been affirmed in studies by Fleischer, Christie & LaVelle (2008) and Cousins, Goh, Elliott & Bourgeois (2014) who view

evaluation as an OL system through the establishment of a link between evaluation activities and OL.

Finally, it is no mean and easy task to design an evaluation system. It involves a series of undertakings and thus cannot be done overnight. However evaluation capacity development should not be dismissed as being too complicated, too demanding or too sophisticated (Kusek & Rist, 2004). CD is a process that needs to be nurtured and managed over time. Organisations need to continuously develop their capacities to deal with new opportunities and threats arising from changes in technology, markets, politics, and other factors.

It was not clear however why evaluation systems and ECD in particular is not part of the normal business practices of many governments (Kusek & Rist, 2004) as the studies available on the matter have mainly addressed the matter (Cousins & Earl, 1995; Owen & Lambert, 1995; Preskill & Torres, 1999; Fleischer et. al, 2008; Cousins et al, 2014) have not considered the Ugandan LG context. The narrow perspective approaches to ECD are bound to leave African governments (Simister & Smith, 2010) - including Municipal LGs in Uganda - doing good evaluation work but in isolated and fragmented cases which will keep affecting OL and poor performance management. This necessitated a study on the ECD processes and OL in Municipal LGs in Uganda.

2.8 Summary of the Chapter

This chapter has provided a review of the literature accessed by the researcher on Evaluation capacity development and organisational learning theory. It first provided the theoretical foundation of this study which is grounded on Organisational Learning theory as advanced by Argyris & Schön (1978). The chapter has also expounded on ECD and by specifically dwelling on three key dimensions of ECD as ECD designing, ECD Implementation and evaluation of ECD. It has highlighted how ECD influences learning and in the process. It has underscored the position

that research is nevrr carried out in isolation but as a buildup to existing knowledge and as such highlighted that most works done on the subject have not considered the Ugandan municipal LG experiences and thus highlighted that it was necessary to conduct a study on ECD processes and OL in municipal LGs in Uganda.

CHAPTER THREE
METHODOLOGY AND DESIGN

3.0   Introduction

Ahuja (2001) defined methodology as the procedure for carrying out a study, which elaborates techniques and strategies for obtaining valid information and is concerned with how knowledge is built by providing the description, explanation and justification of methods (p.41) and the process of handling data for a study. Kothari (2004) posited that research methodology is:

> "..a way to systematically solve the research problem. It may be understood as a science of studying how research is done scientifically. In it we study the various steps that are generally adopted by a researcher in studying his research problem along with the logic behind them. …[and] when we talk of research methodology we not only talk of the research methods but also consider the logic behind the methods we use in the context of our research study and explain why we are using a particular method or technique and why we are not using others so that research results are capable of being evaluated either by the researcher himself [or herself] or by other" (p.8).

This chapter provides details for the procedure that this study followed. It details the research design, the study population, sample size and procedure of sample selection. It also reports the data collection methods and instruments that were used, data quality control ending with, data processing and analysis and measurement of variables. It also details the ethical considerations for the study.

3.1   Research Design

Justice (2008) pointed out that a "research design" denotes both a process and a product aimed at facilitating construction of sound arguments adding that a well-designed research study leaves les to chance thereby reducing the risk of wasting time and effort on pointless research (p.75). Selltiz, Jahoda, Deutsch & Cook (1959) defined a research design as:

> "… an arrangement of conditions for collection and analysis of data in a manner that aims to combine relevance to the research purpose with economy in procedure" (p.50).

A research design therefore is a presentation of the major strategy a researcher decided to use in integrating the various aspects of a study in a logically, consistent manner so as to effectively address a research problem. The study on ECD and OL in Municipal LGs in Uganda used a cross sectional survey design that adopted mixed methods. A survey involves gathering data just once on a sample to represent a population (Sekaran 2003, p.13; Majumdar, 2008, p.244). A survey was preferred because survey designs enhance measurement of a wide variety of unobservable data such as participants' preferences, traits and attitudes; are ideal for collecting data from large populations that are not easy to directly observe; and, they use questionnaires which are usually popular amongst respondents due their unobstructive nature and the ability to be filled at one's convenience (Bhattacherjie, 2012, p.73). Additionally, Bhattacherjie (2012) pointed that surveys are best suited for studies that have individual people as the unit of analysis which was the case in this study in addition to being economical in terms of researcher resources most other designs. The mixed methods approach, on the other hand, also called methodological pluralism (Asif, 2013) entails a researcher combining quantitative and qualitative research approaches, methods, techniques, concepts or language (Johnson & Onwuegbuzie, 2004, p.17) in a single study to understand the research problem (Creswell, 2003).

The researcher employed a combination of quantitative and qualitative procedures, methods and instruments to solicit information from respondents, analyse and as well report on it. Quantitative research is said to employ numerical indicators to ascertain the relative size of a particular phenomenon" (Matveev, 2002, p.60) and involves counting and measuring of events as well as performing the statistical analysis of a body of numerical data (Smith, 1988). Qualitative approaches on the other hand allowed the researcher to solicit information that could not be expressed in textual format (Mugenda & Mugenda, 1999) and made it possible to obtain non-numerical information about the ECD and OL to aid establish patterns, trends and relationships

from the information gathered (Mugenda & Mugenda, 1999; Sekaran, 2003) and, provided opportunity for the researcher to interact with the research subjects in "their own language and on their own terms" (Kirk & Miller, 1986). In context of the study, mixed methods approach was adopted as it was asserted by Preskill and Boyle (2008) that it is useful to draw on a combination of approaches (p.449).

3.2   Study Population

The study covered Municipal LG Executive Committees and Technical Planning Committees as well as officers functionally responsible for evaluation and Capacity Development at the Office of the Prime Minister (OPM), Ministry of Local Government (MoLG) and Civil Service College Uganda (CSCU) as the accessible population that was drawn from a target population of all elected municipal council leaders, all technical staff in municipal LGS, the OPM, the MoLG and CSCU. Municipal LG Executive Committees were targeted because of their responsibility and powers to oversee, monitor, coordinate and evaluate the implementation of development initiates in their areas of jurisdiction as stipulated in Section 26 (b), (d) and (f) of the Local Governments Act, CAP 243 while the members of Technical Planning Committees were targeted because they are obliged to provide technical details and guidance in the development planning while at the same time are directly charged with implementation of government decisions as stipulated in Sections 35, 36 and 27 of the Local Governments Act, CAP 243. Additionally, OPM was targeted because of its mandate and role in coordinating and evaluation public service delivery, MoLG because of its mandate of coordinating, lobbying for and developing LGs capacity in accordance with Sections 95 to 99 of the Local Governments Act, CAP 243 while CSCU for its mandate in designing and delivering training for civil servants in Uganda.

3.3   Determination of the Sample Size

According to Sekaran (2003), It is not practically possible to get data from an entire study population thus it is better to use a sample or representative units for a study. A sample as defined

by Ahuja (2001) as a portion of people drawn from a larger population (p.156) while Kothari (2004) defined sampling as the process of selecting some part of an aggregate or totality on the basis of which a judgement or inference about the aggregate or totality is made (p.152). Likewise, Cooper & Emroy (1995) averred that "sampling assumes that by selecting part of the elements, conclusions may be obtained about the entire population" (p.200). The choice for reasons for sampling mainly influenced by the need for economy and efficiency during the study as for example, Narthrop & Arsneault (2008) pointed out that the need to do a sample is driven by a number of determinants like: the time available to collect information, the resources and the actual necessity to collect information from all units in a population (p.214). Thus the researcher applied sampling to gain representative units detailed as following.

3.3.1 Sampling of institutions

First, the researcher selected four Municipal LGs based on a four level criteria of: population, distance from the national capital as well as length of existence but also ensured a balance and representation of the Municipal LGs sub sector and all the four geographical regions of the country as detailed in the figure below

1. Population

One with the highest and one with the lowest population.

2. Distance from the national capital
One that is furthest from and one that is nearest to Kampala.

3. Length of existence
Two of those selected using the above criteria were to be those that were established before 2006 while two were to be those established after 2006

4. Regional consideration
One MC from any region that would not have been represented using the prior steps

Figure 3.1 Sampling criteria. *Sources: UBOS (2016), Ministry of Works and Housing, Ministry of Local Government*

As a result, table 3.1 below shows the Municipal LGs that were sampled.

Table 3.1: Sampled Municipal Local Governments

	Criteria	Municipal LGs eligible	Data Source
1	Population i.e One with the highest and one with the lowest population	Mbarara MC with the highest = 195,013 Iganga MC with the lowest = 53,870	UBOS (2014), Provisional Results of the National Population and Housing Census.
2	Distance from the national capital i.e One that is furthest from and one that is nearest to Kampala	Furthest Arua = 478 kms Nearest Mukono = 22 km	Ministry of Works, Communication and Housing
3	Length of existence i.e Two of those selected using the above criteria were those that were established before 2006 while two were those established after 2006.	Before 2006 = Arua and Mbarara After 2006 = Mukono	Ministry of Local Government

This was followed by the researcher purposively sampling three central government institutions on basis of their critical role in the ECD process in the Ugandan public service. The institutions selected were: Office of the Prime Minister (OPM), Ministry of Local Government (MoLG) and Civil Service College Uganda (CSCU).

3.3.2 Sampling of respondents

The researcher sampled eighty (80) respondents out of an accessible population of one hundred and one (101). The staff lists in the sampled places were used as the sampling frame. The researcher used the sampling procedure shown in the table below:

Table 3.2: Sampling Procedure

SN	Category	Population	Sample	Sampling procedure
1	Municipal Executive Committee members	25	24	Simple Random
2	Technical Planning Committee members	50	44	Simple Random
3	Officials from the Ministry of Local Government department for Urban Councils	6	3	Purposive
4	Officials from the Prime Minister's Office department for Monitoring and evaluation	6	3	Purposive for Commissioner and Snowball for two other officers
5	Officials from the Civil Service College Uganda	14	6	Purposive
	Totals	101	80	

Curtis et al. (2000) emphasised that a sampling strategy should: stem right from the conceptual framework; be able to generate a thorough database on the phenomena under study; allow the possibility of drawing clear inferences and credible explanations; be ethical and feasible (p.1003). As seen in the table above, the researcher conducted the study on a sample of eighty (80) respondents which was guided by Krejcie & Morgan's (1970) sampling table. The researcher selected twenty four (24) respondents from members of Municipal Executive Committees out of the possible maximum of twenty five (25), forty four (44) from members of the Municipal Technical Planning Committees (TPCs) out of a possible maximum of fifty (50). Additionally three (3) from the Ministry of Local Government, three (3) respondents from the Office of the Prime Minister as well as six (6) officials from Civil Service College Uganda for the role they play in coordinating, monitoring and developing capacities of LGs in Uganda.

3.4   Sampling Techniques and Procedure

The study employed two sampling techniques and in this order: Random sampling and purposive sampling. Random sampling also known as probability or chance sampling offers all units in the population equal chances of inclusion in the sample. This procedure was adopted because it "ensures the law of statistical regularity which states that if on average, the sample chosen is random [and] will have the same composition and characteristics as the universe population" (Kothari, 2004, p.60). Under the Random sampling technique, the researcher adopted the strategy of sampling without replacement where once a unit was selected, it would not be allowed to be sampled another time.

In the purposive sampling technique on the other hand, respondents were selected on purpose. Respondents were chosen on basis that they were expected to have or be source of reference to useful information for the study. Purposive sampling specifically targeted MoLG, OPM and

CSCU due to the critical role these institutions play in coordinating, monitoring performance and developing capacities of LGs in Uganda.

3.5 Data Collection Methods

According to Kruse & Forss (2014, p.10), "method" is the word used for data collection and analysis. In light with the mixed methods approach that was adopted for the study, the study employed both primary and secondary data collection methods as explained below.

3.5.1 Primary data collection methods

The researcher used primary data collection methods – ones that collected data for the first time (Kothari, 2004, p.65) and these were: A questionnaire survey where a self-administered questionnaire was given out and interviewing which involved asking key informants some questions to which they provided verbal responses.

A questionnaire has been defined by Bhattacherjie (2012, p. 74) as a research instrument consisting of a set of structured and or unstructured questions or items intended to capture responses from respondents in a standardized manner. He further stated that unstructured questions ask respondents to provide a response in their own words, while structured questions ask respondents to select an answer from a given set of choices. The researcher used a questionnaire survey on basis of the type of data that was needed, the research objectives and the time at hand for the study (Touliatos & Compton, 1988). The questionnaire targeted the respondents based in the Municipal LGs because they were many and would not all be physically contacted to collect data for the study. Key informant interviews on the other hand facilitate the collection of data and in-depth understanding and more explanations (p.115).

Additionally, interviews are interactive sessions in which a researcher established rapport with respondents (Majumdar, 2008, p.249), participants are encouraged and prompted to talk in depth about the topic under investigation without the researcher's use of predetermined, focused, short answer questions (Cook, 2008, p.422) and, involve the "unearthing of preexisting meaning

nuggets from the depths of the respondent" (Kvale & Brinkman, 2009, p.18). Mack, Wodsong, MacQueen, Guest, & Namey (2005) stated that "interviews are very effective in giving a human face to research problems by offering opportunity for respondents to express themselves in a way ordinary life rarely affords them" (p.29) and "are especially appropriate for addressing sensitive topics that people might be reluctant to discuss in a group setting" (p.30). Denscombe (1998) accentuated the power of interviews pointing out that they 'involve a set of assumptions and understandings about the situation which are not normally associated with a casual conversation' (p.109). Wilkinson & Birmingham (2003) asserted that Interviews enable the researcher to elicit information from respondents on a one-to-one basis and can last for longer than an hour thus producing vast amounts of data. They further argued it has been said that while other instruments focus on the surface elements of what is happening, interviews give the researcher more of an insight into the meaning and significance of what is happening (p.44).

Such combination of methods added value for reliability for the study. Key informant interviews specifically targeted respondents at the central government level for they were few in number but were also directly responsible for designing and implementing ECD in the Municipal LGs.

3.5.2   Secondary data collection methods

Secondary data are those which have already been collected by someone else and which have already been passed through the statistical process (Kothari, 2004, p.65) and are data which have already been collected and analysed by someone else (p.111). The secondary data collection method used was document review which was intended to supplement the primary methods and provided the researcher opportunity to gain more contextual in-depth appreciation of ECD and OL in Municipal LGs. In fact Sekaran (2003) averred that that secondary data are indispensable (p.220). This method mainly targeted documents that included: Development plans, Capacity

Development Plans, Budgets and reports that would have content related to ECD in Municipal LG in Uganda.

The assortment of methods was mainly influenced by the edict that collecting data through multiple methods and from multiple sources lends rigor to the research leading to stronger conviction in the goodness of the data (Sekaran, 2003, p.256). Additionally, Guercini (2004) argued that:

> "…research based on the study of cases is not linked to a single method of data gathering ... nor is it linked to a particular type of empirical evidence" (p.468).

Thus the combined methods helped by each method backing up the others and as well cover for the weaknesses of the other providing more useful data and information for the study.

3.6   Data Collection Instruments

A data collection instrument is an apparatus designed and used gather data for a study. To achieve the objectives of the study, the researcher applied a self-administered questionnaire, an interview schedule, and a document review schedule.

Believed to have been invented by Sir Francis Galton (1822-1911), a questionnaire as a list set of questions to which answers are provided in writing respondents in a study (Kumar, 1996 p.110; Bhattacherjie, 2012.p.74). A questionnaire - with both open ended and closed ended questions – was administered on the Municipal executive committee as well as technical planning committee members.

The questionnaire had a combination of questions drafted by the researcher and also adapted Yang's (2003) short form of Dimensions of Learning Organisation Questionnaire (DLOQ) which enabled establishing of participants' opinion on how Municipal LGs supported and used ECD for learning at individual, team and organisational levels. Majumdar (2008) posited that:

> "… [a] questionnaire can be developed in its entirety or by using borrowed questions and statements from previous studies. There also exists the option of using only part of

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an existing question or making modifications in it by adding personal ideas and words to
it" (p.244).

