



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Mpigi District Council Score-Card Report 2012/2013



Lillian M. Tamale ■ Daniel S. Luba ■ David Ssempala

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Cover Illustration:

Deforestation in Kammengo Sub County forest wetlands for fuel wood for use in brick kilns, in the background is cultivation in the wetland.

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List of Acronyms

ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
CBO	Community Based Organization
CSO	Civil Society Organization
DCC	District Contact Committee
DDP	District Development Plan
DP	Democratic Party
DSC	District Service Commission
ENR	Environment and Natural Resource
FAL	Functional Adult Literacy
FDC	Forum for Democratic Change
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
LC	Local Council
LG	Local Government
LGCSC	Local Government Councils' Score-card
LGCSCI	Local Government Councils' Score-card Initiative
LGDP	Local Government Development Programme
LLG	Lower Local Government
MDGs	Millennium Development Goals
MoLG	Ministry of Local Government
MoU	Memorandum of Understanding
NAADS	National Agriculture Advisory Services
NGO	Non Governmental Organization
NPPA	National Priority Programme Areas
NRM	National Resistance Movement
NWSC	National Water and Sewerage Corporation
PHC	Primary Health Care
PLE	Primary Leaving Examinations
PWD	People with Disabilities
TPC	Technical Planning Committee

UBOS	Uganda Bureau of Statistics
ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education

Acknowledgement

This score-card was prepared as part of the Local Government Councils' Score-card Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Governments Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE). The report is an output of consultations with the district political and technical leadership, the sub-county leaders and community members through focus group discussions (FGDs). We acknowledge the contributions of the LGCSCI project team at ACODE and the district based researchers across the country.

At the district level, we are particularly indebted to the offices of the District Chairperson, the District Speaker, the Chief Administrative Officer and the District Clerk to Council for their support to the assessment. In the same spirit, we acknowledge the cooperation of the district councilors who are the primary unit of study and analysis for the score-card. We are grateful to Drake Rukundo for peer reviewing and Mukotani Ruyendo for technical editing of this report.

Funding for this assessment is provided by the Democratic Governance Facility (DGF). We are grateful to the DGF contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU). Finally, it is important to recognize that there still remain considerable gaps of information and data required to fully assess the performance of district councils and councilors. We have taken due care to ensure that where such information exists, it is presented as accurately as possible. However, we take responsibility for any errors or omission.

Executive Summary

This is the third score-card report for Mpigi District Local Government. The score-card assessed the performance of the Local Government Council, the Chairperson, the Speaker and individual Councilors who are vested with powers and responsibilities to ensure effective governance of the respective local governments as stipulated in the Local Governments Act (1997). The score-card is intended to build the capacities of leaders to deliver on their mandates, and empower citizens to demand for accountability from elected leaders. The objective of this report is to provide information and analysis based on the assessment conducted during Financial Year (FY) 2012/13. The assessment reviewed documents on planning and budgeting, service delivery monitoring; and Mpigi District Local Government performance reports. In addition, a review of minutes of sectoral committees and Council sittings was undertaken to inform the report about the performance of the business of Council, the Chairperson and individual Councilors. Face-to-face interviews with the targeted community leaders, key informant interviews at service delivery points, and focus group discussions further enriched the fact-finding and assessment process.

Mpigi District budget performance stood at 90% leaving a funding gap of 10%. The district remains heavily dependent on central government transfers that account for over 96.8% of total revenue. Locally-generated revenue and donor contributions were 1.7% and 1.5% respectively. With the exception of the education sector, the rest of the priority sectors registered budget cuts that affected monitoring of service delivery.

Mpigi District Council comprises 16 Councilors, a Speaker and Chairperson. The District Council scored 73 out of 100 possible points. This good performance was attributed to the continuous and well documented monitoring plans. The District Chairperson, John Mary Luwakanya scored 80 points while the District Speaker scored 78 points. With an average score of 65 points, the councilors performance greatly improved when compared to FY 2011/12. The best male Councilor was Hon. Eddie Nkolo Mpigi from Kiringente Sub-county, while the best female Councilor was Hon. Phionah Nabadda from Nkozi Sub-county.

Amidst this improved performance are major service delivery challenges that need to be addressed by the district leaders. Shoddy construction works, particularly in the Education Sector, undermined the positive gains and investment. Whereas individual monitoring greatly improved, a number of councilors did not have well-laid-out monitoring plans, while others failed to follow up on issues to a logical conclusion. The Council also faulted on

accountability measures where audit reports were not extensively debated in Council. The report makes a number of recommendations with regard to increasing local revenue; strengthening accountability mechanisms; strengthening teamwork; and, improvement in coordination between the district and the lower local governments.

1. BACKGROUND

1.1 Introduction

This is a score-card report for Mpigi District Local Government for FY 2012/13. The district was assessed for the third time and is one of the 26 districts under the Local Government Councils Score-card Initiative (LGCSCI), a project being implemented by ACODE in partnership with ULGA. The overall goal of the initiative is to strengthen citizens' demand for good governance and effectiveness in the delivery of public services, as well as boosting the professionalization and performance of local government councilors.

When the assessment was launched in 2009, it covered 10 district councils. The second assessment covering the financial year 2009/10 was conducted in 20 districts. Each of the third and fourth assessments covering financial years 2011/12 and 2012/13 covered 26 districts¹ respectively, including Mpigi District.

The score-card initiative seeks to improve the performance of local governments through annual assessments of the District Council, District Chairperson, District Speaker and individual Councilors. The assessment includes interviews, focus group discussions, literature review and field visits to service delivery units. Findings from the score-card are widely disseminated at national, district and lower local government levels at interactive workshops that bring together the assessed political leaders, district technical officials, lower local government leaders, civil society organizations and the community at large.

This report is presented under four sections. The second section after this introduction describes budget architecture and its implication for service delivery in the district. The third section presents the district score-card performance and interpretation, while the conclusion and recommendations are presented in the fourth section of this report.

¹ Agago, Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kabarole, Kamuli, Kanungu, Lira, Luwero, Mbale, Mbarara, Moroto, Moyo, Mpigi, Mukono, Nakapiripirit, Nebbi, Ntungamo, Rukungiri, Soroti, Tororo and Wakiso

1.2 District Profile

Located in the central region of Uganda, Mpigi District is one of the oldest districts under the decentralised system² created in 1980.³ Following the elevation of Wakiso⁴, Gomba and Butambala⁵ counties to district status, Mpigi District is now a one-county district.⁶ The district is bordered by Wakiso District to the north and east, Kalangala District to the south, Kalungu District to the south-west, Butambala District to the west and Mityana District to the north-west. Mpigi District is largely rural, with agriculture being the economic mainstay of the population. The main tourist attraction is the Mpanga Forest Reserve which contributes to the local revenue collections of the district. The district is also endowed with part of the Lake Victoria shoreline that provides opportunities for fishing to the residents around. Sand mining and stone quarrying are on the rise in Kammengo and Nkozi sub-counties. Cultural sites like Namirembe and Kibuuka Omumbaale have not been maximally exploited, but provide local revenue opportunities to the district.

1.3 District Leadership

The district is managed by the political and technical leadership that complement each other. During the year under review, Mr. John Mary Luwakanya was the political head of the district. The chairperson heads the political wing and works with a council of 18 elected councilors. The public service is headed by the Chief Administrative Officer (CAO), Mrs. Ajwang Magoola, who provides guidance to the eleven heads of department. She is assisted by a Deputy CAO. The CAO is not only the accounting officer but is also mandated to head the administration of the District Council. The district has seven sub-counties: Buwama, Muduuma, Kiringente, Kammengo, Nkozi, Kituntu and Mpigi Town Council, with the district administrative headquarters located in Mpigi Town. The political and technical leadership of the district are presented in *Table 1*.

2 This was under the then Resistance Councils Statute No. 15 of 1993. This Statute was later replaced by the Local Government Act of 1997.

3 At Independence in 1962, Mpigi was part of Buganda Kingdom. Following the abolition of kingdoms in 1967, Buganda was divided into 4 districts: East Mengo, West Mengo, Mubende and Masaka. Under the 1974 provincial Administration, West Mengo became Mengo District, which in 1980 became Mpigi District. In the 1970s, Mpigi District comprised the Buganda Kingdom counties of Kyaddondo, Busiro, Mawokota, Butambala and Gomba.

4 Wakiso gained district status in November 2000.

5 Gomba and Butambala were elevated to district status by parliament in 2010. Available at <http://www.newvision.co.ug/D/8/12/717188>

6 Mawokota remained as the only county in the district

Table 1: Mpigi District Political Leadership

Designation	Name
Political Leadership	
Chairperson	Hon. John Mary Luwakanya
District Vice Chairperson	Hon. Badru Katerega
District Speaker	Hon. Juliet Jemba
Members of Parliament	Hon. Amelia Kyambadde
	Hon. Kiyingi Bbosa
	Hon. Sarah Temulanda
Resident District Commissioner	Mr. Fred Bamwine
D/RDC	Mrs. Miriam Nakityo Katerega
Technical Leadership	
Chief Administrative Officer	Mrs Ajwang Dorothy Magoola
Finance Department	Mr. Eliab Namanya
Statutory Bodies	Mr. Micheal Lutalo
Education Department	Mrs. Jascent Ndagire
Engineering Department	Mr. Lukwago Joseph Ssali
Health Department	Dr. Ruth Nassanga
Production Department	Dr. Herman Ssekiwunga
Natural Resources Department	Mr. Polly Birakwate
Internal Audit Department	Mr.Ddungu Ssemata
Planning Department	Mr. Paul Kirabira
Water Department	Mr Joseph Sekalegga

Source: Mpigi District Work plan, 2012-2013

During the year under review, the council conducted council business through two sectoral committees: Production, Health and Education; and, Finance, Planning, Works and General Purpose. The decision to have two sectoral committees was dictated by a small number of councilors that cannot allow constituting the average number of five committees. *Table 2* shows the sectoral committees and their chairpersons.

Table 2: Chairpersons for Council sectoral committees (2010 – 2015)

Sectoral Committee	Chairpersons	Constituency
Finance, Works and General Purpose	Hon. Godfrey Nalima	Buwama Sub-county
Production, Education and Health	Hon. Eddie Mpagi Nkolo	Kiringente Sub-county

Source: Mpigi District Executive Minutes 2012-2013

1.4 Methodology

A combination of qualitative and quantitative methods of data collection and analysis were used in the score-card assessment.⁷ The assessment largely relied on a score-card as the tool for data collection.

1.4.1 The Score-card

The score-card is premised on a set of parameters which assess the extent to which local government council organs and councilors perform their responsibilities.⁸ These parameters are based on the responsibilities of the local government councils. The organs assessed include: the District Council, District Chairperson, District Speaker and the individual District Councilors. The parameters assessed include: legislation; contact with the electorate; planning and budgeting; participation in lower local governments; and, monitoring of service delivery.⁹

The score-card is periodically reviewed and ratified annually by internal and external teams. The internal team comprises the ACODE research team and local partners. The external team is an Expert Task Group comprising individual experts and professionals from local governments, the public sector, civil society and the academia. The rationale for periodic review is to make the tool more robust.

1.4.2 Score-card Administration

Before commencement of the assessment exercise, an inception meeting was organized in April 2013 for councilors, technical staff, and selected participants from civil society and the general public. This meeting was designed as a training workshop on the purpose of the score-card, nature of assessment, and to orient councilors for the assessment.

- a) **Literature Review.** The assessment involved a comprehensive review of documents and reports on Mpigi District Local Government. *Box 1* shows the different categories of documents and reports reviewed.
- b) **Key Informant Interviews.** Key informants were purposely selected for the interviews owing to their centrality and roles in service delivery in the district. Interviews were conducted with the district technical staff

7 For a detailed Methodology, See Godber Tumushabe, E. Ssemakula, and J. Mbabazi (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance, ACODE Policy Research Series, No. 53, 2012, Kampala.

8 See Third Schedule of the Local Governments Act 1997, Section 8.

9 See, Godber Tumushabe, E. Ssemakula and J. Mbabazi (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance, ACODE Policy Research Series, No. 53, 2012, Kampala.

and political leaders. The interviews focused on the state of services, level of funding, and their individual contribution to service delivery in the district. For the political leaders, these interviews are the first point of contact with the researchers and they generate assessment values that feed into the score-card. They also offer an opportunity for civic education on the roles and responsibilities of political leaders. Interviews with the technical staff provide an independent voice and an opportunity to verify information.

Box 1: Categories of Official District Documents used in the Assessment

Planning Documents

- Mpigi District Development Plan (DDP) 2011-2016**
- Mpigi District Local Government Revenue Enhancement Plan (2011-2016)**
- Mpigi District Local Government Approved Capacity Building Plan (2011/12-2015/16)**

Budgeting Documents

- **Budget Framework Paper FY 2012/13**
- **Budget Framework Paper FY 2013/14**
- **Budget FY 2012/13**

Service delivery Monitoring

- Annual Report of the Auditor General for the year ended 30th June 2012

Reports

- **Quarterly Monitoring Reports for FY 2012/13**
- **NAADS Monitoring Reports for FY 2012/13**
- **Committee Monitoring Reports FY 2012/13**
- **Mpigi District Local Government Public Accounts Committee Report: Auditor General's Report on Mpigi**
- **Local Government Financial Statements for the year ended June 30, 2012.**
- **Mpigi District Local Government, Department of Health Services, Staff List by Facility Report as at 30th April 2013.**

- c) **Focus Group Discussions (FGDs).** Focus Group Discussions (FGDs) are conducted based on the criteria set in the score-card FGD guide. FGDs were platforms for civic education and empowerment about the roles of councilors and other political leaders. A total of 33 FGDs were organized in all the seven sub-counties in the district. Participants in the FGDs were 467, of whom 43% were women and the rest men. They were mainly organized to enable voters to verify information provided by their respective councilors.
- d) **Service Delivery Unit Visits.** Field visits to service delivery units (SDUs) were undertaken in each sub-county by the research team. In each

sub-county, visits were made to primary schools, health centres, water source points, demonstration sites, FAL centres, and roads. Field visits were mainly observatory, and where possible, interviews were conducted with the personnel at the SDUs. These visits were also meant to verify the accuracy of the information provided by the political leaders.

1.4.3 Data Management and Analysis

The data collected during the assessment is both qualitative and quantitative. Qualitative data is categorized thematically for purposes of content analysis. Thematic categorization helps in the identification of the salient issues in service delivery. Quantitative data is generated through assigning values based on individual performance on given indicators. These data are used to generate frequency and correlation matrices that help make inferences and draw conclusions on individual and general performance.

2. BUDGET ARCHITECTURE AND IMPLICATIONS FOR THE STATUS OF SERVICE DELIVERY IN MPIGI DISTRICT

Fiscal decentralization empowers local governments to access revenues for financing devolved functions. The process is guided by Indicative Planning Figures (IPFs) which should reflect the priorities set out in the National Development Plan (NDP) and is handed down by the Ministry of Finance. Revenue sources include central government transfers, locally-generated revenue, and donor contributions. This section presents information on the district resource envelope and the state of services delivery during FY 2012/13.