Quantitative questions were close-ended and ranked on a five point Likert Scale (where
1=Strongly Disagree, 2=Disagree, 3=Not Sure, 4=Agree and 5=Strongly Agree) to provide
options of answers to questions that were positively formulated as recommended by Robbins
(2008, p.264) for clarity and consistency. A questionnaire was adopted because questionnaires
facilitate the collection of information in a relatively short time which information can easily be
transcribed yet they strengthen protection of the respondents' identity (Kumar, 1996. p.114), are
not susceptible to interviewer bias or variability because they are self-administered (Dillman,
1999) and questionnaire responses can be generalized to other members of the population studied
when random sampling is used (Newsted, Huff & Munro, 1998). Importantly, close-ended
questions were also chosen because they are important in maintaining uniformity in responses
(Majumdar, 2008.p.244) while open-ended questions provided respondents with opportunity to
answer questions in their own words as asserted by (Fowler, 2002.p.91). Robbins (2008) states
that open-ended questions:

"… are useful because they allow unanticipated answers to be obtained. Respondents are
free from any constraints and the answers given represent how respondents interpret the
question[s]. [They are also] useful when researchers want to probe for deeper meaning".
(p.260).

An interview schedule - a list of pre-determined questions to follow during an interview (Kumar,
1996. p.109) – was used to ease collection of data from key informants. This helped beef up and
triangulated data collected through questionnaires by collecting some more information that may
not have been easily written down by respondents to questionnaires and provided in-depth
appreciation of important aspects of ECD and OL in Municipal LGs. During interviews, notes
were taken directly and on the interview copies of the interview schedule which had prepared
with enough blank spaces between questions. This helped avoid loss or misplacement of data and

eased analysis. Finally, the use of a document review guide - a pre-designed list of indicators to guide the review of project documents – enabled collection of additional organisational level relevant information that was especially so related to and intended to answer the research questions.

3.7 Data Quality Control and Management

It suffices to observe the need for scientific rigor in research. Ahuja (2005) for example asserted that any statement pertaining to any social phenomenon made on the basis of scientific inquiry can be accepted as true and meaningful, if it is empirically verifiable (p.20). As such, the researcher took note of and ensured observation of two practical research methodological principles of validity and reliability. Reliability and validity are necessary entities of instrument development if researchers are to report with confidence the results obtained from the survey (Burton & Mazerolle, 2011. p.28). These are explained as follows.

3.7.1 Validity

Validity refers to the accuracy and meaningfulness that are based on the research findings and it is the measure of the extent to which an instrument measures what it is meant to measure (Leedy & Ormrod, 2005, p.31). Validity reveals how well the construct is captured in the measurable variable and how well the measure measures or holds up (Robbins, 2008, p.257). Kerlinger (1973) specifically stated that researchers must be sure they are measuring what they think they are measuring (p.457) while Kothari (2004) asserted that:

> Content validity is the extent to which a measuring instrument provides adequate
> coverage of the topic under study and can be determined by using a panel of
> persons who shall judge how well the measuring instrument meets the standards.
> (p.74).

The researcher prepared research instruments which were subjected to validity tests before actually administering them on the study respondents as follows. The draft questionnaire was

subjected to expert judgment to verify the validity of the questions in line with Lynn (1986). To this, the researcher used the Content Validity Index (CVI) approach. In this approach, CVI is concerned with assessing how well a set of scale items matches the relevant content domain of the construct that it indents to measure (Bhattacherjie, 2012, p.58).

Kumar (1996) mentioned that content validity is "judged on basis of the extent to which statements or questions represent the issue they are supposed to measure, as judged by the researcher and experts in the field"(p.138). In light of this, the researcher distributed an initial draft questionnaire to 6 (six) subject matter specialists in evaluation as well as Capacity Development who were requested to validate the contents of the draft tool. As a benchmark, every question had to receive a minimum of four acceptances to be retained and any question that received less was dropped.

The results from the subject matter specialists' analyses were thereafter subjected to a CVI calculation whose formula is:

$$CVI \quad = \quad \frac{Number\ of\ items\ considered\ valid}{Number\ of\ items\ on\ the\ draft}$$

Form the calculation above, the initial draft questionnaire had 61 (Sixty one) questions 54 (fifty four) of which were deemed retainable as follows:

$$CVI \quad = \quad \frac{Number\ of\ items\ considered\ valid}{Number\ of\ items\ on\ the\ draft\ questionnaire} \quad = \quad \frac{54}{61} \quad = \quad 0.885$$

This made a CVI of 0.885 which complied with the recommended minimum CVI of 0.7 as averred by Amin (2005). The researcher specially considered comments of the subject matter specialists on the contents of the instruments and made improvements accordingly. Consequently, 7 (seven) questions that were deemed invalid were dropped.

3.7.2 Reliability

Reliability refers to the ability of the instrument(s) to collect the same data consistently under similar conditions (Ahuja, 2001; Amin, 2005). It is "the consistency with which a measuring

instrument [can yield] a certain results when the entity being measured hasn't changed" (Leedy & Ormrod, 2005, p.31) and is an important consideration in assessing the value of research (Neuman, 2003, p.178). Reliability refers to the "degree to which measures are free from error and therefore yield consistent results" (Zikmund, 1997, p.340) and the goal is to minimize the errors and biases in a study (Yin, 2003, p.37) as questions are reliable if they are interpreted in the same way by those participating in a study and yield the same result repeatedly (Robbins, 2008, p.257). It is no wonder thus that Bhattacherjie (2010, p.56) defines it as "the degree to which the measure of a construct is consistent or dependable". In fact Kothari (2004) stated that an instrument is reliable if it provides consistent results (p.74).

The research employed two specific strategies to ensure reliability for the questionnaire – the "Test-retest" strategy and Cronbach's Alpha coefficient calculation - as follows:

3.7.2.1 Test-retest strategy

Test-retest reliability is a measure of consistency between two measurements (tests) of the same construct administered to the same sample at two different points in time (Bhattacherjie, 2010, p.57). Upon establishing the mentioned CVI above, the researcher cleaned the draft questionnaire and pretested it on thirteen respondents using the "test – retest" technique with a time frame of 15 (fifteen) days between the testing and re-testing at two sites of the four sampled Municipal LGs. This was meant to detect potential problems before actual implementation of the survey in accordance with Majumdar (2008, p.246), facilitate assessment of ease of understanding of the questions by the target respondents in line with the assertion by Mugenda & Mugenda (1999, p.97) and enabled the researcher establish that the tool would be able to solicit similar responses from similar respondents at different times (Amin, 2005). This resulted into the revisions and even dropping of some questions that were deemed ambiguous and or irrelevant in accordance with Majumdar (2008, p.246) as well as improving the physical setting and appearance of the

questionnaire thus proving reliability. From this, the researcher was able to make improvements on the tool (Bhattacherjie, 2012) which further enhanced the reliability of the questionnaire.

3.7.2.2 Cronbach's Alpha coefficient strategy

Basing on the fact that the questionnaire had closed ended questions on a Likert Scale, the researcher additionally subjected collected data to Cronbach's Alpha calculation which was meant to establish internal consistency – "how items correlate amongst themselves" (Mugenda & Mugenda, 1999, p.99). A reliability coefficient demonstrates whether the test designer was correct in expecting a certain collection of items to yield interpretable statements about individual differences" and that "if a test has substantial internal consistency, it is interpretable (Cronbach, 1951, p.297). The formula for Cronbach's Alpha used was as follows:

$$Cronbach's\ alpha = \left[\frac{n}{n-1}\right]\left[\frac{SD^2 - \sum Variance}{SD^2}\right]$$

Where: n = Number of items on the test, SD = The Standard Deviation for the set of test scores, and ∑Variance = Summation of the variances of the scores for each of individual item on the test.

Cronbach's Alpha is important for researchers to establish the relationships between the construct of interest and other related constructs or variables (Cronbach & Meeehl, 1955) which empirical evidence of interrelations among constructs provides a means for establishing and validating theories in the social sciences (Yang, 2003). Cronbach's Alpha produces values between 0 and 1.00 with the higher value indicating a higher degree of internal consistency and reliability (Gravetter & Forzano, 2012).

The researcher used the Statistical Package for Social Scientists (SPSS for Windows V19) to calculate the Cronbach's Alpha and the results we as in below:

Table 3.3: Results of the Cronbach's Alpha Reliability Test

a). Case Processing Summary			
		N	%
Cases	Valid	54	100.0
	Excluded[a]	0	.0
	Total	54	100.0
a. Listwise deletion based on all variables in the procedure.			

		b). Reliability Statistics	
Cronbach's Alpha	N of Items		
.814	39		

Source: Field data 2016.

Table 3.3 above shows that the Cronbach Alpha Coefficient was 0.814 having been tested on 39 items on the questionnaires (N of items = 39 in part (b) of table 3.3) that was administered on fifty four respondents (Total=54 in part (a) of table 3.3). This result satisfied the documented conditionality (Nunnally, 1978; Sekaran, 2003 for example) of a recommended a minimum Cronbach's Alpha Coefficient of 0.7 and this meant that the data used for the study was reliable.

3.8 Procedure of Data Collection

The researcher employed a systematic procedure during data collection as follows:

i. Acquisition of a clearance letter to introduce him to the Municipal LGs, ministries and the Civil Service College Uganda from UTAMU which enabled gain the acceptance of the management and leadership of the selected institutions to access and interact with proposed respondents.

ii. Delivery of questionnaires to respondents which was done through the heads of Human Resource Management in the four Municipal LGs to whom he in detail explained the objectives of the study, how they had been selected and as well sought their consent to participate as respondents and requested them to thus fill the questionnaire or participate in the interview. The distribution of questionnaires was as follows: The ones to Arua were sent by mail on a bus as seen in Appendix 7; The ones to Mbarara and Iganga were sent by email and then printed by the Heads of HRM in respective municipal councils who were

also the contact persons in those Municipal LGs. while the ones at Mukono Municipal LG were physically delivered by the researcher.

iii. The researcher at later dates collected the filled questionnaires and verified the completeness of responses therein. The collection of filled questionnaires was as thus: The ones from Arua were sent by mail on a bus and picked by researcher from GAAGA bus terminal along Luwum Street in Kampala. The ones to Mbarara and Iganga were brought back to Kampala by the respective heads of HRM in the municipal LGs on their routine travels to Kampala while those from Mukono Municipal LG were physically picked from the office of the head of HRM in Mukono Municipal LG.

iv. The researcher also fixed appointments to conduct interviews with key informants at respective appropriate times and reviewed selected documents to search for data to facilitate answering the research questions in order to realize the research objectives.

3.9   Data Analysis

Data analysis is the process of bringing order, structure and meaning to the data gathered to create information out of it (Mbaaga, 2000). It is a process for obtaining raw data and converting it into information useful for conclusion and decision-making. In accordance with Judd & McCleland (1989) the data was analyzed to test hypotheses and answer research questions.

3.9.1   Unit of analysis

The researcher used individuals as the unit of analysis. This was because the variables to be analysed were characteristics of individuals as suggested by Northrop & Arsneault (2008, p.215).

3.9.2   Data coding

The researcher entered into a database the data that was collected by use of numbers as simple descrete nominal and or ordinal mutually inclusive and exclusive labels that were assigned to the responses to questions on the questionnaire.

3.9.3 Data cleaning

On entering the data into the dataset assisted by SPSS for Windows V19, the researcher conducted a quick preliminary analysis to check for completeness and consistency in the data captured. This enabled detection of errors that were corrected before a thorough analysis in the objective sense of the study. With this, the researcher established any missing or wrongly placed data in the data set, made reverts and referrals to the questionnaires to pick the actual values of responses and as such improved the truthfulness of the data in the data set which further beefed reliability.

3.9.4 Data normality test

Next, the researcher subjected the data collected to a normality test. There is a host of approaches to establishing the normality of data for a study. The researcher applied the visual inspection approach with the help of SPSS for Windows V19 to establish data normality for the study. Altman & Bland (1996, p.1200) asserted that *w*hen data are presented visually, readers of an article can judge the distribution assumption by themselves. The results of the visual display approach were as in figure 3.1 following.
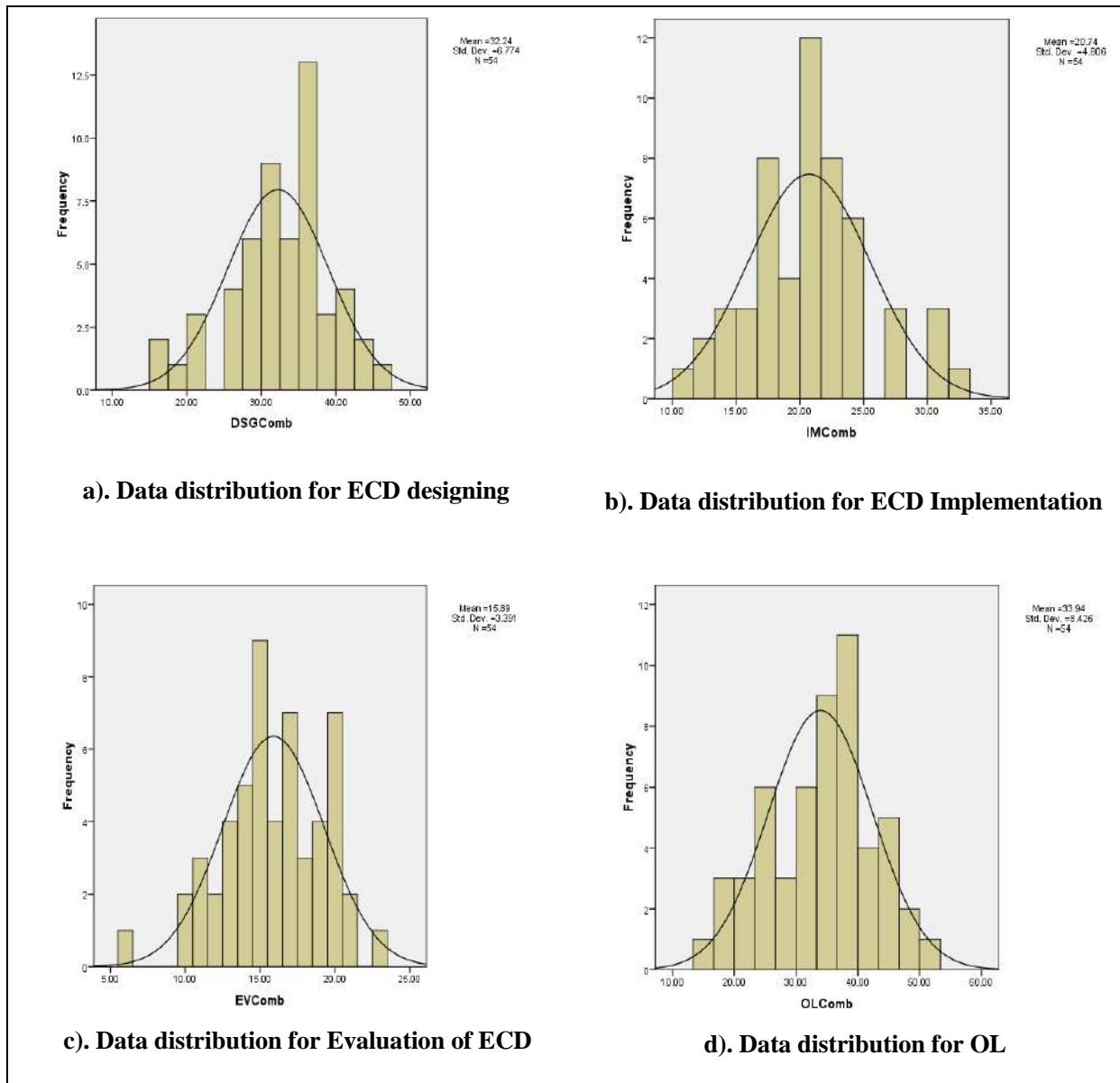
Figure 3.1: Visual Data Inspection Results for Data Distribution

The results of the visual data inspection above showed that by and large, the data was normally distributed.