2.1 District Budget Performance FY 2012/13

During the year under assessment, Mpigi District budget performance stood at 90%, leaving a funding gap of 10%. The district remains heavily dependent on central government transfers, which accounted for 96.8% of the district budget as indicated in Table 3. This was followed by donor contributions and, locally-generated revenue.

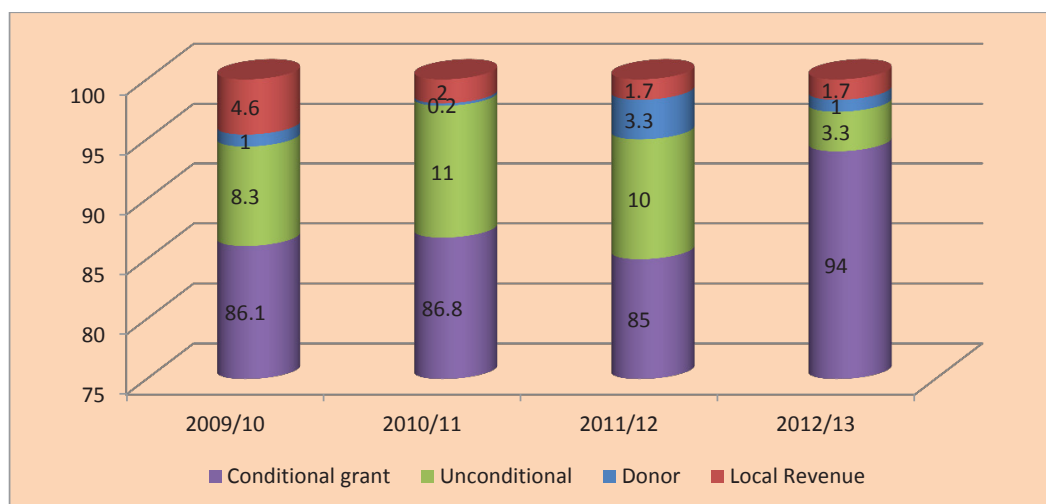
Table 3: Budget Performance FY 2012/13

Revenue Sources	Approved Budget UGX '000'	Estimated Actual UGX '000'	Percentage Performance	Contribution to total revenue
Local Revenue	406,686	236,560	58%	1.7%
Unconditional Grant	582,812	464,520	80%	3.3%
Conditional Grant	14,273,790	13,177,249	92%	93.5%
Donor Funds	455,123	205,044	45%	1.5%
TOTAL	15,720,411	14,083,373	90%	

Source: Mpigi District Local Government Budget Speech FY 2013/14

The discussion on district financing is best understood in the context of trends from the previous years. In Figure 1, an in-depth four-year trends analysis of the district budget releases has been made to present a graphical illustration of the district's increased dependency on central government financing. On the one hand, conditional grants have increased from 86.1% in 2009/10 to 94% during the year under assessment. On the other hand, unconditional grants have dropped from 8.3% in 2009/10 to 3.3% during FY 2012/13. Conditional grants have become prominent increasing from 86.1% to 94%. Local revenue collections continue to dwindle from 4.6% since 2009/10 to 1.7% in FY 2012/13 assessment. The district's commitment to increase local revenue collections during FY 2012/13 was not realized after the revenue collections remained the same over the two financial years as shown in Figure 1.

Figure 1: Trends Analysis of Mpigi District Budget Releases (2009 - 2013)

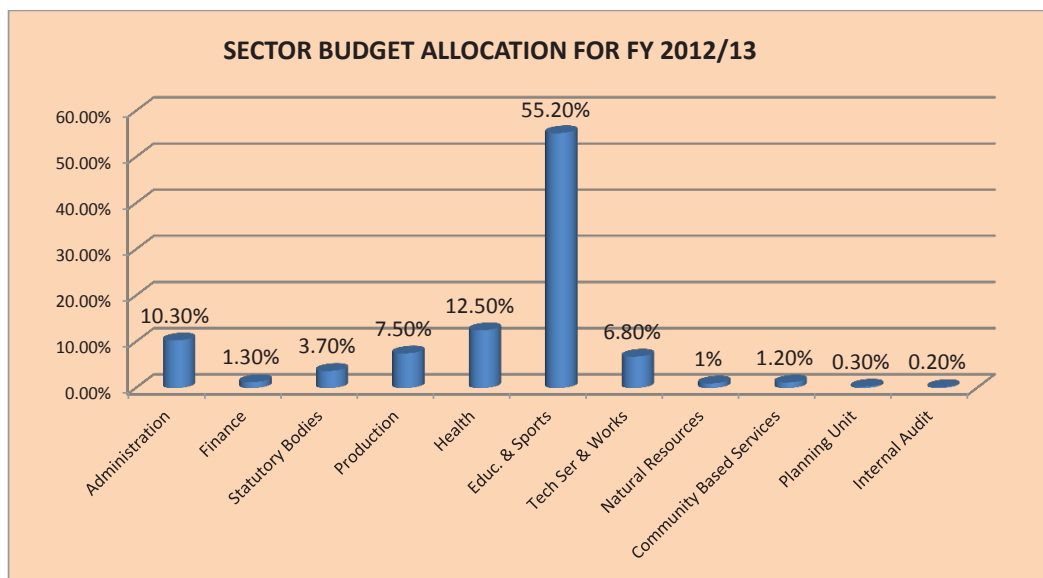


Source: Mpigi District Local Government Final Accounts for the year ended 30th June 2012

2.1.1 Intra-Sector Budget Allocations and Implications for Service Delivery

Overall, funding to the five priority sectors declined with the exception of the Education Sector whose sectoral allocation increased from 51.24% during FY 2011/12 to 55.2% during the year under review. The health sector allocation declined by 2.2 percentage points, while that of production declined by 2.4 percentage points.

Figure 2: Sector Budget Allocations for Mpigi District FY 2012/13



Source: Mpigi District Local Government Draft Final Accounts for the year ended 30th June 2012

Figure 2 highlights the sector budget allocation for the district for FY 2012/13. Clearly, sectors like Finance, Statutory Bodies and Community-based Services all secured increased budgetary allocations, although Education and Health Sectors continued to receive the largest allocations. Although the Internal Audit Department registered an increase in funding from 0.17% (FY 2011/12) to 0.2 % during the year under review, the department remains the least facilitated, and yet it shoulders the mantle of ensuring effective and efficient management of the district. In essence, the low levels of facilitation undermine the quality of support supervision.

2.2 State of Service Delivery in Mpigi District Local Government

The quality of services is an ultimate measure of performance of any local government. The quality and quantity of services in the district is reflective of the available budget and allocations to the various sectors. The Local Government Act enjoins district councils to plan, budget and supervise the implementation of government programmes. Table 4 presents a synopsis of selected indicators alongside the NDP and district targets during the year under review.

Table 4: Service Delivery Indicators in Mpigi District (2012/13)

Sector	Indicators	National standard/ NDP target	Level of achievement 2011/12	District Target 2012/13	Level of achievement 2012/13
Education - Primary Education	Children of primary school-going age (6-12 yrs)	-	172,307	-	172,307
	Enrolment	-	Total: 47,263	No target	Total: 74,304
	Pupil-Classroom Ratio (PCR)	55:1	92:1	70:1	70:1
	Pupil-Teacher Ratio (PTR)	55:1	52:1	41:1	41:1
	Pupil-to-Desk Ratio (PDR)	3:1	8:1	5:1	5:1
	PLE Performance	-	Div I = 8.2% Div II = 41.3% Div III = 18% Div IV = 16.3% U- = 16.2%:	No target	Div I = 7% Div II = 48% Div III = 21% Div IV = 14% U- = 16%
Health Care services	ANC 4th Visit	60%	95%	55%	53%
	Deliveries in Health Centres	35%	34%	65%	72%
	Total beds	-		No target	361
	Access to Maternity services	-		No target	9867
	MMR	506	506	-	506
	IMR	87%	94%	-	94%
	Staffing Levels	-	58%	73%	55%
Road Sub-sector	Km of roads under routine maintenance	-	83.53KM	184.43 KM	45.33KM (24%)
	Km of roads rehabilitated	-	37.5KM	-	37.5KM
	Km of roads under periodic maintenance		Not known	19.5 KM	9.5 KM
	Proportion of roads in good condition		43KM	-	80 KM
	Construction of bridges	-	0	0	0
	Opening up new community roads	-	0	No target	0
Water and Sanitation	Water coverage		58%	80%	67%
	Number of boreholes sunk	-	3	3	14
	Number of boreholes rehabilitated	-	0	0	14
	Functionality of water sources	80%	82%	-	80%
	Proportion of the population within 1km of an improved water source		-	No target	-
	Pit latrine coverage	90%	67%		67%
Agriculture	Number of extension workers per sub-county	-	2	2	2
	Number of service points	-	7	7	7
	Number of demonstration farms	-	1	7	1
	Technical back-up visits	-	8	-	8

FAL	Number of instructors		68	-	50
	Number of participants		1200	-	600
	Number of service centres	-	68	-	50
	Level of coverage	-		-	75%
Environment and Natural Resources	Staffing Level	2	1	2 Staff	1
	Conduct Environmental monitoring and assessment	-	Done Quarterly	Quarterly	Done Quarterly
	Production and update District State of the Environment Report (DSOER)	-	In place	One	In place
	District Environment Action Plan	-	Nil	One	In place
	Preparation of District Wetland Ordinance	-	None	-	None
	Monitor wetland systems in the district	-	Done Quarterly	Quarterly	Done Quarterly
	Establishment of Agro-forestry nurseries		Phased out	-	Phased out

Source: Mpigi Five Year Development Plan (2011/2012 – 2014/2015)

2.2.1 Primary Education Services

As shown in Figure 2, funding to the education sector was not only high but also increased from 51.24% in the FY 2011/12 to 55.20% during 2012/13. The increased funding can be associated with progress within the department which registered a number of commendable developments over the year. For purposes of objective comparison, examples of progress are drawn from schools that were reported about during the previous assessment of FY 2011/12. First, St Joseph Ntambi in Buwama, which had 4 classrooms during FY 2011/12, constructed a classroom block with two classrooms during the year under review. Second, the dilapidated classroom structure at St Balikedembe Kafumu Primary School was demolished and replaced with a new classroom block. Third, sanitation at Kitigi Primary School in Kituntu Sub-county was improved after the construction of a new five-stance latrine to replace the one that had collapsed during the previous assessment. This was the case in schools like Bujuuko C/S, Buyiwa P/S, St John Bosco Katende P/S, Wamatovu UMEA, Kibanga P/S, Kibumbiro P/S, St Mary Masaka P/S, and Nkasi P/S where five-stance pit latrines were constructed during 2012/13.

Amidst these developments, a number of setbacks still exist. Evidence from the 27 randomly selected schools visited during the fieldwork point out challenges that the district is yet to address. Collapsing latrine blocks and dilapidated classroom structures are still a common phenomenon as shown in Figure 3.

Figure 3: A Collapsing Toilet and an Incomplete Classroom Block at St Kizito-Ggolo Primary School, Ggolo, Nkozi Sub-county



Source: ACODE Digital Library August 2013

Access to Mpondwe Primary School in Kammengo Sub-county remains a challenge to a large population of school pupils and parents. Although this problem was documented during the previous assessment, the condition of the swampy road remains the same as shown in Figure 4.

Figure 4: Inaccessible road to Mpodwe Primary School in Kammengo Sub-county



Source: ACODE Digital Library August 2013

Available statistics from the Education Department show a general decline in PLE performance during the year under assessment. The percentage of the pupils who passed in Division One dropped from 8.2 % in 2011 to 7 % in 2012. Meanwhile, the percentage of pupils in Division Two increased from 41.3% to 48%. Table 5 presents a trend analysis of PLE performance over the last twelve years.

Table 5: Trends in Performance in PLE (%) for Mpigi District¹⁰

			2003	2004	2005	2006	2007	2008	2009	2010	2011	
Div 1	6.2	3.5	6.9	2.6	2	3.3	2.9	1.2	3.3	9.1	8.2	7
Div 2	38.7	20.1	32.4	23.9	27.9	35.1	30.8	21.6	31.7	41.3	41.3	48
Div 3	20.2	17	19	15.5	25.3	23.4	22.9	25.4	23.7	24.2	18	21
Div 4	16.7	14.2	15	20.4	20.2	16.4	15.5	17.5	18.4	13	16.3	14
U	18.3	45.2	26.7	37.6	24.6	21.8	27.0	34.2	22.0	12.4	16.2	16

Source: Mpigi District Education Department, 2013

2.2.2 Health Services

The focus of health service delivery during the year under review was mainly immunization and capital development projects funded under the PHC non-wage grant. Two maternity wards were constructed at Kampiringa HC III (work still in progress) and Sekiwunga HC 111. This investment is perhaps responsible for the increased deliveries in health centres which rose from 34 per cent to 72 per cent during FY 2012/13. However, the reduced funding to the health sector affected service delivery in a number of ways. Statistics in Table 4 reveal a reduction in the number of mothers attending ANC services to the fourth visit from 95 per cent during the previous year to 53 per cent during the year under review. Similarly, the problem of staffing levels reduced slightly from bad (58 per cent) to worse (55 per cent). The challenge of irregular immunization supplies still exists. This is particularly true regarding the immunization supplies and supply of essential drugs. Such shortages have a direct correlation with the number of mothers who choose to bring their children for immunization. Indeed, frustration is eminent among the community members about the inadequacies in health service provision. During a focus group discussion in Buwama Sub-county, community members expressed disinterest in visiting health centres.

“Our health centre is good. But I get frustrated when I am told to buy my own drugs after the medicine runs out. It is useless to have a health centre that is not fully stocked with drugs.” FGD participant in Buwama Sub-county, August 2013.

“In April, I went to Butooro Health Centre but did not find panadol. Yet, I was very sick and without money.” FGD participant in Kammengo Sub-county, August 2013.

¹⁰ This includes Private Schools

2.2.3 Road Sub-Sector

Mpigi District has a total of 1412.9km of roads. These roads are categorized as trunk roads(587.0km), district roads(224.4km), urban roads(225.0km) and community roads (375 km) which link to feeder roads and are maintained by sub-counties. Overall, the majority of the roads around the district are in good condition due to routine maintenance. Focus under this sector was geared towards routine maintenance. Some of the roads that underwent routine maintenance include: Butoolo-Sanya-Namgobo(9.3km) in Kammengo Sub-county, Buwere-Ntolomwe (5.97km),Nabyewanga-Jjiri (8.95km) in Buwama Sub-county, Kivukuta-Kituntu(10km) and Kanyika-Kituntu-Muyanga (5.97km) in Kituntu Sub-county and Buwama-Buwere-Nakiteete (5.14km) in Buwama Sub-county. Mechanized road works were undertaken on Kammengo-Buvumbo (4.6km), and Butoolo-Sanya in Kammengo Sub-county (9.3km), Muyanga-Degeya (5.5km) in Kituntu Sub-county. By August, some of the roads in question were in a poor condition already, with potholes, gullies and runoff that caused recurrent floods. A case in point is the Kayabwe-Bukasa road in Figure 5.