3.9.5 Detailed data analysis

The analysis of data took both qualitative and quantitative approaches. Qualitative analysis is the analysis of qualitative data such as text data from interview transcripts. Unlike quantitative analysis, which is statistics driven and largely independent of the researcher, qualitative analysis is heavily dependent on the researcher's analytic and integrative skills and personal knowledge of the social context where the data is collected. The emphasis in qualitative analysis is "sense

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making" or understanding a phenomenon (Bhattacherjie, 2012.p. 113). The quantitative analysis procedure involved editing cleaning which was meant to ensure that the date was free of errors; coding where data options were assigned numerical codes for ease of reference and summarizing the data into frequencies and percentages. This resulted into two types of analysis - Descriptive which involved the analysis to statistically describe, aggregate and presenting the constructs and the associations between them – and, Inferential analysis which involved the statistical testing of hypotheses.

The researcher applied Correlation analysis to test the existence, direction and magnitude of relationships between the dimensions of ECD as the Independent variable and OL as the dependent variable (Sekaran, 2003; Alm & Mason, 2008) thus to test the hypotheses of the study. The primary emphasis of social science research is to evaluate relationships between variables (Alm & Mason, 2008, p.427) and wants to establish their direction and strength (p.429).

The researcher adopted Spearman's Correlation (Rho) whose formula is:

$$r_s = 1 - \frac{6\Sigma d^2}{n(n^2 - 1)}$$

where:
n = the number of items in each data set
d = the difference in the ranks for any pair of data values,
Σd^2 = the sum of the difference of the squares of the ranks for the data sets.

Rho ranges between -1 (perfect negative relationship) and 1 (perfect positive relationship) with 0 representing no relationship (Margolis, 2008, p.399). The researcher used SPSS for Windows V19 to derive Computed Variables for all dimensions of the Independent Variable and adopted the significance level of 0.01 using a one tail test. The researcher opted for "One tail" test as opposed to the "two tail" test owing to the fact that the hypotheses had been stated in a "1 Direction" approach. It is important however to note that correlation of variables does not necessarily suggest or prove causation as "two casually unrelated variables can be correlated because they [may] relate to [another] variable [altogether]" (Hussey & Hussey, 1997, p.230).

Regression analysis which is "used when the researcher is interested in finding out whether an Independent Variable predicts a given Dependent Variable" (Mugenda & Mugenda, 1999, p.135) was additionally used to establish the actual contribution of each of the ECD dimensions to OL in Municipal LGs. According to Chavda (2008), regression analysis gives us an indication about the strength and direction of the relationship and allows us to predict values of the dependent variable for given values of the independent variable (p.352). More still, and of special interest in calculation regression coefficients, is the R^2 (commonly called the coefficient of determination or the "goodness of fit" of the regression line") which according to Alm & Mason (2008) indicates how much variance in the dependent variable can be explained by knowing the independent variable" (p.432).

Literature suggests the use of both correlation and regression in research. Alm & Mason (2008) for example state "To determine the direction and nature of [a] relationship we use regression analysis and to determine how string the relationship is we use correlation analysis" (p.431). They however add caution:

> "… when completing bivariate analysis, the direction of correlation and regression coefficients will be the same. [But] This is not necessarily true when completing multivariate analysis, where it is possible to have different directions for the bivariate correlation coefficient and the regression coefficient. [One] must also always remember that the correlation coefficient and regression coefficient are two distinct measures of association" (p.432).

The above mentioned quantitative analysis procedure assisted the presentation of study findings in summaries that included tables, charts and graphs which described features of data collected. Changhwan (2008) argued that frequency distributions are valuable aids for organizing and summarizing sets of data for presenting in such a way that the characteristics of the data are shown clearly yet graphics help readers understand the characteristics of the data and are beneficial for the presentation and analysis of the data (p.376).

Qualitative data analysis on the other hand was done both during and after collection of the data. It included summarizing and organizing the data which was followed by coding and categorizing the collected responses. Processing and analysing the interview data entailed transcribing and typing the records of interviews as well as separately typing the handwritten notes. The interviews were conducted in English language and as such needed no translations. Transcribing supported the researcher to critically reflect while creating an atmosphere to relive the interview moments. Data from interviews was noted under pre-coded themes that followed the arrangement of the conceptual framework, research objectives, research questions and research hypotheses. This was followed by identification of patterns and making of summaries in relation to themes of the study and it provided more understanding on preliminary findings as well as getting the opinions of the respondents for ministries and CSCU. Mugenda & Mugenda (1999) asserted "it is from the results of such analysis that researchers are able to make sense of the data" (p.115). The analysis data collected form interviews was always done within twenty four hours as it was deemed that the researcher still had freshest memories of what had transpired during interviews.

The qualitative analysis procedures were crowned by writing up summaries of observations in a manner that enabled provision of answers to the research questions. The procedures assisted the researcher to establish meanings, attitudes and arguments that were grouped into themes, categorized and then discussed in the context of interpreting the research outcomes in relation to the research objectives.

It suffices to mention, the data analysis process was iterative and involved moving ahead as well as back to steps covered prior for numerous times.

3.10 Measurement of Variables

Measurement of variables was done at three levels: Univariate, Bivariate and Multivariate. At the univariate level the researcher was concerned with single variable analyses at one particular time

especially with nominal data like that relating to gender, respondent category status using frequencies which mainly helped in preparation and presentation of descriptive findings. The study variables were quantitatively measured using a Five point Likert scale. Likert scales use fixed choice response formats and are designed to measure attitudes or opinions (Likert, 1932) of study respondents. The five point Likert Scale was detailed as 1=Strongly Disagree, 2=Disagree, 3=Not Sure, 4=Agree and 5=Strongly Agree. At bivariate level, the researcher considered two variables concurrently and this included determining the existence, direction and strengths of correlations of dimensions of ECD with OL in Municipal LGs. Crano & Brewer (2008) stated that the Likert's model proves not only more efficient in terms of time and resource expenditure, but also more effective in developing scales of high reliability (in terms of both internal consistency and temporal stability) (p.286) .The correlation measurement adopted a "one tail" approach due to the statement of the hypotheses. Finally, at the multivariate level, the researcher made consideration of measurement of more than two variables at once as was the case in the Regression analysis.

3.11 Ethical Considerations

It suffices to mention, research is a professional practice, process and event. It thus has a code that governs the conduct of practitioners. The American Psychological Association (APA) (2010) highlighted that:

> …research is committed to increasing scientific and professional knowledge of
> behavior and people's understanding of themselves and others and to the use of such
> knowledge to improve the condition of individuals, organizations, and society. It
> should thus respect and protect civil and human rights and the central importance of
> freedom of inquiry and expression in research, teaching, and even publication (p.4).

The researcher tried to ensure professionalism, scientific objectivity and that none of the respondents suffered from any adverse consequences as a result of the study. To this the researcher carefully observed the following during the course of the study:

i. Compliance with UTAMU graduate research guidelines and constantly seeking the guidance of the supervisor;

ii. Explaining the purpose and objectives of the study to each respondent before each interview and as was detailed in the introduction section of the questionnaire;

iii. Stating to all interviewees the estimated time that the interview would likely take and always sought respondents' individual voluntary consent to participate in the study by providing answers to the questions; encouraged respondents to feel free as well as not coerced to participate in the study;

iv. Ensuring that the self–esteem and self–respect of respondents would not in any way be threatened and or violated;

v. Observing and respecting the privacy of respondents and as such did not ask any questions that would otherwise seem to solicit any sensitive personal information about them;

vi. Assuring respondents that they were free to choose dropping off the study at any stage of the process they would feel like;

vii. Respecting them as well as their work schedules thus ensuring that appointments would be fixed for the times that they would individually feel appropriate;

viii. Guaranteeing confidentiality through the application of the "passing" technique which ensured that no respondent's name was required to be noted anywhere on the questionnaire or during any interview or require any of them to overtly identify themselves;

ix. Explicitly pointing it out to all respondents that there would be no monetary compensation for participating in the study but highlighted that their ideas and thoughts would contribute

to more knowledge and understanding on ECD and OL as well committing that the final results of the study would be shared with all that wished to.

x. At the beginning of each interview, the researcher would always point out that he would be recording and taking some notes. This enabled proving an environment that created and maintained trust and mutual relationship between the researcher and the respondents.

xi. Finally, in line with research objectivity, and concern for the truth in knowledge generation, the researcher ensured sticking to and presenting the true findings of the study the way they came out as well as acknowledging all authorities whose literature was used and referred in which the researcher used the 6th version of the APA Guidelines on citation.

3.12 Summary of the Chapter

This chapter has made effort to detailed the research plan and process that was followed in the execution of the study. Overall, it has detailed selected approaches, methods and tools as well as their practical application in the process by defining and as well justifying them. It has mainly presented the practicality of cross-sectional surveys combined with mixed methods in which the cross-sectional survey design which was used as well as the application of both qualitative and quantitative methods and procedures in the study have been well detailed.

CHAPTER FOUR

PRESENTATION, ANALYSIS AND INTERPRETATION OF FINDINGS

4.1 Introduction

Ahuja (2005) defined analysis and interpretation as the ordering of data into constituent parts with the objective of attaining answers to research questions while interpretation is to explain and find meaning (p.315). Kothari (2004) pointed out that research refers to the systematic method consisting involves

> "Collecting the fact or data; Analyzing the facts and; Reaching certain conclusions
> either in the form of solutions towards the concerned problem or generalization for
> certain theoretical formulations" (p.1).

In this chapter is a presentation, the analysis as well as interpretation of findings of the study. The details include the response rate and results on background characteristics of the respondents and the empirical which are all made in the form of descriptive, correlation, regression and qualitative results. The presentation employs mixed methods. The researcher also used graphic illustrations - tables, figures and graphs all are presented following the research objectives, question and hypotheses.

4.2 Response Rate

In survey research, response rate refers to the percentage of those selected in a sample that actually provides data for analysis and is usually expressed in the form of a percentage. Response rate has been defined as the number of respondents divided by the number of eligible subjects in the sample. Response rates are an important indicator of survey research success as well as a methodological concern (Florich , 2002, p.53), one of the yardsticks for judging successful survey research (p.56) and are critical to usefulness of data (Northrop & Arsneault, 2008, p.231).

An array of approaches to calculating response rates exists but Mitchell (1989) argued, with documentation from others, that the survey response rate should be calculated as the number of

returned questionnaires divided by the total sample who were sent the survey initially. He argues that this calculation only determines the questionnaire's success in inducing respondents to return the survey, and masks a potential large sample selection bias for the instrument.

More still, research methodology literature presents a cornucopia of minimum response rates: 70 percent (Mugenda & Mugenda, 2003), 60 percent (Babbie, 1990; Ahuja, 2005), and two thirds (Amin, 2005) are examples. There is no agreed-upon standard for acceptable response rates (Majumdar, 2008, p.250) but the higher the response rate the credibility of the statistics about the characteristics of the population as a whole (Fowler, 2002) but "response rates between 70 and 85 percent are considered very good" (Northrop & Arsneault, 2008, p.231).

The study targeted eighty (80) sampled respondents that included twelve (12) interview requests and sixty eight (68) questionnaires distributed. Nine (9) interviews were granted and fifty eight (58) questionnaires were returned making a response rate of 83.8 percent. More still, thirteen (13) out of the fifty four (54) questionnaires making 91.3 per cent were usable while four (making 6.9 per cent) were deemed not usable by the researcher having not been filled to satisfactory level. This provided an overall usable response rate of sixty two (62) making 83.8 percent as detailed in the table below.

Table 4.1: Response rate

SN	Category	Proposal		Sampling procedure	Actual response	Usable response
		Population	Sample			
1	Executive committee members	25	24	Random Sampling	16	13
2	Technical Planning Committee members	50	44	Random sampling	42	41
3	Officials from the Ministry of Local Government department for Urban Councils	6	3	Purposive	2	2
4	Officials from the Prime Minister's Office department for Monitoring and evaluation	6	3	Commissioner and two other officers	2	2
5	Officials from the Civil Service College Uganda	14	6	Purposive	5	4
	Totals	101	80		67 (83.8%)	62 (92.5%)

Source: Staff lists at OPM, CSCU, MoLG, Municipal LGs and Field data 2016.

Contextualized in terms of Krejcie & Morgan's (1970) sampling table, this was representative sample enough and given the recommended minimum response rates in the literature reviewed, the response rate was very good and thus granted the continuation to make analysis for the study. Such a high response rate indicated the relevance and importance attached to the study not only by the researcher but respondents too as it was concerned with what they were practically experiencing at the time of the study. It was also attributed to the use of personal touch that involved advance contacts, introduction letters and brief introductions about the study coupled with a number of reminders, which the researcher made through telephone calls, telephone short messages as well as e-mails done in seven days intervals which was done for five weeks. Northrop & Arsneault (2008) averred that follow ups are a major technique to ensure high response rates (p.234) which indeed, in this study worked out positively. It was also due to the use of mixed methods in the study. Majumdar (2008) for example asserted that the method of mixing models helps to access those people that cannot be reached by a single mode (p.250).

Additionally, the rigorous process through which data collection instruments were developed and finally presented which enabled them to be clear and user friendly in wording and layout, thus easy to respond to.

The category with the highest non response was Municipal executive committee members whose attention towards the study was diverted due to the timing of the study that coincided with the electioneering season where Uganda was preparing for the political party election primaries and nomination for political offices whose general elections were due in February – March 2016.

4.3   Background Characteristics of Respondents

Following is a presentation of the characteristics of the respondents:

4.3.1   Respondents' period of service

The study was conducted on a sample of sixty two (62)respondents with seventeen (27.4 percent) having been in the Local Government system as far back as before the year 2001 and three (4.8 per cent) having been with the Local Government system starting the year 2011 as detailed in table 4.2 below.

Table 4.2: Respondents' period of service in the Local Government system

Period	Frequency	Percent
2011 to date	3	4.8
2006 to 2010	19	30.6
2001 to 2005	23	37.1
Before 2001	17	27.4
Total	62	100.0

The findings in the table above implied that all respondents had spent a considerably good time in the LG system and had practical experience that would enabled provide information that was meaningful for the study thus increasing validity and reliability for the study.

4.3.2 Respondents' sex

The study enrolled twenty six females making 42.6 percent and thirty five males making 57.4 percent of the respondents as presented in the figure below.
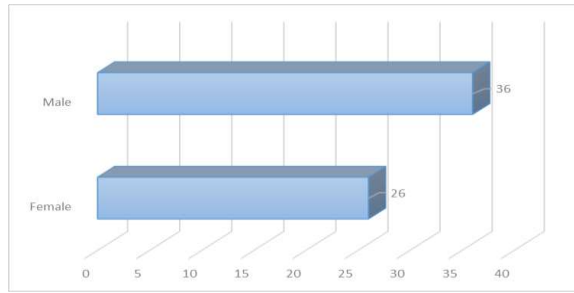
Figure 4.1: Respondents' sex. *Source: Field data 2016*

The above findings implied there are more males than females who directly participate in the ECD activities and probably all LG operations. However, despite being less, the number of females was in compliance with the stipulated minimum of thirty percent representation in LG leadership by the legal framework.

4.3.3   Respondents' age group

The respondents were distributed across various age groups as shown in the following table.

Table 4.3: Respondents' age distribution

Age group	Frequency	Percent	Cumulative Percent
29 years and below	8	12.9	12.9
30 to 39 years	15	24.2	37.1
40 to 49 years	24	38.7	75.8
50 to 59 years	12	19.4	95.2
Non Response	3	4.8	100
Total	62	100	

Source: Field data 2016.

From the table above, thirty nine (62.9 per cent) were at least 40 years of age and eight (12.9 percent) respondents were aged 29 years and below but three respondents (making 4.8 percent) did not disclose their age groups one whom was an appointed official and two were elected officials. Based on the 90.7 percent who provided responses to the question and the fact that at least 95.2 percent of them had been in the LG system before the year 2011, it implied that all respondents were adults with practical experience and would thus provide trustable and

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dependable data and information for the study. This beefed up validity and reliability for the study.