Figure 5: Poorly maintained Roads. Right: Kayabwe – Bukasa Road. Centre and Left: Sections of Kituntu – Kayabwe Road



Source: ACODE Digital Library, August 2013

2.2.4 Access to Water and Sanitation

Shallow wells are the main water sources in the district serving the majority of the population. Some sections of the community access water from protected springs, deep boreholes, rain harvesting tanks, water taps, dams and valley tanks. Most of this water requires boiling as it is not immediately safe for consumption which presents an added expenditure for the households. The district has registered commendable progress in the water coverage rate

which went up from 58 per cent (FY 2011/12) to 67 per cent (FY 2012/13). Investments under this sector included the sinking of 14 boreholes and rehabilitation of 14 others. However, the sub-sector is faced with a number of challenges including the use of unsafe water. For example, the majority of residents of Bubibira village in Nindye parish, Nkozi Sub-county still fetch water from unprotected wells. While efforts were made to rehabilitate a number of boreholes, the problem still exists in a number of parishes visited during the FGDs. The non-functional water scheme in Kituntu that was documented during the previous assessment has not been fixed. Community members that were interviewed during the FGDs expressed the following sentiments:

“Our water is dirty because we share it with animals. We fetch it from Lake Victoria because we don’t have any other source with clean water around.” **FGD participant from Buwama, August 2013**

“The borehole we have been using got spoilt so we get water from a well which when you look at is really dirty, but we have nothing to do but use it at home.” **FGD participant from Nindye in Nkozi Sub-county**

Figure 5: Left: Drawing water from an unprotected water source in Nkozi Sub-county Right: Non-functional Borehole in Kammengo Sub-county.



Source: ACODE Digital Library, August 2013

2.2.5 Agriculture and NAADS

The majority of the residents in Mpigi District depend on agriculture as their major source of livelihood. The agricultural sector has the greatest potential to overcome hunger and lift most citizens out of poverty, and therefore achieve the first MDG (To eradicate extreme poverty and hunger). Table 4 paints a rosy picture with regard to the key indicators under agriculture. Mpigi District met the targets of the two extension workers per sub-county, the seven service points per sub-county organized eight technical back-up visits. Evidence from the FGDs revealed that different groups benefited through farm inputs

like improved maize (LONGE 4/5), bean seed (NABE 4), herbicides, superglo fertilizers, pigs, coffee, bananas, chicken and cows. However, the district only had one demonstration farm out of the targeted seven. The budgetary allocation to the sector has been reduced from 9.91 per cent to 7.5 per cent during the year under review. The logic of reducing financing to the sector is therefore defeating. The sector needs more funding in order to put in place a proper extension service, focus on increasing the productivity of small-holder farmers, get them to use modern farming methods and inputs, and have them producing more for the market.

Figure 6: A heifer for a NAADS group in Muduuma and a contact farmer in



Kammengo

Source: ACODE Digital Library, August 2013

2.2.6 Environment and Natural Resources

The district is endowed with a number of natural resources including forest reserves, lakes and wetlands. Gazetted forests and woodland are a source of local revenue. Conservation of this sector has however faced a number of challenges, especially deforestation from local residents who have turned vast forest area into farm land. The high rate of deforestation and degradation of the environment in the district is a dangerous obstacle to sustainable management of forests and trees in the country and therefore requires urgent and consolidated effort of all concerned to address it. Although the district has been at the forefront of this conservation, a number of community members have resisted these efforts. Challenges remain in the staffing levels at the district, with only one out of the two required staff during the year under review.

With a staffing level of 50 per cent, the sector still faces manpower challenges. This translates in the quality of monitoring and supervision of the sector. Yet, it remains the key source of local revenue to the district. Similarly, funding

to the sector is not only meagre but underwent cuts during the year under assessment. Perhaps the most outstanding challenge under the sector is the ignorance of the community members who wage war on the political leadership that spearhead the protection of the natural resources.

3. MPIGI DISTRICT SCORE-CARD: ANALYSIS AND INTERPRETATION OF RESULTS

The local government score-card complements the Ministry of Local Government (MoLG) that assesses the performance of the technical arm of local governments. It is envisaged that the annual council assessments will create a strong and formidable political arm which should in turn provide effective oversight to the technical arm of the district. The assessment of the political arm in Mpigi was conducted between June and September 2013.

3.1 Performance of the District Council

A district council consists of a District Chairperson and Councilors who are directly elected. There are councilors who are representatives of special interest groups as well as women councilors and those representing Persons with disabilities (PWDs). The Local Government Council is the highest authority within a local government, with political, legislative, administrative and executive powers. The Council is the platform where councilors raise issues affecting their electorates and ensure that appropriate plans are put in place and the fiscal and other assets of the local government channeled towards addressing those issues. The score-card for the council is derived from the functions of the local government councils as stipulated under the Local Government Act. Table 6 presents details of the council performance on each assessed parameter.

Table 6: Performance of Mpigi District Council (FY 2012/13)

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	18	25	Rules of procedure were adopted but not fully operationalized during year under review. Payment of annual subscription to ULGA was made by EFT and there was action on key resolutions from ULGA (Min 4/4/2012). Business committee convened before all council sittings, all order papers are on file. Three (3) motions were passed, two on service delivery (provision of lunch in UPE schools; Min 6/2/13, local revenue collection; Minute 9/4/13) and accountability (blacklisting contractors who do shoddy work; Minute 9/4/13). Ordinance on mainstreaming disability was passed. No ordinance on environment and accountability. Public hearing was conducted on the provision of lunch in schools; a copy with views is on file. The council has all the required legislative resources. No single petition debated. No inter district cooperation tour throughout the year under review.
Adopted model rules of Procedure with/without debate (amendments)	1	2	
Membership to ULGA	2	2	
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	3	3	
Ordinances passed by the council	1	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	2	2	
Evidence of legislative resources	4	4	
Petitions	0	2	
Capacity building initiatives	1	3	
2. ACCOUNTABILITY TO CITIZENS	19	25	Council did not debate any issues of a constitutional nature. Council debated accountability issues, for example, poor construction of pit latrines and action on mainstreaming disability.
Fiscal Accountability	4	4	
Political Accountability	5	8	
Administrative Accountability	8	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	
Commitment to principles of accountability and transparency	0	3	Audit reports were received and reviewed in time. There was evidence of timely action on Public Accounts Committee (PAC) reports. With regard to involvement with CSOs, agreements and MOUs were signed with World Vision and Red Cross. There was evidence like invitation letters on participation of the community in budget conferences. There was no evidence of adoption, popularizing ULGA's Charter on Accountability and ethical code of conduct and submission of resolution extract to ULGA.
3. PLANNING & BUDGETING	11	20	The district's major undoing under the planning and budgeting function is that of the dwindling local revenue collections. Local revenue contribution to the budget has remained stagnant at 1.7% over the last two FYs. Although a number of efforts like sand mining were in place to raise local revenue (minute 9/4/13), they did not yield much in terms of actual figures. Worse still, there was no evidence of any plans to engage central government on local revenue enhancement..
Existence of Plans, Vision and Mission Statement	5	5	
Approval of the District Budget	4	4	
Local Revenue	2	11	
4. MONITORING SERVICE DELIVERY ON NPPAs	24	30	The weekly monitoring model used by the district stands out. This ensures that a minimum of two service centres are visited and monitored on a weekly basis. However, monitoring of FAL in the district is still wanting, yet, money continues to be allocated to that programme. Under the ENR sector, a planned visit was made in Kamaliba sand pit, as a possible source of local revenue, the report was discussed in council.
Education	5	5	
Health	5	5	
Water and Sanitation	4	4	
Roads	4	4	
Agriculture and Extension	2	4	
Functional adult Literacy	0	4	
Environment and Natural Resources	4	4	
TOTAL	72	100	

Mpigi District Local Government Council scored 72 out of 100 possible points. This score shows a general improvement in performance when compared to the 67 points attained during the previous assessment. This improvement is attributed to efforts under the legislative role where an ordinance on mainstreaming disability was passed and a public hearing conducted to discuss the provision of lunch in government-aided primary schools. Although monitoring service delivery under the NPPAs was generally well performed, the council's ability to follow up issues raised in the monitoring reports is still wanting.