4.3.4 Respondents' highest level of education

The study was conducted on respondents whose levels of education were generally high and acceptable in the context of the environment of Local Governments in Uganda. The details of the respondents' education levels captured were for questionnaire respondents and are detailed in figure 4.2 below.
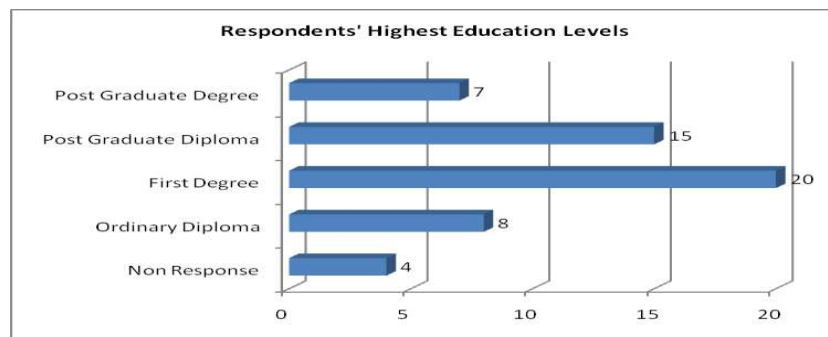
Figure 4.2: Respondents highest levels of education*. N=54. Source: Field data 2016.*

Figure 4.2 above shows that forty two respondents making 67.7 per cent had acquired at least a Bachelor's degree while eight making 12.9 per cent had acquired ordinary diploma. Four respondents making 6.5 per cent did not disclose their respective highest level of formal education to the researcher. The findings above implied that respondents had acquired acceptable literacy and numeracy competence that made them suitable participants for the study. It meant all participants would read and understand the questions and as well interpret situations and experiences which enlisted valuable data and information for the study.

4.4   Empirical Results on ECD and Organisational Learning

The purpose of the study was to establish how Evaluation Capacity Development (ECD) affects Organisational Learning (OL) in Municipal LGs in Uganda. This was further split into three objectives according to which the findings are presented in the following sections.

4.4.1 The effect of ECD designing on Organisational Learning in Municipal Local Governments

The first objective of the study was to determine the relationship between designing of evaluation capacity development and organisational learning in Municipal LGs in Uganda.

4.4.1.1 Descriptive results on ECD designing and Organisational Learning

The study conceptualised that ECD designing had three key elements: Participants characteristics identification, resources availability and, change theorisation.

4.4.1.1.1 Participants characteristics identification

Under this, the researcher chose three key indicators whose concern were to establish if there were uniformed approaches to designing ECD and if the designing of ECD considered identified factors for poor performance in evaluation. The results were as in the table 4.4 following.

Table 4.4: Descriptive statistics for participants' characteristic identification

	SDA	DA	NS	A	SA	Mean	St. Dev
ECD initiatives in respondents Municipal Councils are similar in design to those of other Municipal Councils in Uganda	3	12	14	20	5	3.50	1.129
Past ECD initiatives considered factors that are responsible for any poor performance in my Municipal Council with regard to evaluation	6	6	7	25	10	3.50	1.240
Past ECD initiatives in my Municipal Council have rightly identified correct participants for the process	3	13	14	20	5	3.22	1.076
N=54, Mean of means = 3.4							

Source: Field data 2016. Key: SDA=Strongly Disagree, DA=Disagree, NS=Not Sure, A=Agree and SA=Strongly Agree.

The findings above showed that twenty five (46.3 percent) respondents held the opinion that ECD activities in their LGs were similar to those of other LGs, thirty five (64.8 percent) respondents held the opinion that ECD initiatives in their Municipals had considered factors that are responsible for any poor performance while only twenty five (46.3 percent) held the opinion that ECD initiatives in their Municipal LGs had rightly identified correct participants of the ECD initiatives. The reported Standard Deviation figures show that responses were not widely divergent from the mean. The mean of means under this aspect was 3.4 which tended towards

"Not Sure" on the Likert Scale. The findings implied that the Municipal LGs did not have well defined and uniform approaches to designing ECD initiatives with which, most were not satisfied.

4.4.1.1.2 *Resource availability*

In this respect, the researcher posed four key indicators for the allocation of adequate resources for ECD in municipal LGs. The results are as presented in table 4.5 following.

Table 4.5: Descriptive statistics for resource availability

Indicator	SDA	DA	NS	A	SA	Mean	St. Dev
There has always been adequate financial resources provision for ECD in my Municipal Council	8	16	14	14	2	2.74	1.119
There has always been adequate time provision for ECD in my Municipal Council	3	17	16	16	2	2.94	.998
My Municipal Council has well trained personnel to help us in developing capacity for evaluation	5	9	16	17	7	3.22	1.160
My Municipal Council has adequate personnel to help us in developing capacity for evaluation	8	14	14	12	6	2.89	1.239
N=54, Mean of means = 3.0							

Source: Field data 2016. Key: SDA=Strongly Disagree, DA=Disagree, Not Sure, A=Agree and SA=Strongly Agree.

The results in table 4.5 above showed that generally, respondents did not feel that Municipal LGs had in place and actually allocated adequate resources to ECD (mean of means was 3.0) which was the "Not Sure" option on the Likert Scale) while the Standard Deviation figures showed that responses were not widely divergent from the mean.   Only sixteen (29.6 percent) agreed with the opinion that there was adequate provision of financial resources to ECD, eighteen (33.3 percent) agreed with the opinion that there was adequate time allocated for ECD and twenty four (44.4 percent) agreed with the opinion that Municipal LGs had well trained personnel in developing capacity for evaluation while eighteen (33.3 percent) agreed with the opinion that Municipal LGs had adequate numbers of personnel to assist with developing capacity for evaluation.

Additionally, there were marked differences in opinions on provision of financial resources for ECD in old municipal LGs compared with new municipal LGs while there were were no major

differences in opinions on if there was adequate allocation of time to ECD in old municipal LGs compared with new municipal LGs as shown in the table below.

Table 4.6. Cross tabulation Category of municipal – Adequacy of resource provision for ECD

Category of Municipal LG	a). Opinion of adequacy of financial resources for ECD				b). Opinion in adequacy of time provision for ECD			
	DA	NS	A	Total	DA	NS	A	Total
Before 2006	15(50%)	8(28.6%)	6(21.4%)	28	13(44.4%)	6(21.4%)	9(32.1%)	28
2006	10(38.5%)	6(23.1%)	10(38.5%)	26	7(26.9)	10(38.5%)	9(34.6%)	26
N=54					N=54			

Source: Field data 2016. Key: DA=Disagree, Not Sure and A=Agree

From the table above, there were more respondents in the new municipal LGs who agreed that provision for financial resources for ECD was adequate (10 making 38.5 percent) than those in old municipal LGs (6 making 21.4 percent) while 9 (making 32.1 per cent) and 9 (making 34.6 per cent) respondents in the old and new municipal LGs respectively held the opinion that their LGs had allocated adequate time to ECD.

Participants were further asked if in their Municipal LGs had made efforts to utilize the existing internal personnel with a mix of knowledge and skills to develop evaluation capacity. The results were as displayed in figure 4.3 below.
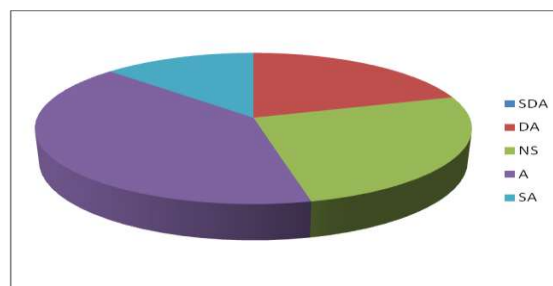
Figure 4.3: Responses to if Councils had taken advantage of and used the existing multiple disciplines and skills. Source: Field data 2016. N=54. Key: SDA=Strongly Disagree, DA=Disagree, Not Sure, A=Agree and SA=Strongly Agree.

From figure 4.3 above, it was observed that Municipal LGs had made fair effort to take advantage of and utilize the internal capacity they had for ECD as the mean of responses was 3.5 on the Likert Scale of 1 to 5 with twenty nine (53.7 percent) of respondents having such opinion.

The results implied that Municipal LGs did not have adequate resources in the form of finances (mean=2.74) as well as time (mean=2.94) and they also had inadequate personnel (mean=2.89) let alone not even being well trained in helping to develop evaluation capacity (mean=3.22).

4.4.1.1.3   *Change theorisation*

The study further conceptualised that for ECD to be successful, the process leaders and facilitators had to clearly let participants know the envisaged positive change in doing so. To measure this, the study set out two important questions on the questionnaire whose results are as in the figure below.
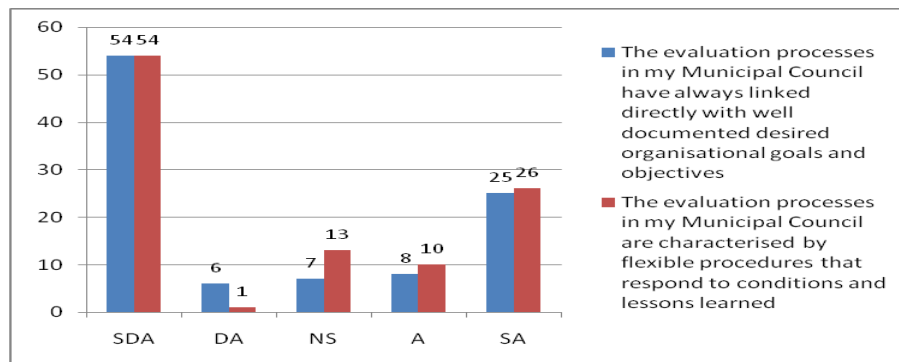
Figure 4.4: Descriptive results on Change theorisation
Source: Field data 2016.   N=54, Mean of means = 3.4. Key: SDA=Strongly Disagree, DA=Disagree, Not Sure, A=Agree and SA=Strongly Agree.

The results in the figure above indicated that slightly more than half of respondents agreed with the statements of the indicators there in as thirty three (61.1 percent) respondents held the opinion that evaluation processes in Municipal LGs linked directly with well documented desired organisational goals and objectives and thirty (55.6 percent) respondents held the opinion that the evaluation processes in their Municipal LGs had flexible procedures that enabled responding to changing conditions and considered lessons learned in the process.

The findings above implied there were rigidities in the evaluation process and as such Municipal LGs could not effectively respond to changing conditions thus generally, ECD designing was less influenced by theorisation of envisaged positive changed for ECD. It also implied that a

significant portion of ECD missed the critical aspect of directly linking to the Municipal LGs strategic directions.

4.4.1.2   Qualitative results on ECD designing and Organisational Learning

The document review revealed that Government of Uganda (GoU) has committed to strengthening ECD as one of the lessons out of the First National Development Plan mentioning that "… strengthening evaluation capacities to be based on a comprehensive capacity needs assessment and aiming at building a critical mass of public servants to undertake monitoring and evaluation for an effective public investment management" (Uganda, 2015, p. 243). However, the major actual contribution to ECD designing was done by the Ministry of Local Government through the publication of a standard generic training module for Local Governments that was titled Project Monitoring and Evaluation. The Ministry had also made efforts to train teams of technical staff in select Local governments which were named resource pools but this had been done only in the Municipal LGs that were established before the year 2006. Only Mukono Municipal LG had evidence of a training report on the module which it had done in 2013 on the decentralized training funds.

Another recorded contribution to ECD was by Civil Service College Uganda. During an interview, one of the key informants commented that:

> "Civil Service College Uganda is charged with playing an enabling and supportive role through equipping public officers with knowledge and skills through training programs. Civil Service College has designed programs and trained public officers in the use of Results Oriented Management as a performance tool which contributes to developing capacity in monitoring and evaluation. The target however has not been Municipal Local Government specific but the entire public service".

It suffices to note however that the efforts have faced some challenges a key informant pointed out that:

"Civil Service College Uganda developed a training manual for Public Service Monitoring and Evaluation during the third and fourth quarter of the Financial Year 2014/15 but has not realized funding for rolling this out to all public sector agencies including Local Governments".

The above findings implied that Municipal LGs mainly depended on a standardized training module for evaluation and would likely not have benefited since Municipal LGs may not have the same ECD needs.

A review of documents also acknowledged the inadequate personnel in LGs generally. The Second National Development Plan for instance states that the general LG staffing level is at 56 percent for the districts and 57 percent for the Municipal LGs – a state that has further constrained service delivery (Uganda, 2015, p.84).

Lack of sufficient funding for ECD was also acknowledged:

"During the NDPII, evaluation capacity will be strengthened for both public and private actors at all levels… … [LGs] will be required to allocate more funds to monitoring and evaluation departments to enable them deploy adequate human, material and financial resources for quality and useful monitoring and evaluation" (Uganda, 2015, p.255).

Additionally, te study established the challenge of insufficient funding for evaluation capacity development. A key informant during an interview specifically mentioned that:

"…there is lack of [adequate] capacity development funding. At the same time, in the past, the importance of evaluation has not been deliberately emphasised until very recently when outcome budgeting is being introduced and the growth in the need to assess the impact of government programs".

The Uganda Public Service Transformation Paper (2011) states that LGs have a challenge of inadequate funding (p.25) further stating that for decentralization to achieve its objectives, there has to be a re-conceptualisation of decentralisation. It states that:

"….despite the enactment of the decentralization policy in 1992, and the eventual devolution of … functions from central to Local Governments, there still remains a gap

between service provision and local needs. This gap is gap is created by lack of adequate funding at the local level" (p.25).

It was also observed that the Office of the Prime Minister through the department for monitoring and evaluation designs and provides LGs with trainings to enhance capacity for evaluation. This had however majorly benefitted technical officers and head not targeted the appointed officials. A key interview respondent at that office pointed out:

"… we have in the past provided to Local Government officers from both municipalities. The most recent having been "Indicator Profiling and Target setting for Planners".

The respondent went ahead to mention the challenges faced in ECD designing which mainly pointed out agreement with the challenge of inadequate resources for ECD in municipal LGS and specifically mentioned that:

"The municipal LGs and all LGs general do not have clearly designated officers for Monitoring and Evaluation. We have observed that each LG chooses individuals as they please and there is lack of consistence which affects the performance of the LGs depending on the strengths or weaknesses of different individuals… …There is also a challenge of no budget allocations for ECD activities in all the LGs [including municipal LGs]. Additionally there is an issue of staff turnover. In many LGs [including municipal LGs]" a number of staff that gain capacity keep leaving for other places and the overall capacity this drops.

The above statements agreed with the descriptive findings on ECD designing which mentioned inadequate resource availability.   This would negatively affect organisational learning.

4.4.1.3   The Relationship between ECD designing and Organisational Learning

The study sought to establish if there was a correlation between ECD designing and Organisational Learning. To this, the study was guided by the first hypothesis as follows:

$H_{OI} =$ *There is no strong positive relationship between designing of Evaluation Capacity Development and Organisational Learning in the Municipal Local Governments of Uganda.*

$H_{A1} =$ *There is a strong positive relationship between designing of Evaluation Capacity Development and Organisational Learning in the Municipal Local Governments of Uganda.*

The researcher applied Spearman's Correlation and the results were as in the following table.

Table 4.7: Correlation results for ECD designing and Organisational Learning

			DSGComb	OLComb
Spearman's rho	DSGComb	Correlation Coefficient	1.000	.557[**]
		Sig. (1-tailed)	.	.000
		N	54	54

**. Correlation is significant at the 0.01 level (1-tailed).

Source: Field data 2016. Key: *DSGComb = Computed variable (ECD Designing) and; OLComb = Computed variable (Organisational learning).*

The findings in the table above showed a strong positive correlation between ECD designing and OL (rho=0.557) that was statistically significant (sig =0.000) based on a set of data from 54 respondents (N). This implied that a unit improvement in the conditions for designing of ECD would result into a bigger unit improvement in OL in Municipal LGs in Uganda. Consequently, the null hypothesis (H_{O1}) was rejected and the alternative hypothesis (H_{A1}) was accepted.

4.4.2 The effect of ECD implementation on Organisational Learning in Municipal Local Governments

The second objective of the study was to assess the effect of implementation of ECD on Organisational Learning in the Municipal Local Governments of Uganda. The results to this regard are presented following.

4.4.2.1 Descriptive results on ECD implementation and Organisational Learning

The study conceptualised that ECD designing had three key elements: training, individualised assistance and follow-up linkages which were measured using a five point Likert Scale on the questionnaire used in the study.

4.4.2.1.1   *Training*

Participants were requested to state if they were aware of any training on evaluation to have been organised by their Municipal LGs in the period 2006 to 2015. Only forty eight (48) of the questionnaire respondents answered this and the findings were as in the table below.

Table 4.8: Responses to "My Municipal LG has ever organised training on evaluation in the period 2006 to date".

Response	Frequency	Percent
YES	24	44.4
NOT SURE	8	14.8
NO	15	27.8
NON RESPONSE	7	13.0
TOTAL	54	100

Source: Field Data, 2016

The findings revealed that less than half (24 making 44.4 percent) of respondents stated their Municipal LG had organised a training on evaluation in the previous ten years and fifteen (making 27.8 percent) were sure no training had been organized in the period under consideration. Participants were further asked if they had ever attended training on evaluation organised by any other entity in the period 2006 to date. Again forty eight (48) respondent to this findings of which are presented in the following table.

Table 4.9: Responses to "I have ever attended training on evaluation organised by an entity other than my Municipal LG in the period 2006 to date".

	Frequency	Percent	Cumulative Percent
YES	15	25.0	25.0
NO	32	60.4	85.4
Non Response	7	14.6	100.0
Total	54	100.0	

Source: Field data 2016

The details in the above table show that only a quarter of the respondents had attended training elsewhere in the period 2006 to date.

The above findings implied that despite available training opportunities, few technical staff and elected officials of Municipal LGs had actually attended training on evaluation which consequently implied low levels of evaluation knowledge and skills in the Municipal LGs.

4.4.2.1.2   *Individualised assistance*

The study sought to establish if there had been individualised assistance to ECD training participants further to the training received. To this three indicators were used and three questions were asked whose results are as in the table below.

Table 4.10: Results on individualised assistance

Indicator	SDA	DA	NS	A	SA	Mean	St. Dev
The persons that received training in evaluation received further support by the trainers even after the training	8	13	20	11	2	2.74	1.067
The persons that received training in evaluation have made personal efforts to learn more about evaluation	5	17	16	14	2	2.83	1.042
My Municipal Council has made efforts to ensure those trained in the past go for even further training in evaluation	1	17	21	8	1	2.61	.960
N=54, Men of means = 2.7							

Source: Field data 2016. Key: SDA=Strongly Disagree, DA=Disagree, Not Sure, A=Agree and SA=Strongly Agree.

The findings in the table above revealed there were little efforts made in helping to further improve the capacity of members that had received any training in evaluation (mean of means = 2.7 while Standard Deviation figures show that responses were not widely divergent from the mean). Only thirteen (24.1 percent) agreed that people had received further support after the training, sixteen (29.6 percent) agreed that person trained in the past had taken personal initiative to learn more on evaluation while nine (16.6 percent) agreed that their Municipal LGs had made efforts to ensure more training for those trained in the past. This implied little effort had been made to provide assistance further to the training in evaluation and organisational learning.

4.4.2.1.3   *Follow-up linkages*

The study used two key questions to ascertain if there were efforts of making linkages for follow-up of participants in the ECD initiatives. The results were as detailed in figure 4.5 below.
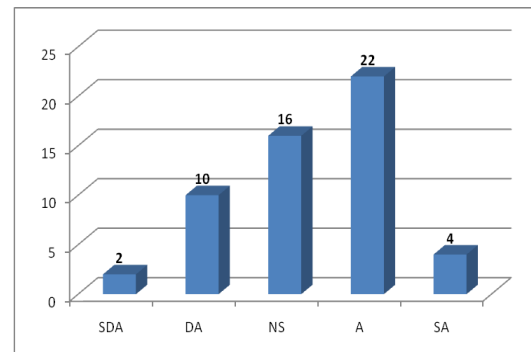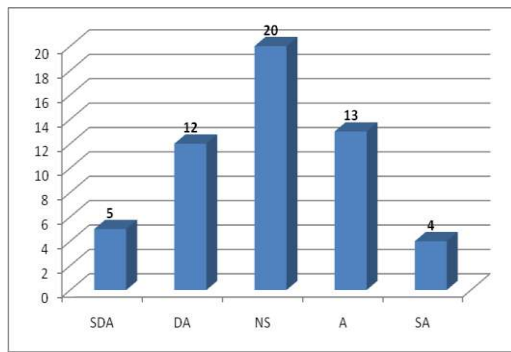
Responses to *"There have been efforts to establish how what is learned by participants of evaluation training is applied"*. N=54, Mean = 2.98

Responses to *"The follow-up of participants of training in evaluation contributes to learning in the organization"*. N=54, Mean = 3.30

Figure 4.5: Descriptive statistics for follow-up linkages. *Source: Field data 2016. Key: SDA=Strongly Disagree, DA=Disagree, Not Sure, A=Agree and SA=Strongly Agree.*

The figure above shows there were few respondents (only seventeen making 31.5 percent) who held the opinion that there had been efforts to establish how what was learned by participants of training in evaluation was applied and almost half (24 making 48.1 percent) held the opinion that follow-up of participants of training in evaluation contributed to learning in the municipal LGs. This implied the attitude towards evaluation and developing capacity for evaluation was not sufficiently supportive.

4.4.2.2 Qualitative results on ECD implementation and Organisational Learning

All key informants were not fully satisfied with the processes of implementing ECD in the Municipal LGs. It was established that this was because the process was not fully leading to OL in the Municipals. One key informant particularly mentioned:

"There seems to be a comprehensive mechanism to provide standardized targets and indicators… Implementation is largely dictated by … …standards and demands of the sponsors of the various programmes in Municipal Local Governments".

This also reechoed an earlier concern of inadequate provision of financial resources towards ECD and the little there is, is according to the conditions of specific programme sponsors in the LGs. By following strict conditions, officials in municipal LGs are likely to do any evaluation related

activity majorly on assumption that it is meant to provide accountability to the external sponsors and are likely to miss out the learning aspect from evaluation.

4.4.2.3   The Relationship between ECD implementation and Organisational Learning

The study sought to establish the correlation between implementation of Evaluation Capacity Development and Organisational Learning in the Municipal Local Governments of Uganda. To this, the study was guided by the second hypothesis as follows:

H_{O2} = *There is no strong positive relationship between implementation of Evaluation Capacity Development and Organisational Learning in the Municipal Local Governments of Uganda.*

H_{A2} = *There is a strong positive relationship between implementation of Evaluation Capacity Development and Organisational Learning in the Municipal Local Governments of Uganda.*

The researcher applied Spearman's Correlation and the results were as in the following table.

Table 4.11: Correlation results for ECD Implementation and Organisational Learning

Correlations				IMComb	OLComb
Spearman's rho	IMComb	Correlation Coefficient		1.000	.044
		Sig. (1-tailed)		.	.752
		N		54	54

Source: Field data 2016. Key: *DSGComb = IMComb = computed variable (ECD Implementation); OLComb = Computed variable (Organisational learning).*

Source: Field data 2016.

The correlation results in the table above indicated a weak positive correlation between ECD implementation and OL (rho=0.044) that was not statistically significant (Sig = 0.752) based on a set of data from 54 respondents (N). This implied that a unit improvement in the conditions for implementation of ECD would result into a smaller unit improvement in OL in Municipal LGs in Uganda. Consequently, the null hypothesis (H_{O2}) was accepted and the alternative hypothesis (H_{A2}) was rejected.

4.4.3   The effect of ECD evaluation on Organisational Learning in the Municipal Local Governments

The third objective of the study was to establish the relationship between evaluation of ECD and Organisational Learning in the Municipal Local Governments of Uganda. The results are presented following:

4.4.3.1   Descriptive results on ECD evaluation and Organisational Learning

The study conceptualised that evaluation of ECD had two key elements namely: systems thinking and client satisfaction.

4.4.3.1.1   Systems thinking

Under this aspect, three indicators were adopted for which three key questions were asked to which respondents provided answer as detailed in table 4.11 below.

Table 4.12: Descriptive statistics for systems thinking

Indicator	SDA	DA	NS	A	SA	Mean	St. Dev
There is evaluation of ECD efforts in my Municipal Council	2	12	14	23	3	3.24	.989
Officials that participated in training on evaluation have helped to ensure that evaluation is institutionalized in Municipal operations	2	11	23	13	5	3.15	.979
Past ECD activities have been strict and systematic on who to include and exclude	3	8	19	21	3	3.24	.970
N=54, mean of means = 3.2							

Source: Field data 2016. Key: SDA=Strongly Disagree, DA=Disagree, Not Sure, A=Agree and SA=Strongly Agree.

The findings in the table above revealed poor appreciation of systems thinking in the Municipal LGs (mean of means = 3.2 while Standard Deviation figures show that responses were not so widely divergent from the mean). Only twenty six (48.2 percent) agreeing to the opinion question that there was evaluation of ECD initiatives in the Municipal s, only eighteen (33.3 percent) agreed with the opinion that those who participated in training on evaluation have helped to ensure that evaluation is institutionalized in Municipal operations and only twenty four (44.4 percent) agreed that there had been systematic selection of those to participate in the ECD

initiatives in the Municipal s. This implied poor approaches to ECD in the Municipal s and this had negative effect on Organisational Learning.

4.4.3.1.2   *Client satisfaction*

With regard to client satisfaction, the study considered two indicators for which two key questions which aimed at ascertaining if the stakeholders had found the ECD initiatives in their Municipals useful were posed. The details are presented in table 4.12 below.

Table 4.13: Descriptive statistics for Client satisfaction

Indicator	SDA	DA	NS	A	SA	Mean	St. Dev
There have always been follow up to establish if participants found the training on evaluation useful to them as individuals	5	6	18	19	5	3.20	1.122
There have always been follow up to establish if the top Municipal leadership found the training on evaluation useful to the Municipal as a whole	5	11	17	16	4	3.06	1.089
N=53, Mean of means = 3.13							

Source: Field data 2016. Key: SDA=Strongly Disagree, DA=Disagree, Not Sure, A=Agree and SA=Strongly Agree.

The results in the table above indicated a low level of respondents' satisfaction with evaluation of ECD (mean of means = 3.13 while Standard Deviation results show minimal diversion of responses from the mean) as only twenty one (39.6 percent) respondents held the opinion that there was follow-up to establish if ECD participants had found the trainings useful and only twenty (37.0 percent) agreed with the opinion that the Municipal leadership had followed-up to establish if the training on evaluation useful.

There were marked differences in responses from old municipal LGs as opposed to new municipal LGs to the question on whether municipal LGs had always made follow up to establish if the top Municipal leadership found the training on evaluation useful to the Municipal as a whole as detailed in the bale following.

Table 4.14: Cross tabulation Category of municipal – follow up to establish if the top Municipal leadership found the training on evaluation useful to Municipal LGs as wholes

Category of Municipal LG	Responses to whether municipal LGs had always made follow up to establish if the top Municipal leadership found the training on evaluation useful to the Municipal as a whole			
	DA	NS	A	Total
Before 2006	15(50%)	8(28.6%)	6(21.4%)	28
2006	10(38.5%)	6(23.1%)	10(38.5%)	26
N=54				

Source: Field data 2016. Key: DA=Disagree, Not Sure, A=Agree

From the table above, it was evident that more respondents in the new municipal LGs (10 making 38.5 percent) held the opinion that municipal LGs had always made follow up to establish if the top Municipal leadership found the training on evaluation useful to the Municipal LGs as wholes as a whole compared to 6 (21.4 per cent) in old municipal LGs.

4.4.3.2   Qualitative results on ECD evaluation and Organisational Learning

The document review revealed that evaluation capacity gaps were not an exclusivity for LGs per se. Uganda, (2015) for example pointed out evaluation capacity gaps exist at numerous levels – Parliament, National Planning Authority, Office of the Prime Minister, NGO Forum, Umbrella CSCOs, the Ministry of Local Government, other Ministries, Departments and Agencies and it happens in the form on lack of adequate office space, equipment, financial resources and skills (p.255).

In its policy paper on the transformation of the Uganda public service (2011), GoU recognizes the operation of the public service – that municipal LGs are part of - as a system that specially needs ECD. It points out that the public service is charged with the prime responsibility of delivering services to the citizens in a manner that places emphasis on timeliness and quality (p.19). It hastens to observe though that this has not been realised due to a combination of reasons that include: inflexible procedures, long and manual processes (p.20) as well as long and weak

linkages in planning and implementation of government interventions (p.21) among several. The transformation paper specifically states:

"… there is a general lack of understanding of the public service delivery chain. Institutions are implementing government programmes as standalone, but there is also lack of collaboration in planning between ministries, departments and Local Governments. There is limited sharing of experiences between [the institutions] that are involved in service delivery due to weak inter and intra sectoral linkages. This is exacerbated by spatial location where [institutions] are scattered.

As a result of poor inter-sectoral linkages and understanding the working of the service delivery value chain … …[which] may not translate into the required impact to service delivery" (p.22).

Findings from the key informant interviews showed lack of satisfaction with the processes of evaluation of ECD in the Municipal LGs as all key informants confirmed so.

The major reason cited for such a situation was the inadequate provision of resources which impacted on little if all provisions for evaluation of not only ECD but all capacity development activities. One key informant stated that:

"Government had always provided some resources for capacity development but the resource envelop is too small that in all cases, LG Councils have not allocated resources for evaluation of all capacity development activities in the recent past".

The other reason observed was the low appreciation of the importance of evaluation. Another key informant mentioned that:

"… most key stakeholders have bot fully realized that evaluation can help in contributing to performance improvement. Some look at it as a fault finding exercise and would thus at all times like to sideline it. Consequently, the LGs miss on the good side of designing and implementing interventions for developing capacity for evaluation".

Another reason cited was the staff turnover which was reported to be affecting ECD. One key informant stated:

> "Efforts have been made to [develop] capacity in all aspects but one key challenge is that over the years a big part of personnel into which this training has been invested had moved on either to the central government ministries, departments and agencies or even the Non-governmental sector. Upon being trained, they become more i9n demand by other organisations and [LGs] lose out".

A key informant at the Office of the Prime Minister also alluded to the challenge of the generally poor appreciation of the concepts and practices of monitoring and evaluation including ECD. The respondent mentioned:

> "… we still have a big challenge of limited appreciation of the understanding and practicalities of evaluation at the LG level. In the majority of LGs [including municipal LGs] matter of evaluation are not taken with the seriousness they deserve and thus do not get prioritised.   As such, the capacity for evaluation is stifled, lessons are not shared, and consequently, learning becomes limited. ECD must be seen as a priority".

It was however also noted that there was no well developed system to assess the contribution of ECD to the three levels of learning. A key informant at the Office specifically mentioned:

> "At the moment, the OPM only relies on the quality of reports produced and submitted by institutions to gauge the impact of the ECD initiatives".

This was further curtailed by the fact that even when the CSCU had developed training material on M&E, they had faced a problem of lack of funding to roll out the materials to the whole civil service.

4.4.3.3   The Relationship between ECD evaluation and Organisational Learning

The study sought to establish the correlation between implementation of Evaluation Capacity Development and Organisational Learning in the Municipal LGs in Uganda. To this, the study was guided by the third hypothesis as follows:

H_{O3} =   *There is no strong positive relationship between evaluation of Evaluation Capacity Development and Organisational Learning in the Municipal Local Governments of Uganda.*

H_{A3} =   *There is a strong positive relationship between evaluation of Evaluation Capacity Development and Organisational Learning in the Municipal Local Governments of Uganda.*

The researcher applied Spearman's Correlation and the results were as in the following table.