3.2 District Chairperson

A chairperson is the political head of the district. Some of the cardinal roles of the chairperson include overseeing the performance of the persons employed by government to provide services, coordinate government programmes between the district and central government and monitor the implementation of council decisions. The district was under the leadership of Mr. John Mary Luwakanya who subscribes to the ruling NRM political party. His political career can be traced back to 1992 when he first served as a member of the District Tender Board for 6 years. This was followed by his role as chairman for the youth council during the late 1990s and later an LC III chairperson for 10 years. During his tenure as LC III chairperson, Luwakanya doubled as a district councilor. Between 2006 and 2011, he served as District Speaker before his election to the post of district chairperson during the 2011 general elections. Table 7 presents details of the chairperson's performance during the year under review.

Table 7: Chairperson’s Score-card

Name	Luwakanya John Mary		
District	Mpigi		
Political Party	NRM		
Gender	Male		
Number of Terms	1		
Total Score	80		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	18	(20)	Although the chairperson registered good performance under his political leadership, evidence from the assessment revealed strained relations between his office and the CAO. This undermined the smooth running of a number of council decisions. The chairperson has a file for all correspondences to the CAO. There is a file for LCIII, SAS and TPC meetings.
Presiding over meetings of Executive Committee	3	3	
Monitoring and administration	5	5	
Report made to council on the state of affairs of the district	2	2	
Overseeing performance of civil servants	2	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	2	2	
Engagement with central government and national institutions	4	4	
2. LEGISLATIVE ROLE	8	(15)	Attended 5 out of 6 council meetings. Three motions (lunch in school, blacklisting shoddy work contractors and increasing local revenue) were presented by the executive. No bill presented during the year under review.
Regular attendance of council sessions	2	2	
Motions presented by the Executive	6	6	
Bills presented by the Executive	0	7	
3. CONTACT WITH ELECTORATE	10	(10)	Chairman’s diary and year planner provided proof of meetings. Copies of complaints and communication made at community meetings accessed.
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	7	(10)	Two MoUs(Red Cross and World Vision) were signed.
Projects initiated	1	3	
Contributions to communal Projects/activities	1	2	
Linking the community to Development Partners/ NGOs	5	5	
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	37	(45)	The chairperson made an extensive monitoring programme. Thursday is the official field monitoring day. Despite such an elaborate monitoring plan, FAL monitoring was not done. Similarly, the ENR sector did not receive the same focus in terms of time and production of report.
Monitored Agricultural services	7	7	
Monitored Health Service delivery	7	7	
Monitored schools in every sub-county	7	7	
Monitored road works in the district	7	7	
Monitored water sources in every sub-county	7	7	
Monitored functional Adult literacy session	0	5	
Monitored Environment and Natural Resources protection	2	5	
TOTAL	80	100	

The chairperson scored 80 out of 100 possible points. This performance is attributed to a number of factors. First, as was the case during the previous assessment, the chairperson scooped all the possible marks under contact with the electorate. Second, the chairman's political leadership was impeccable as was seen in his monitoring and administration of council, supervision of civil servants and overseeing the functioning of the district statutory bodies. Third, with the exception of FAL and ENR, monitoring of the NPPAs was well done and documented. The chairperson's performance under the legislative role was undermined by the fact that not a single bill was presented by his executive during 2012/13.

3.3 District Speaker

A District Speaker is a councilor elected from councilors to chair council, provide leadership and preserve order in council. The speaker therefore has dual roles of representation of the electorate and leadership in council. Hon. Juliet Jjemba was the District Speaker during the year under review. Table 8 provides details of the speaker's performance during FY 2012/13.

Table 8: Speaker's Performance

Name	Jjemba Juliet	Level of Education	Diploma	
District	Mpigi	Gender	Female	
Sub County	Muduuma/Kiringente	Number of Terms	2	
Political Party	NRM	Total	78	
ASSESSMENT PARAMETER		Actual Score	Maximum Score	Comments
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL		17	(25)	
Chairing lawful council/ meetings			3	Chaired 4 council sittings and delegated 2 to the deputy. Rules of procedure were adopted but not yet implemented. The business committee is in place, convened meetings and all minutes filed. Petitions/ issues record book was in place. There was no evidence of a written paper presented by the speaker to guide council or committees
Rules of procedure	3	9		
Business Committee	6	3		
Records book with Issues/ petitions presented to the office	3	2		
Record of motions/bills presented in council	2	3		
Provided special skills/knowledge to the Council or committees.	3	5		
2. CONTACT WITH ELECTORATE		20	(20)	
Meetings with Electorate	11	11		The speaker scheduled her visits in the two sub-counties. Visited 4 women's' groups - 2 in Muduuma and 2 in Kiringente. Organized a sanitation week in Bujuuko and Jeeza. Apart from the district office, the speaker used her home in Jeeza as a constituency office.
Office or coordinating centre in the constituency	9	9		
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT		10	(10)	
Attendance in sub-county Council sessions	10	10		Attended 6 sub-county council sessions, shared information and delivered official communication to the LLG. Minutes were on file.

4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	31	(45)	The speaker visited health centres like Muduuma HC II, Sekiwunga HC III, Katende HC II, among others. Visited schools like Kibumbiro and Jeeza and addressed issues of staffing. A report was in place, there was also a follow-up plan. The speaker visited 2 farmers' groups but there was no report written. Water sources were visited, one report written and a follow up action of cleaning water sources was done. Roads like Katuuso, Muyobozi, Muduuma Nakirebe and Buyala road, 2 reports were written and there was follow-up action of registering road gangs. FAL was not monitored at all. ENR was monitored at Katuuso. Local labour was mobilized to plant trees
Monitoring Health Service delivery	7	7	
Monitoring Education services	7	7	
Monitoring Agricultural projects	1	7	
Monitoring Water service	5	7	
Monitoring Road works	7	7	
Monitoring Functional Adult Literacy	0	5	
Monitoring Environment and Natural Resources	4	5	
TOTAL	78	100	

The speaker scored 78 out of a 100 possible points. The speaker's commitment towards improved record keeping paid off with tremendous improvement from the 40 points during the previous assessment. Apart from documenting the monitoring visits in Kiringente and Muduuma sub-counties in the councilor's diary, hard copies of the monitoring reports were prepared and submitted to the relevant technical staff for follow-up. The speaker's record with regard to contact with her electorate Kiringente and Muduuma was phenomenal. In addition to her office at the district, the speaker uses her home in Jeeza as a point of contact with her electorate. However, the speaker's performance with regard to the legislative role in council was hindered by the fact that the model rules of the procedure that were adopted by the council were not enforced during the year under review. Monitoring of FAL and ENR was not effectively undertaken.

3.4 District Councilors

The political arm of the district comprises of district council composed of the district councilors, district executive committee, and the district council speaker. This section presents an analysis of the performance of the 16 district councilors in Mpigi. District councilors are vested with a wide range of powers and responsibilities as stipulated in the third schedule of the Local Government Act. During the year under review, district councilors were assessed on the four performance parameters: a) legislative role b) contact with the electorate, c) participation in lower local governments and d) monitoring serving delivery of the NPPAs.

The performance of the Mpigi District councilors paints a remarkable picture of improvement with an average score of 65 points, compared to the 46 points during the previous assessment. The best male councilor was Hon Eddie Nkolo Mpigi from Kiringente Sub-county, who scored 79 points; while the best female councilor, Hon. Phionah Nabadda from Nkozi Sub-county scored 73 points. One of the outstanding performances in Mpigi is that of the male

youth councilor Mac-Bannis Baingana who leapfrogged from the bottom of the league table during the previous assessment to the second best performer with a percentage improvement of 280 per cent during the year under review. In terms of gender analysis, the male councilors performed better than their female counterparts. The best performed parameter was contact with the electorate, while monitoring of NPPAs was the worst performed parameter.

Indicators such as participation and debate during council and committees under the legislative role were performed with excellence as all the 16 councilors scooped all the possible marks. Record keeping and documentation of monitoring reports under education and health also improved tremendously when compared to the previous assessment. That said, councilors in Mpigi still face challenges when it comes to presenting of individual motions, organizing scheduled meetings with the electorate and monitoring of agricultural sites, water sources, FAL and ENR sites. A summary of performance for all the district councilors is presented in Table 9.

Table 9: Summary Performance of Mpigi District Councillors FY 2012/13

Name	Sub-county	Party	Gender	Terms	2011/12	2012/13	% change	Legislative role				Contact with electorate			Participation in LLGs					Delivery on NPPA				
								Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Eddie Nkolo Mpagi	Kiringente	Ind	M	1	62	79	27	8	8	5	0	21	9	9	18	10	7	7	1	5	7	1	2	30
Mac-Bannis Baingana	Youth	Ind	M	1	20	76	280	8	8	0	0	16	11	9	20	0	7	7	7	7	3	2	40	
Abubaker Kikambi	Mudduma	NRM	M	1	77	76	-1	8	8	0	0	16	9	9	18	10	5	5	5	5	7	1	4	32
Phionah Nabadda	Nkozi	NRM	F	1	50	73	46	8	8	0	0	16	11	9	20	10	7	7	1	5	5	1	1	27
Joseph Mutabazi	Kamengo	NRM	M	1	48	69	44	8	8	2	0	18	9	9	18	6	7	7	1	5	5	1	1	27
Badru Kagawa Kateraga	Mpigi Town Council	NRM	M	1	50	66	32	8	8	0	0	16	9	9	18	10	1	1	0	7	7	5	1	22
Godfrey Nalima	Kituntu	Ind	M	1	52	65	25	8	8	2	0	18	11	2	13	6	7	7	0	5	5	0	4	28
Betty Nalubowa Kinene	PWD	NRM	F	4	43	65	51	8	8	2	0	18	11	9	20	10	3	1	1	7	5	0	0	17
Noeline Nagadya	Buwama	NRM	F	3	47	65	38	8	8	5	0	21	9	6	15	4	7	7	1	4	5	1	0	25
Catherine Ddembe	Kituntu	FDC	F	1	47	63	34	8	8	5	0	21	11	9	20	0	5	5	5	1	5	0	1	22
Abdul Sserubidde	Nkozi	Ind	M	1	53	60	13	8	8	0	0	16	11	9	20	10	1	3	1	7	1	0	1	14
Anita Birabwa Nalwoga	Youth	NRM	F	1	32	57	78	8	8	0	0	16	9	6	15	4	5	5	5	1	5	0	1	22
Benon Nsamba	Buwama	DP	M	1	48	56	17	8	8	0	0	16	11	9	20	10	3	3	1	1	1	0	1	10
Edith Ssempala	Mpigi Town Council	NRM	F	1	37	56	51	8	8	0	0	16	7	9	16	10	3	3	3	0	1	3	1	14
Mansoon Kiyemba	PWD	NRM	M	1	48	55	15	8	8	0	0	16	9	9	18	10	7	1	1	1	0	0	1	11
Resty Nantongo	Kammengo	NRM	F	4	27	54	100	8	8	0	0	16	9	9	18	10	3	3	1	1	1	0	1	10
Average				2	46	65	53	8	8	1	0	17	10	8	18	8	5	5	2	4	4	1	1	22

3.5 Interpretation of Results

With an average score of 65 per cent, councilors in Mpigi remained committed towards their commitment to improve performance.¹¹ At the individual level, all the district councilors scored above average. The improvement in the councilors' performance can best be explained through council's open commitment to embrace the local government score-card assessment as a tool that has enhanced the quality of council performance.¹² Outstanding progress during the year includes:

- a) Improved quality of council minutes and documentation by the office of the Clerk to Council;
- b) Improved report writing after monitoring visits;
- c) Improved documentation through the use of the councilors' diary;
- d) Improved participation and deliberation in plenary and committees;
- e) General knowledge and appreciation of a wide range of councilors' roles and responsibilities.

This performance should translate into a general improvement in the quality and quantity of services to the citizens in districts. However, the analysis in Section 2 of this report paints an undesirable picture with the majority of service delivery targets remaining static while others deteriorated during the year under review. Service delivery in Mpigi District was affected by a number of factors during the year under assessment. Some factors are internal, and can be addressed by the district leadership, while others are external and need the intervention of central government and other key stakeholders.

3.5.1 Internal factors affecting poor performance and service delivery

- a) **Conflicts between the technical and political arm:** The offices of the District Chairperson and Chief Administrative Officer (CAO) are different but ought to complement each other. During the year under review, there were undercurrents of collision and conflict between the two leaders. An attempt to understand the cause of the tension suggests mere failure to compromise on the two different management styles exercised by the Chairperson and CAO. This delayed the implementation of a number of council decisions. In June 2013, the tension nearly cost the district access to billions of shillings that would be returned to the central government. Solving this impasse took the involvement of Hon. Amelia Kyambadde,

¹¹ Average performance score for FY 2011/12 was 46 per cent.

¹² See Mpigi District Local Government Budget Speech FY 2013/14, p. 16

Minister for Trade, Industry and Cooperatives who attended the council sitting on 13th June 2013 and called on the two parties to work together.

- b) **Unplanned community meetings:** The majority of councilors in Mpigi continue to meet their electorate at social functions and gatherings as opposed to drawing up proper community meeting programmes. While councilors argue that is a better option, the possibility of alienating sections of the community is high. Besides, unplanned community meetings do not usually give the councilor an opportunity to set the agenda. Analysis of the activity reports revealed that councilors are therefore unable to make detailed reports or seek relevant views that should inform their deliberations in council.
- c) **Poor monitoring of water sources, FAL and ENR sectors:** Despite improvement in monitoring of government programmes, emphasis was mainly put on monitoring education and health at the cost of the water, FAL and the ENR sectors. At an individual level, with the exception of four district councilors, the rest of the councilors did not monitor any FAL centre during the year under review; yet money was allocated to the programme under Community Driven Development (CDD). Statistics from the Mpigi District Budget Speech FY 2013/14 show that the programme enrolled 600 learners, the majority of whom were not monitored.
- d) **Schedule clashes between sub-county and district council meetings and inability to transmit feedback to constituents:** Much as improvement was registered with the majority of councilors attending meetings at their sub-counties, there remain clashes in the scheduling of meetings at the district and sub-counties. The majority of councilors who did not meet the threshold of attending at least 4 sub-county meetings complained of coinciding meetings dates at the district and their sub-counties. Such a scenario presents two challenges. First, since the district council meetings take precedence over the sub-county meetings, the sub-county leadership is unable to get official feedback from the district councilor in a timely manner. Second, such scheduling clashes break the normative bottom-up chain of communication and political accountability.
- e) **Uncoordinated monitoring efforts between council and technical staff:** The image of the Education Department, which receives the biggest share of the district budget, was tainted with occurrences of shoddy works at some schools. This was most evident in respect of pit latrines constructed in 8 schools around the district. Evidence from district councilors and FGD participants in the four sub-counties of Kammengo, Buwama, Muduuma and Kituntu showed collapsing toilets that were certified by the district engineer during the year under review. Whereas

some councilors documented the problem of collapsing toilets in these sub-counties, the technical team continued to issue certificates of completion to the same service provider.