Table 4.15: Results of Correlation of Evaluation of ECD an Organisational Learning

Correlations			EVComb	OLComb
Spearman's rho	EVComb	Correlation Coefficient	1.000	.622[**]
		Sig. (1-tailed)	.	.000
		N	54	54

**. Correlation is significant at the 0.01 level (1-tailed).

Source: Field data 2016. Key: EVComb = Computed variable (ECD Evaluation), and; OLComb = Computed variable (Organisational learning).

From the table above, the study established a strong positive correlation between ECD evaluation and OL (rho=0.622) that was statistically significant (Sig = 0.000) based on a set of data from 54 respondents (N). This implied that a unit improvement in the conditions for evaluation of ECD would result into a bigger unit improvement in OL in Municipal LGs in Uganda. Consequently, the null hypothesis (H_{O3}) was rejected and the alternative hypothesis (H_{A3}) was accepted.

4.4.4 Organisational Leaning in Municipal Local Governments

The study conceptualised Organisational Learning as the Dependent Variable. Learning was considered in the aspects of individual level, team level and organisational level learning. The study adapted the short form Dimensions of Oroganisational Learning Questionnaire (Yang, 2003). The findings were as follows.

4.4.4.1 Individual level learning

The respondents were requested to answer for questions with regard to individual level learning and the results were as in the table below.

Table 4.16: Descriptive statistics for individual level learning

Indicator	SDA	DA	NS	A	SA	Mean	St. Dev
In my Municipal, people are rewarded for learning about evaluation	9	15	19	8	3	2.65	1.102
In my Municipal people give open and honest feedback to each other on matters of evaluation	3	16	10	19	6	3.17	1.145
In my Municipal, whenever people state their view about evaluation, they also ask what others think	4	10	13	23	4	3.24	1.080
In my Municipal, people spend time building trust with each other	5	18	12	14	5	2.93	1.163
N=54, Mean of means = 3.0							

The results above revealed a general low level of learning at individual level (mean of means = 3.0 which tended towards the "Not Sure" option on the Likert Scale and Standard Deviation results showing minimal diversions from the mean) with only twenty two (40.7 percent) agreeing with the opinion that their Municipal LGs provided lessons from evaluation available to all stakeholders, only nineteen (35.2 percent) agreeing with the opinion that Municipal LGs recognized people for taking initiative for evaluation, twenty eight (51.9 percent) agreeing with the opinion that their Municipal worked together with the outside community to meet mutual evaluation needs and twenty four (44.4 percent) agreeing with the opinion that leaders in their Municipal continually looked for opportunities to learn about evaluation.

4.4.4.2 Team level learning

The study also sought to measure learning and team level. The table below shows the detailed results.

Table 4.17: Descriptive statistics for team level learning

Indicator	SDA	DA	NS	A	SA	Mean	St. Dev
In my Municipality, teams/groups have the freedom to adopt their evaluation goals as needed	7	11	10	17	9	3.19	1.304
In my Municipality, teams/groups revise their thinking as a result of group discussions or information collected through evaluation.	6	13	11	17	7	3.11	1.239
In my Municipality, teams/groups are confident that the organisation will act on their evaluation recommendations	3	13	10	23	5	3.26	1.102
N=54, Mean of means = 3.2							

The table above low levels of team level learning (mean of means = 3.2 which tended towards the "Not Sure" option on the Likert Scale and Standard Deviation results showing minimal diversion from the mean). Less than half of respondents (twenty six making 48.2 percent) agreed with the opinion that teams had the freedom to adopt their evaluation goals as needed while only twenty

for (44.4 percent) agree with the opinion that teams revised their thinking as a result of group discussions or information collected through evaluation and only slightly more than half (twenty eight making 51.8 percent) held the opinion that teams were confident that their evaluation recommendations would be acted upon.

4.4.4.3 Organisational level learning

Further still, the study sought to assess learning at organisational level. The findings are presented as follows.

Table 4.18: Descriptive statistics for organisational level learning

Indicator	SDA	DA	NS	A	SA	Mean	St. Dev
My Municipality makes the lessons learned from evaluation available to all employees	3	19	10	21	1	2.96	1.027
My Municipality recognises people for taking initiative for evaluation	3	20	12	17	2	2.91	1.033
My Municipality works together with the outside community to meet mutual needs on evaluation	1	12	13	25	3	3.31	.948
In my Municipality, leaders continually look for opportunities to learn about evaluation	2	12	16	20	4	3.22	1.003
N=54, Mean of means = 3.1							

Source: Field data 2016. Key: SDA=Strongly Disagree, DA=Disagree, Not Sure, A=Agree and SA=Strongly Agree.

From the table above, the study established low levels of learning at organisational level (mean of means = 3.1 which tended towards the "Not Sure" option on the Likert Scale and Standard Deviation results showing minimal diversion of responses from the mean). Only twenty two (40.7 percent) respondents agreed with the opinion that their Municipal LGs made the lessons learned from evaluation available to all employees while the same number disagreed and ten were not sure and twenty eight (51.2 percent) agreed with the opinion that their Municipal worked together with the outside community to meet mutual needs on evaluation. Only nineteen (35.2 percent) agreed with the opinion that Municipal LGs recognised people for taking initiative for evaluation while only twenty four (44.4 percent) held the opinion that leaders Municipal leaders continually looked for opportunities to learn about evaluation.

The findings on Organisational Learning as a whole indicated overall low levels of learning as the mean of all the means for the indicators under this variable was 3.0 which tended towards the "Not Sure" option on the Likert Scale. However there learning was highest at team level (mean of means = 3.2) and lowest at individual level (mean of means = 3.1). This implied that there was limited learning as all learning starts with the individual who then shares it with others at the team level which is then supposed to transcend to the organisational level.

4.4.4.4 Qualitative results on Organisational Learning

Key informants were asked if the past and current efforts for developing capacity for evaluation have contributed to learning in the Municipal LGs. Generally, it was revealed that they had made minimal contribution to learning. However this minimal learning was attributed to evaluation as one respondent to an interview specifically noted:

> "… to a small extent [and this is] based on the fact that preparation of performance reports has demanded for some level of evaluative capacity".

4.4.5 Regression analysis

Regression analysis has been defined by Kothari (2004) as a technique that consists of determining the statistical relationship between two or more variables (p.143). Gravetter & Forzano (2012) asserted that it is used for predicting one variable from another. Regression analysis aids in predicting the value of the dependent variable, using one or more independent variables. Thus with help of the SPSS for Windows V19, the researcher calculated the regression which considered the Independent Variable dimensions of ECD designing, ECD implementation and Evaluation of ECD and the Dependent Variable of Organisational Learning whose results were as presented in the following table:

Table 4.19: Regression analysis results

a). Variables Entered/Removed[b]

Model	Variables Entered	Variables Removed	Method
1	EVComb, IMPComb, DSGComb[a]	.	Enter

a. All requested variables entered.

b. Dependent Variable: OLComb

b). Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.768[a]	.589	.565	5.55913

a. Predictors: (Constant), EVComb, IMComb, DSGComb

c). ANOVA[b]

Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	2217.639	3	739.213	23.920	.000[a]
	Residual	1545.194	50	30.904		
	Total	3762.833	53			

a. Predictors: (Constant), EVComb, IMComb, DSGComb

b. Dependent Variable: OLComb

d). Coefficients[a]

Model		Unstandardized Coefficients B	Unstandardized Coefficients Std. Error	Standardized Coefficients Beta	t	Sig.
1	(Constant)	-.925	5.317		-.174	.863
	DSGComb	.492	.122	.396	4.020	.000
	IMComb	-.119	.169	-.068	-.705	.484
	EVComb	1.351	.255	.544	5.303	.000

a. Dependent Variable: OLComb

Source: Field data 2016. Key: DSGComb = Computed variable (ECD Designing); IMComb = computed variable (ECD Implementation); EVComb = Computed variable (ECD Evaluation), and; OLComb = Computed variable (Organisational learning).

From table 4.17 above, the following were observed:

i.   The "Variables Entered" column in Part (a) shows that the regression model considered the computed variables for ECD designing (DSGComb), ECD implementation (IMPComb) and ECD Evaluation (EVComb) as the predictor variables as well as Organisational Learning (OLComb) as the Dependent variable. The "Variables Removed" column shows a "Nil" implying and confirming that all variables in the model have been dully considered in the

regression calculation procedure. The result "Enter" under the Method column showed that each independent/predictor variable was entered in the usual fashion.

ii. Part (b) shows a correlation coefficient (R= 0.768) which suggested a strong positive correlation between ECD and OL.

iii. Further still, (b) shows the R Square of 0. .589 implied that the Independent Variable (ECD) in this model and under the conditions of this study accounted for 58.9% of the variation in the Dependent Variable (OL). It meant that the overall strength of association between ECD and OL in the four Municipal LGs was up to 58.9%.

iv. Additionally part (b) shows the Adjusted R Square of 0.565. The adjusted R Square is an adjustment of the R square that penalizes the addition of extraneous predictors to the model. This thus implied that the Independent Variable (ECD) in this model and under the conditions of this study accounted for 56.5% of the variation in the Dependent Variable (OL). It meant that the overall strength of association between ECD and OL in the four Municipal LGs was up to 56.5.9%. It hence implied that the other 43.5% influence is attributable to other factors that were not considered under this study.

v. The significance level of 0.000 in the ANOVA table (part c) revealed that the model used was significantly able to predict the dependent variable (since it was less than 0.05) and confirmed that Independent and Dependent variables had a correlation which was in agreement with prior correlation results. The significance level of 0.000 suggested a linear relationship between ECD and OL in Ugandan Municipal LGs. This implied that, overall, the model used was a good fit for the data used in the study on ECD and OL in Ugandan municipal LGs.

vi. More till, the ANOVA table (part c) showed a value of F at 23.920 suggested the margin of error of the model. It implied thus that there were 76.08 percent chance that the relationship between ECD and OL in Ugandan Municipal LGs is not due to chance.

vii. The Unstandardised B coefficients (part d) indicated a positive influence of ECD designing (DSGComb) on OL having had a coefficient of 0.492 at a significance level of 0.000 and a significant t value of 4.020 which was above the acceptable lowest t value of 2; and a positive influence of evaluation of ECD (EVComb) on OL having had a coefficient of 1.351 at a significance level of 0.000 a significant t value of 5.303 which was above the lowest t value of 2; but a negative influence of evaluation implementation (IMPComb) on OL having had a coefficient of -0.119 at a significance level of .484 and an insignificant t value of -0.705 which was below the acceptable minimum of 2 . This implied that ECD designing and evaluation positively and significantly influenced OL in the Ugandan municipal LGs while the influence of ECD implementation not statistically significant.

viii. The above Unstandardised B coefficients (part d) implied that for every unit increase in ECD designing (EDSG), an increase of 0.49 is expected in OL, for every unit increase in ECD implementation (IMPComb), an increase of -0.12 (a decrease of 0.12) would actually result in OL, and for every unit increase in evaluation of ECD (EVComb), an increase of 1.35 is expected in OL assuming that all the other conditions of the study remain constant.

ix. The results in the Coefficients table (part d) show the actual contribution of each dimension of the Independent Variable (ECD) to the Dependent variable (OL). These results revealed that ECD Evaluation (EVComb) was the most significant contributor to OL in the Municipal LGs under consideration (Sig =0.000 and an Unstandardised B Coefficient of 1.351) followed by ECD designing (DSGComb) (Sig =0.000 and an Unstandardised B Coefficient of 0.492) and ECD implementation (IMPComb) was not significant (Sig = 0.484 which is

more than 0.05 together with a negative Unstandardised B coefficient = -0.119). This implied that given the conditions and context of the study, evaluation of ECD is most important to enhance OL in Ugandan municipal LGs.

x.   From the above observations, if evaluation of ECD is the major contributor to OL, it goes on to conform that the need to develop capacity for evaluation is paramount.

4.5 Summary of the Chapter

This chapter has provided a presentation of the study findings. Therein, the researcher has stated and made analyses and interpretations of the findings much so in the context of purpose of the establishing the effect of ECD processes on OL in municipal LGs in Uganda. It is employed mixed methods by adopting both quantitative and qualitative approaches in line with the research design explained in chapter three. It made effort to answer research questions as well as testing the stated hypotheses in chapter one by use of Spearman's Correlation and Regression analyses. The findings of the study had proved that ECD processes actually influence OL in municipal LGs in Uganda. Correlation and regression analyses have pointed out that evaluation of ECD is the major contributor to OL thus confirming the paramount need to develop evaluation capacity in municipal LGs in Uganda which evaluation should importantly evaluate ECD initiatives themselves.

CHAPTER FIVE

SUMMARY, DISCUSSION, CONCLUSION AND RECOMMENDATIONS

5.1   Introduction

The study sought to establish how Evaluation Capacity Development processes (ECD) affect Organisational Learning (OL) in the Municipal Local Governments (LGs) in Uganda. **Assan, J. (2006). Stated that the** purpose of a conclusion is to:

> "…tie together, or integrate the various issues, research, etc., covered in the body of the thesis, and to make comments upon the meaning of all of it. This includes noting any implications resulting from [the] discussion of the topic, as well as recommendations, forecasting future trends, and the need for further research.

This chapter presents the discussion of findings in chapter four and in context of the study. It presents discussions and conclusions as well as recommendations for improving ECD so as to realize OL in the Municipal LGs in Uganda.

5.2   Summary of findings

The study established that there is positive correlation between Evaluation Capacity Development and Organisational Learning in Municipal LGs in Uganda. It established however that the dimensions of ECD had different correlations with OL namely: a strong positive and a statistically significant correlation between ECD designing and OL, a weak positive that was not statistically significant correlation between ECD implementation and OL as well as a strong positive and statistically significant correlation between ECD evaluation and OL.

5.2.1   The relationship between designing of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

The study established a strong positive correlation between ECD designing and OL (rho=0.557) that was statistically significant (sig =0.000). This implied that a unit improvement in conditions for ECD designing would lead to more unit improvement in OL in Municipal LGs in Uganda.

5.2.2 The relationship between the implementation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

The study established a weak positive correlation between ECD implementation and OL (rho=0.044) that was not statistically significant (Sig = 0.752). This implied that a unit improvement in the conditions for implementation of ECD would result into a smaller unit improvement in OL in Municipal LGs in Uganda.

5.2.3 The relationship between evaluation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

The study established a strong positive correlation between ECD evaluation and OL (rho=0.622) that was statistically significant (Sig = 0.000). This implied that a unit improvement in the conditions for evaluation of ECD would result into more unit improvement in OL in Municipal LGs in Uganda.

5.3 Discussion of Findings

Following is the discussion of the study findings:

5.3.1 The relationship between designing of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

The study established a strong positive and statistically significant correlation between ECD designing and OL thus confirming there was a generally acceptable ECD designing approaches in the Municipal LGs. There was evidence that evaluation processes were guided and linked to the strategic objectives of the Municipal LGs and that there was flexibility in the processes that allowed participants to effectively respond to changing conditions but on individual LG basis. In this way, Municipal LGs kept on learning and improving in agreement with   Argyris & Schön (1978) assertion that in order to be competitive in a changing environment, organisations must change and refocus, to make conscious decisions to change their actions in response to changing circumstances but all these were localized to individual LGs. The reported levels of Organisational Learning could also be attributed to this flexibility which was in agreement with

Mosse, Farrington & Rew (1998) who averred that ECD managers ought to be flexible to enable modification of planning targets and implementation procedures in light of changing conditions and lessons learned.

It was also established that the meager uniformity in approaches to ECD in the Municipal LGs was due to the fact that most funding was from the central government in form of conditional grants and LGs have not much option and room to change from planning and budgeting guidelines as doing so would result into not accessing funding.

On the lower end, the lack of adequate provisions of resources for ECD in the Municipal LGs had a negative impact of OL. There was no adequate provision of finances, time and personnel for ECD which was in contrast to Taut (2007, p.57) who advocates for sufficient resources to be provided for ECD including facilitation and officially dedicated time for ECD. It was also in contrast to the assertion by LaFonde & Brown (2003) that there should be potential for using resources effectively. The most negative part about resources inadequacy is that even during the few instances of availability of human resources, there are no required funds as was in the case of CSCU who developed a public sector monitoring and evaluation training manual but could not roll it out.

The situation of inadequate resources was attributed to the lack of flexibility in the available funding sources for Local Governments in Uganda generally, with all LGs receiving more than 90 percent of their budget resources as conditional grants from the central government and with no provision for ECD. It was also attributed to the general lack of an evaluation culture in the Uganda Public Service. The greatest majority of key players in public service delivery are still lacking in the appreciation and enforcement of evaluation.

Additionally, the finding that MoLG had developed a generic module on Project Monitoring and Evaluation module for LGs confirmed another assertion by Horton (2002) that externally driven

ED initiatives did not reflect priorities of recipient organisations and covered a prescribed set of technical areas presumed to be useful for a broad range of organisation (p.8) and was also was in agreement with the assertion by Horton (2002) that there is no single formula or recipe for capacity development (p.8).

The predominant use of standardized training modules inMunicipal LGs limited possibility for municipal LGs to localize and use change theorization. It meant that in alsmost all cases, training objectives and outcomes majorly became standardized throughout all municipal LGs.

The finding that more than half of the respondents did not agree with the opinion that past ECD activities had rightly identified the correct participants contrasted Arnold's (2006) consideration for the need to assess participants' levels of capacity both before and after the intervention.

The Uganda public service transformation paper (2011) position that LG have a challenge of inadequate funding (p.25) is true but in the context of ECD, the researcher observed this should not be seen only in the lenses of challenges but as the opportune moment for LGs to specially priorities ECD so that the inadequate financial resources at their disposal are used in manner that begets higher value for money and development returns.

5.3.2 The relationship between the implementation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

The study established a weak positive correlation between ECD implementation and OL that was not statistically significant. This implied that whatever was known about evaluation was not necessarily as a result of the ECD initiatives in the period under consideration by the study. Fewer people had attended training of evaluation in the period 2006 to date which was in contrast with the observation by Nu'Man, King, Bhlakia & Criss (2007) that organisations ought to put effort in transferring knowledge and skills on evaluation. Indeed this was an indication of non-prioritization of ECD in the Municipal LGs. The assertion that such follow-up and individualized assistance helps an organization with an opportunity to generalise and apply the knowledge and

skills to practical contexts and concerns (King, Bhlakia & Criss, 2007). As a result, the Municipal LGs could not capitalize on the lower comparative cost of group training that would be added by the individualised and tailored assistance as proposed by Nu'Man, King, Bhlakia & Criss (2007). Organisational Learning was also affected by the low levels of efforts to establish how what was learned in the ECD initiatives was being implemented a contradiction with the key tenets of the OL theory. The low level of Organisational Learning (mean of means =3.2) was also due to inadequate sharing amongst the stakeholders. Specifically for example, only 40.7 percent of respondents agreed that lessons learned from evaluation were shared. This was contrary to the call by Horton (2011) to ensure enhancement of knowledge sharing amongst evaluators and shifting the focus of evaluation for accountability to learning for improvement.

5.3.3 The relationship between evaluation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

The study established a strong positive and statistically significant correlation between evaluation of ECD and OL. There was however poor appreciation of systems thinking (mean of means = 3.2) which affected learning (mean of means = 3.1). Individuals could not very well appreciate that their role in evaluation contributes to the team success and ultimately the whole Municipal and there was not recognition for individuals that too initiative for evaluation as only 35.2 percent of respondents to the questionnaire agreed that their Municipal LGs recognised individuals for taking initiatives in evaluation.

The low levels of client satisfaction also contributed to the low levels of Organisational Learning in a number of ways. There was very poor follow up of individual beneficiaries of ECD to assess the usefulness of the training and as such, the opportunity to learn from such was at team and organisational level was not utilized. There were also low levels of Municipal leadership to establish if ECD was useful to the Municipals as wholes. This was in contrast to the assertion by Williams (2010) that systems thinking helps by emphasising the need to appreciate the inter-

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relationships between parts or players in an organisation and was in contrast with Clotteu et. al (2004) who called on managers to ensure that ECD covers more than just training and should entail reinforcing, or constructing evaluation systems so that evaluation is conducted regularly.

The study also established low levels of learning at individual level (mean of means = 3.1), team level learning (mean of means = 3.2) and organizational level (mean of means = 3.1). This was in agreement with the GoU's assertion that there exists evaluation capacity gaps at various levels including Local Governments (2015, p.225).

The finding that twenty eight (51.2 percent) respondents agreed with the opinion that their Municipal ity worked together with the outside community to meet mutual needs revealed that there is still room for improvement with regard to inclusion of other stakeholders in the whole ECD process and it was in in agreement with GoU's observation of the need to strengthen capacities of both the public and non-public actors at all levels (2015, p.255).

The observation that dimensions of OL had similar means of means for the different levels of learning – 3.0 for individual level, 3.2 for team level and 3.1 for organisational level – was consistent with Organisational Learning theory which advances that organisations learn through individuals, teams and Municipals as wholes. This pointed out that organisations are only as good as the individuals that make them.

The regression analysis finding of ECD accounting for 58.9 per cent of OL in the Municipal LGs was an indication that there are other factors that contribute to OL in Municipal LGs which account for the remaining 41.1 per cent. This was in agreement with Clotteu et. al (2004) who asserted that training alone cannot improve performance but should be followed by complementary technical assistance among others.

The regression analysis results also showed that ECD Evaluation (EVComb) is the most significant contributor to OL in the Municipal Council under consideration (Sig =0.000 and an

Unstandardised B Coefficient of 1.351). This was actually in agreement with the conceptual framework that evaluation of ECD leads to OL. This is because as people participate in the evaluation of a process itself, they appreciate and internalize new knowledge and skills.

5.4 Conclusions

The study was based on the conceptualisation that ECD viewed in terms of: designing of ECD; Implementation of ECD and; Evaluation of ECD had a positive relationship with Organisational Learning in the Municipal LGs in Uganda. Based on the findings, the researcher hereby makes the following conclusions:

5.4.1 The relationship between designing of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

Basing on the findings of the Regression analysis where the R Square = 0. 589 and the Unstandardised B coefficient = 0.492 together with the Spearman's Correlation (rho) = 0.557 at a significance level (sig) = 0.000, it is concluded that there is a significant strong positive correlation between ECD designing and OL in the Municipal Local Governments in Uganda.

5.4.2 The relationship between implementation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

Basing on the findings of the Regression analysis where the R Square = 0. 589 and the Unstandardised B coefficient = -0.119 together with the Spearman's Correlation (rho) = 0.044 at a significance level (sig) = 0.376, it is concluded that there is no strong positive correlation between implementation of ECD and OL in the Municipal LGs in Uganda.

5.4.3 The relationship between evaluation of Evaluation Capacity Development and Organisational Learning in Municipal Local Governments

Basing on the findings of the Regression analysis where the Adjusted R Square = 0.565 and the Unstandardised B coefficient = 1.351 together with the Spearman's Correlation (rho) = 0.622 at a significance level (sig) = 0.000, it is concluded that there is a significant strong positive correlation between evaluation of ECD and OL in the Municipal LGs in Uganda.

Overall, results of the regression analysis showed that that ECD Evaluation was the most significant contributor to OL in the Municipal LGs followed by ECD designing yet ECD implementation was not as significant. This implied that given the conditions and context of the study, evaluation of ECD is most important to enhance OL in Ugandan municipal LGs. It meant that if evaluation of ECD was adopted and taken more seriously, there would be much Organisational Learning which was in agreement with Horton (2002) who asserted that evaluation processes support learning. Adoption and utilization of lessons from evaluation of ECD will then improve designing of subsequent ECD initiatives and would eventually ease and implementation.

5.5   Recommendations

Based on the findings of the study on ECD processes and OL in Ugandan municipal LGs and the interpretation thereof, the researcher hereby makes the following recommendations:

i. Deliberate efforts should be made to provide for standardized and well defined approaches to the designing of ECD in Ugandan Municipal LGs. The standard approaches should provide for procedures of taking note of poor performance in Municipal LGs and identification of the causes of the poor performance so that ECD initiatives address the actual cause in the context of each Municipal LG instead of providing standardizes training materials which are not sensitive to localized unique capacity needs.

ii. The situation of inadequate funding should not be seen only using the lenses of challenges but as the opportune moment for LGs to specially priorities ECD so that the inadequate financial resources at their disposal are used in manner that begets higher value for money and development returns. For example, the approval of Municipal LG development plans and budgets should be subjected to inclusion of clear M&E plans as a means of promoting organisational learning of lessons for performance improvement.

iii. There should be specific conditionality in Municipal LGs to provide for evaluation of programmes and projects as well as ECD to ensure that ECD is mainstreamed in the LG planning and budgeting processes based on locally generated resources.

iv. Specific conditionality should be put in place to require all serving officers to undergo training in evaluation as one of the requirements for promotion to senior level in the public service.

v. All ECD initiatives should be accorded more publicity for the members of the Municipal LGs to appreciate and learn more on evaluation.

vi. It should be made mandatory that the officers technically responsible for evaluation and capacity development in Municipal LGs plan, implement and evaluate at least one ECD activity in every financial year.

vii. The OPM and MoLG should include in its monitoring and evaluation strategy to conduct annual performance assessment of all Municipal LGs to identify and reward Municipal LGs that take initiative to promote ECD and learning and while also sanctioning those that do not.

5.6   Limitations of the Study

It suffices to observe, for any given research investigation there are limitations, and delimitations (Creswell, 2005) which are always critical components of a viable research (Leedy & Ormrod, 2005). This study on ECD processes and OL in Ugandan municipal LGs had the following limitations:

The study limited itself to two main concepts of Evaluation Capacity Development and Organisational Learning. Under the two concepts, only the dimensions of ECD designing, ECD implementation and ECD, and the individual, team as well as organisational level learning were considered under OL.

The study also had a theoretical limitation. It was founded on Organisational Learning theory of Argyris & Schön (1978). It suffices to note the existence and importance of other schools of thought on OL and as well other theories of learning altogether thus generalization in other situations with other theories may not be warranted.

More still, participation in the study was limited to appointed civil servants and elected LG leaders in select central government ministries and Municipal LGs. It is important to note that there are other stakeholders that were not considered and generalization in other situations with other categories of respondents may not be warranted.

Additionally the study limited itself to the ECD activities and experiences in Municipal Local Governments for the period 2006 to 2015. It suffices to note that there is a wider time frame that was not considered by this particular study and generalization in public sector organisations may not be warranted.

More still, the study used a cases of four Municipal LGs. It is important to note Yin's (2003) observation that "the findings [from cases may] not be generalisable 'to populations or universes" (p.10) thus and generalization in the whole LG sector and public sector organisations may not be warranted.

Finally, the study was limited to interviewing, administering of questionnaire and document review. Whereas combining these beefed up the findings as well as validity and reliability, it is important to note that there are other methods that may also be used to understand the phenomena.

5.7   Contributions of the Study

The study on ECD processes and OL in Ugandan municipal LGs has:

i. Contributed to a clearer understanding of the theory and practice of Evaluation Capacity Development and Organisational Learning more so in the Local Government sector and specifically, the Municipal Local Governments in Uganda.

ii. Contributed to improving the relevancy, efficiency and effectiveness of policy framework and practices of evaluation particularly Evaluation Capacity Development and Organisational learning in Local Governments and Uganda civil service in general.

iii. Contributed to a more appreciation of understanding of Evaluation Capacity Development successes and the challenges faced while trying to ensure Evaluation Capacity Development in Municipal Local Governments in Uganda.

iv. Enhanced knowledge on facilitating Organisational Learning for the survival and continuation in Municipal Local Governments in Uganda and the civil service generally.

5.8   Areas for Further Research

Based on the findings and limitations of this study, the researcher hereby makes the following comments and recommendations.

i. The regression analysis provided an Adjusted R^2 of 0.565 which meant that using the model under the study, ECD accounts for 56.5 percent of OL in Ugandan municipal LGs thus more studies with additional dimensions and indicators for both ECD and OL should be conducted to enhance understanding of the phenomena.

ii. The study was founded on Organisational Learning theory of Argyris & Schön (1978) in which three dimensions of individual. Team and organisational level learning were considered. More studies to use other theories and dimensions should be conducted.

iii. The regression analysis provided an adjusted R Square of 0.565 which meant that in the he model under consideration, the Independent variable (ECD) accounted for only 56.5% of the variation in the Dependent variable (OL). More studies with other dimensions as well

as indicators for both Evaluation Capacity Development and Organisational Learning should therefore be conducted so as to create more in-depth understanding of the subject.

iv.   More to the above, the study employed linear correlation and simple regression. The finding that Evaluation Capacity Development processes accounted for 56.5% of the variation in the Organisational Learning in Ugandan municipal LGs provides good ground from which to build more advanced analyses. It is thus that recommended that more studies employing advanced formulae like multiple regression are recommended to further understand the phenomena.

v.   The study considered opinions of members of executive and Technical Planning Committees of selected four Municipal LGs in Uganda. Studies to include more categories of respondents should be conducted to also learn more using their experience and opinion. Additionally, more studies should include other players in Capacity Development who include prequalified training firms in for the public sector in Uganda and higher institutions of learning to provide more in-depth understanding of the phenomena.

vi.   The study concentrated on only four Municipal Local Governments. More studies with wider coverage of LGs including the rural District LGs and or Town LGs that are note categorized as Municipal LGs should be conducted to provide more comprehensive and possibly comparative information.

vii.   Further to the above and owing to globalization, comparative studies should be conducted for instance at the East African regional level as well as other countries to provide more insight into and deeper understanding of the phenomena.

5.9 Summary of the Chapter

This chapter was summarise the study. It has provided a discussion of the results by making cross-references with the literature that was reviewed by the researcher and has as well provided

personal opinions of the researcher. It has also drawn conclusions and made prcarical recommendations on basis of the findings and their interpretations as well as suggested areas for further research studies to ensure more understanding of the phenomena.

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APPENDICES

Appendix 1: Questionnaire

Part A. Introduction

Hello, you are humbly chosen to participate in a study on evaluation capacity development and organisational learning in Municipal Local Governments in Uganda.

The aims at assessing to establish how Evaluation Capacity Development (ECD) affects Organisational Learning (OL) in the Municipal Local Governments (LGs) in Uganda and will: i). Contribute to the understanding of the theory and practice of ECD and OL in Municipal Local Governments in Uganda. ii). Contribute to deeper understanding of ECD successes and challenges in Municipal Local Governments in Uganda. iii). Contribute to enhancing knowledge on facilitating OL for the survival and continuation in Municipal Local Governments in Uganda. iv). Contribute to the host of recommendations on how to contribute to the improvement of policy framework and practices of evaluation particularly in LGs and Uganda public service in general and, v). Contribute to the researcher's academic progress towards earning a Master's Degree in Project Monitoring and Evaluation.

The study is meant to capture your personal experiences from July 2006 to the present.

The study is purely for academic reasons and you are kindly requested to honestly fill this questionnaire by **providing your true answers** to all questions. There is no pledged financial or material compensation for participating in this study. However, your thoughts will certainly contribute to the growing body of work on ECD as well as OL. At all stages of the study, there will be **no mention** of your personal identity details.

You may use the address below to return the filled questionnaire, seek more clarification or make more contribution to the following address:

Ronnie Kiwumulo Mbabaali, Civil Service College, Jinja, Uganda

C/O. Ministry of Public Service Kampala Uganda

Telephone: +256 075 2459391 (Uganda).

Email: kiwumulo.mbabaali@utamu,ac.ug and ronkiwumb@gmail.com

	Part B: Background Information		
BK01	Code: *(For Researcher Use Only)* **RSP** *000*		
BK02	Respondents category: *(please tick or circle)* 1 = Elected Official 2 = Appointed Official		
BK04	Year you were first appointed or elected? .		
BK05	Respondent's Sex *(please tick or circle)* 1 = Female 2 = Male		
BK06	Your age group *(please tick or circle)*	1. (29 years or less) 2. (30 – 39 years old) 3. (40 – 49 years old)	4. (50 – 59 years old) 5. (60 years or more)
BK07	Highest education level *(please tick or circle your answer)*	1. Primary School certificate 2. Ordinary Secondary School Certificate 3. Advanced Secondary School Certificate 4. Ordinary Diploma 5. First Degree	

		6. Post Graduate Diploma 7. Post Graduate Degree (Masters and or PhD)					
		Part C1: ECD Designing					
		Using the scale of **(SDA= Strongly Disagree, DA= Disagree, NS = Not Sure, A = Agree, SA = Strongly Agree)**, please tick or circle your answer to <u>indicate the extent to which you agree</u> with the following statements.					
DA01	The Evaluation Capacity Development initiatives in our Municipal Council are similar in design with those of other Municipal Local governments in Uganda	SDA	DA	NS	A	SA
DSA02	The past Evaluation Capacity Development initiatives have put into consideration the factors that are responsible for any poor performance of my Municipal Local Government with regard to evaluation.	SDA	DA	NS	A	SA
DSA03	The past Evaluation Capacity Development initiatives have rightly identified the correct participants for the process	SDA	DA	NS	A	SA
DSB04	There has always been adequate provision of financial resources for Evaluation Capacity Development in my Municipal Council	SDA	DA	NS	A	SA
DSB05	There has always been adequate provision of time for Evaluation Capacity Development in my Municipal Council	SDA	DA	NS	A	SA
DSC06	In trying to develop evaluation capacity, my Municipal council has taken advantage of and used the existing multiple disciplines and skills at its disposal	SDA	DA	NS	A	SA
DSC07	Our evaluation system has always linked directly with well documented desired organisational goals and objectives.	SDA	DA	NS	A	SA
DSC08	Our evaluation processed are characterised by flexible procedures that respond to changing conditions and lessons learned.	SDA	DA	NS	A	SA
DSC09	What do you think are the key weaknesses in the process of designing capacity development for evaluation in the Municipal Local Governments? How do you think these weaknesses can be addressed?					
		Part C2: ECD Implementation					
IMa01	My Municipal Council has organised specialized training on project evaluation since July 2006	1. YES 2. Not Sure 3. No				
IMa02	I have ever attended a specialized training organised by another entity other than my Municipal Council since July 2006	1. YES 2. Not Sure 3. No				

IMa03	If your answer to the question IM02 above was "YES" please provide details of:
	    1. The year it was held ……………………………………………………………………
	    2. Which actual organisation provided the training
	        a. Central Government Ministry (please state the name)………………………………………
	        b. Central Government/National Authority (please state the name)……………………………
	        c. National NGO (please state the name)………………………………………………………
	        d. Local NGO (please state the name)…………………………………………………………
	        e. Other (please state the name)………………………………………………………………
	    3. What was your experience of the training with regard to the knowledge and skill gained?
	    Please circle or tick:
	        a. Not rewarding at all b. Somehow rewarding c. Greatly rewarding d. Excellently rewarding.
	    4. Was the training preceded by a Capacity Needs Assessment? *Please circle or tick*
	        a. YES b. Not Sure c. No					

IMb04	The persons that received training in evaluation received further support by the trainers even after the training	SDA	DA	NS	A	SA
IMc05	There have been efforts to establish how the knowledge and skills gained from the training is applied by the learners.	SDA	DA	NS	A	SA

IMc06	The follow up of beneficiaries of the training in evaluation greatly contributes to learning in the organisation	SDA	DA	NS	A	SA
	Part C3: Evaluation of ECD					
EVa01	There is evaluation of the capacity development efforts for evaluation in Municipal Councils in Uganda	SDA	DA	NS	A	SA
EVa02	The officials that benefited from training in evaluation have helped to ensure that evaluation is institutionalized in the general Municipal operations	SDA	DA	NS	A	SA
EVa03	The past activities to build capacity for evaluation have been strict and systematic on who to include and exclude from the capacity development for evaluation	SDA	DA	NS	A	SA
EVb05	After capacity development events for evaluation, there have always been follow-up to establish for the participants if they found the training had been useful to them as individuals.	SDA	DA	NS	A	SA
EVg06	After capacity development events for evaluation, there have always been follow-up to establish for the participants if the Municipal Top leadership found the training had been useful to the Municipal as a whole.	SDA	DA	NS	A	SA
EVg07	What do you think are the key weaknesses in the process of implementing capacity development for evaluation in the Municipal Local Governments? How do you think these weaknesses can be addressed?					
	Part D: Organisational Learning					
	Using the scale of (**SDA= Strongly Disagree, DA= Disagree, NS = Not Sure, A = Agree, SA = Strongly Agree**), please tick or circle your answer to indicate the extent to which you agree with the following statements about your Municipal Local government.					
OLa01	In my organisation, people are rewarded for learning	SDA	DA	NS	A	SA
OLa02	In my organisation people give open and honest feedback to each other	SDA	DA	NS	A	SA
OLa03	In my organisation, whenever people state their view, they also ask what others think	SDA	DA	NS	A	SA
OLa04	In my organisation, people spend time building trust with each other	SDA	DA	NS	A	SA
OLb05	In my organisation, teams/groups have the freedom to adopt their goals as needed	SDA	DA	NS	A	SA
OLb06	In my organisation, teams/groups revise their thinking as a result of group discussions or information collected	SDA	DA	NS	A	SA
OLb07	In my organisation, teams/groups are confident that the organisation will act on their recommendations	SDA	DA	NS	A	SA
OLc08	My organisation makes the lessons it has learned available to all employees	SDA	DA	NS	A	SA
OLc09	My organisation recognizes people for taking initiative for evaluation	SDA	DA	NS	A	SA
OLc10	My organisation works together with the outside community to meet mutual needs	SDA	DA	NS	A	SA
OLc11	In my organisation, leaders continually look for opportunities to learn	SDA	DA	NS	A	SA
OLg12	Please make recommendation on how to ensure that individuals who are selected for capacity development in evaluation actually gain knowledge and skills and practice these upon return to their workplaces.					
OLg13	Please make recommendation on how to ensure that individuals who are selected for capacity development in evaluation actually share and pass on the knowledge and skills gained to their colleagues.					

Thank you very much for your great time and contribution to the study. Please be assured that the information will be used for academic purposes only.

The End

Appendix 2: Interview Schedule

A.   *Introduction to the interview*

1. Stating the name of interviewer.

2. Stating the purpose of the study.

3. Highlighting the sample and sampling procedure.

4. Highlighting confidentiality and anonymity

5. Assuring respondent that s/he could drop the interview at any stage s/he felt

6. Highlighting the rights of the proposed interviewee and clarify on the absence of personal financial or material benefits.

7. Request for consent to interview.

B.   *Background Information*

1. Year you were first appointed to the civil service?

2. Respondent's Sex: 1 = Female   2 = Male

3. Your age group :   1. (29 years or less)   4. (50 – 59 years old)
                                                  2. (30 – 39 years old)   5. (60 years or more)
                                                  3. (40 – 49 years old)

4. Highest education   1. Post Graduate Diploma
           level   2. Post Graduate Degree (Masters and or PhD)

C.   *IV (a). ECD designing*

1. What role does your organisation play in designing the ECD initiatives in Municipal Local governments in Uganda?

2. Are there any activities that your organisation has done aiming at developing capacity for evaluation at the Local Government level in since the year 2006?

3. If YES, please enumerate the ones that have specifically targeted and or benefits Municipal Local Governments?

4. Are you satisfied with the processes of designing ECD in the Municipal Local Governments in Uganda since 2006?

5. Please provide details and reasons for your answer above.

6. Please provide any challenges that face the designing ECD in the Municipal Local Governments in Uganda.

7. What do you propose to improve designing ECD in the Municipal Local Governments in Uganda?

1. To what extent are you satisfied with the processes of implementing ECD in the Municipal Local Governments in Uganda since 2006?

   i). Not at all. ii). Marginal iii). Moderate extent. iv). Great extent. iv). Fully satisfied

2. Please provide details and reasons for your answer above.

3. Please provide any challenges that think face the designing ECD in the Municipal Local Governments in Uganda.

4. What do you propose to improve designing ECD in the Municipal Local Governments in Uganda?

E.   *IV 1 (c). ECD Evaluation*

1. Are you satisfied with the processes of evaluation of ECD in the Municipal Local Governments in Uganda since 2006?

2. Please provide details and reasons for your answer above.

3. Please provide any challenges that think face the evaluation of ECD in the Municipal Local governments in Uganda.

4. What do you propose to improve evaluation of ECD in the Municipal Local Governments in Uganda?

F.   *DV – Organisational Learning*

1. In your view, do you think the past and current efforts for developing capacity for evaluation have contributed to learning in the Municipal Local Governments in Uganda?

2. Please provide details and examples to clarify your opinion.

G.   Is there any information you feel might be relevant to my study as per the introductory brief given to you about the study at the beginning of this interview?

Conclusion of interview – thanking respondent and re-assuring them of confidentiality and promising to share with them the final results.

Appendix 3: Document Review Guide

The researcher will ask the Key Informants for any relevant documentary content they deem useful and free to share. This will include but not limited to: the Municipal Development plans, annual budgets, capacity development plans and progress reports. From these, the researcher will for indications of the following:
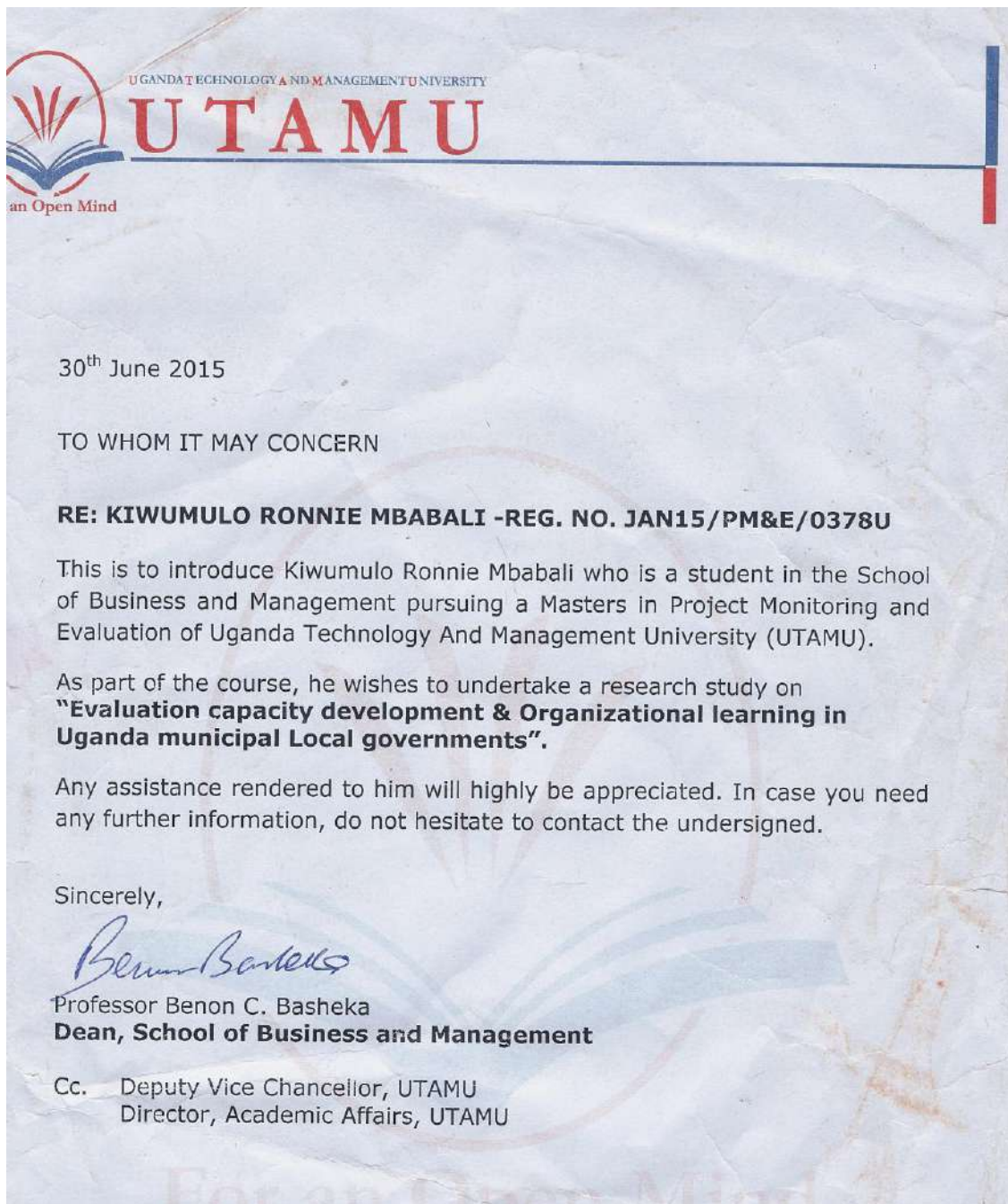
1. Record of participation and contribution by organisational members on the ECD planning, implementation and evaluation since. Take note of the timing and critical details.

2. Record showing the extent to which objectives and interests ECD initiatives were realised out of the activities for 2006 to date.

3. Any mechanisms in place to track the ECD initiatives and learning at: individual, team and organizational learning from 2006 to date.

4. Any record of benefits of the ECD to the Municipal Local Governments.

5. Any record of challenges and lessons learned in relation to ECD and organisational learning.

Appendix 4: The Sampling Table

N	S	N	S	N	S
10	10	220	140	1200	291
15	14	230	144	1300	297
20	19	240	148	1400	302
25	24	250	152	1500	306
30	28	260	155	1600	310
35	32	270	159	1700	313
40	36	280	162	1800	317
45	40	290	165	1900	320
50	44	300	169	2000	322
55	48	320	175	2200	327
60	52	340	181	2400	331
65	56	360	186	2600	335
70	59	380	191	2800	338
75	63	400	196	3000	341
80	66	420	201	3500	346
85	70	440	205	4000	351
90	73	460	210	4500	354
95	76	480	214	5000	357
100	80	500	217	6000	361
110	86	550	226	7000	364
120	92	600	234	8000	367
130	97	650	242	9000	368
140	103	700	248	10000	370
150	108	750	254	15000	375
160	113	800	260	20000	377
170	118	850	265	30000	379
180	123	900	269	40000	380
190	127	950	274	50000	381
200	132	1000	278	75000	382
210	136	1100	285	1000000	384

Source: Krejcie & Morgan (1970.p.608). Key: N = Population size. S = Sample size.

Appendix 5: University Clearance Letter

UGANDA TECHNOLOGY AND MANAGEMENT UNIVERSITY

UTAMU

an Open Mind

30th June 2015

TO WHOM IT MAY CONCERN

RE: KIWUMULO RONNIE MBABALI -REG. NO. JAN15/PM&E/0378U

This is to introduce Kiwumulo Ronnie Mbabali who is a student in the School of Business and Management pursuing a Masters in Project Monitoring and Evaluation of Uganda Technology And Management University (UTAMU).

As part of the course, he wishes to undertake a research study on **"Evaluation capacity development & Organizational learning in Uganda municipal Local governments".**

Any assistance rendered to him will highly be appreciated. In case you need any further information, do not hesitate to contact the undersigned.

Sincerely,

Professor Benon C. Basheka
Dean, School of Business and Management

Cc.   Deputy Vice Chancellor, UTAMU
       Director, Academic Affairs, UTAMU

Appendix 6: Copies of Questionnaire Dispatches