- f) **Weak accountability mechanism by council:** The Internal Audit Department of the district prepared and submitted quarterly audit reports to the district council. However, a critical review of all the 6 sets of Minutes of Council reveals that the council did not discuss or follow up any of the audit queries as required by law.

3.5.2 External factors for poor performance and service delivery

a) **Unmet financial expectations**

With a projection of UGX 15, 720,411,000 billion, the district was only able to secure UGX 14,083,373,000 which represents a 90 per cent revenue performance rate. This means that a number of planned activities could not be funded during the year under review. The most affected was the unconditional grant wage whose performance was rated at only 80 per cent of the planned expenditure.

b) **Dependency on the central government**

Mpigi District Local Government provides services to its citizens on behalf of the Central Government. For this to happen, the district budget should be sufficient and flexible enough to deal with local priorities and demands. However, the district still depends on the central government for much of its funding. Statistics from the previous assessments confirm that this dependence has been increasing rather than decreasing over the years. During the year under review, the majority of the grants from the central government were conditional, with minimal flexibility. The unconditional grant, which is the only grant that local governments may use as part of their revenues, is mainly used to pay salaries. In many cases, these funds are not adequate and this creates a funding gap. Meanwhile, local revenue collections continue to dwindle without clear strategic plans to deal with the situation.

c) **Low civic awareness among community members**

Evidence from the Focus Group Discussions still points to low civic awareness among community members, most of whom expressed ignorance with regard to their councilors' identity and what he / she should do for them. A cross-section of FGD participants expressed fear regarding the possibility of holding their councilors accountable.

4. GENERAL CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

The conversation on Mpigi's effective service delivery will likely continue to grow as various stakeholders continue to play their part. Integral to this conversation is the linkage between and contribution of the technical and political arms of the district leadership. The score-card is a compelling accountability tool of the political arm, but not the silver bullet to the current service delivery deficit. As political leaders strive to improve their performance, the technical leadership should meet them halfway, through monitoring and commitment to quality service provision. Another key player is the central government, whose funding to the district continues to wane. The discourse on increased local revenue collections and change in the budget architecture remain critical.

4.2 Recommendations

4.2.1 Advocacy for a changed Budget Architecture

The on-going advocacy spearheaded by ULGA and ACODE to increase local government funding from 16 per cent to 40 per cent of the national budget should be supported by all districts including Mpigi. The analysis made in Section 2 of this report clearly highlights the dangers of maintaining the status quo. Mpigi District needs more funding to deliver the quality of services needed by the citizens.

4.2.2 Increased Local Revenue Resources

One of the determinants of the district's financial autonomy is the level of local revenue collections. There is sufficient evidence in Figure 1 to suggest that the district's local revenue contributions to the budget have been dropping over the years. Indeed, the district has the potential to improve the revenue collections but should be coupled with prudent management and supervision. The district should therefore popularize the Local Economic Development (LED) agenda. The motion presented to council by Hon. Joseph Mutabazi during the year

under review is a step in the right direction. This motion suggests areas such as sand mining fees, telephone masts, traditional healers' permits, telephone masts installation permits, stone crushing permits and brick burning permits as possible sources of local revenue and should be supported.

4.2.3 Strengthen Local Accountability Mechanisms

The provision of quality services in the district is highly dependent on the complementary nature of the technical and political arms or the lack of it. It is for this reason that internal audit reports are prepared and submitted to the district council for scrutiny. Council should exercise their mandate of critically reviewing the findings of the report and take appropriate measure in a timely manner. The probe committee headed by Hon. Eddie Mpigi Nkole is a step in the right direction, but should be supported to do their work. The follow-up action from the probe committee is the crux of local accountability.

4.2.4 Teamwork

The political and technical arms of the district should strive to nurture a relationship of collegiality and respect for the good of the citizens in Mpigi. This teamwork should stem from a professional point of view that acknowledges the role and complementarity of either party. Any form of disharmony presents an opportunity for failure in terms of timely delivery of services to the people of Mpigi.

4.2.5 Effective coordination between the District and LLGs

Districts and lower local governments are key stakeholders that need each other in the chain of service delivery. A well-coordinated chain of command provides for effective accountability by leaders to the citizens. The year planner published by the office of the District Chairperson is a commendable step. This document should be shared widely with all sub-county leaders to ensure harmony in planning. At the LLGs, it is good practice to share a schedule of council meetings with the district to avoid scheduling overlaps and clash of planned activities.

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Annex 1: Mpigi District Local Government Council 2012/2013

No	Name	Special Responsibility	Party	Constituency
1.	John Mary Luwakanya	Chairperson	NRM	District
2.	Badru Katerega Kaggwa	Vice Chairperson	NRM	Direct Councilor, Mpigi T C
3.	Juliet Jemba	Speaker	NRM	Kiringente/Muduuma
4.	Manisuli Kiyemba	Deputy Speaker	NRM	Male PWD
5.	Joseph Mutabazi	Sec. Finance	NRM	Direct Councilor, Kammengo
6.	Abubakari Kikambi	Sec. Works	NRM	Direct Councilor, Muduuma
7.	Noeline Nagadya	Sec. Production	NRM	Woman Rep. Buwama
8.	Edith Ssempala		NRM	Woman Rep. Mpigi T.C
9.	Benon Nsamba		DP	Direct Councilor, Buwama
10.	Eddie Mpagi Nkolo		Independent	Direct Councilor, Kiringente
11.	Godfrey Nalima		Independent	Direct Councilor, Kituntu
12.	Abdul Serubidde		Independent	Direct Councilor, Nkozi
13.	Catherine Ddembe		FDC	Direct Councilor, Kituntu
14.	Phionah Nabadda		NRM	Woman Rep. Nkozi
15.	Betty Nalubowa Kinene		NRM	Female PWD
16.	Resty B Nantongo		NRM	Woman Rep., Kamengo
17.	Anita Nalwoga		NRM	Female Youth

Annex 2: Summary of Councils' Performance (FY 2012/13)

District	2011/12	2012/13	% change	Legislative Role										Accountability To Citizens					Planning & Budgeting				Monitoring NPPAs													
				Rules of procedure	Membership ULGA	Functionality of committees	Lawful motions	Ordinances	Conflict resolution	Public hearings	Legislative resources	Petitions	Capacity building	Sub Total	Fiscal accountability	Political accountability	Administrative accountability	Involvement of CSOs	Principles of accountability	Sub Total	Planning and budgeting	District budget	Local revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	Environment	Sub Total				
Wakiso	71	76	7	2	0	3	1	1	1	2	2	2	2	2	2	1	15	3	6	8	2	1	20	5	4	7	16	4	5	3	4	3	2	4	25	
Gulu	82	75	-9	2	2	2	3	0	1	2	4	2	2	2	2	2	20	4	5	6	2	3	20	5	4	2	11	5	5	3	3	3	2	4	24	
Mpigi	67	72	7	1	2	3	3	1	1	2	4	0	1	18	4	5	18	4	5	8	2	0	19	5	4	2	11	5	5	4	2	0	4	2	4	24
Amuria	76	70	-8	2	2	2	3	3	1	0	4	0	2	19	4	6	3	2	3	2	3	18	4	4	4	12	4	5	2	4	2	4	0	2	21	
Rukungiri	69	70	1	2	2	3	2	1	1	2	3	1	2	19	4	5	7	2	0	18	5	4	2	11	5	4	2	11	5	3	4	3	0	2	22	
Ntungamo	64	69	8	2	1	3	2	1	1	0	4	1	1	16	4	4	7	2	0	17	5	4	7	16	5	4	7	16	2	3	3	3	3	3	20	
Nebbi	51	69	35	2	1	3	2	1	1	0	2	1	3	16	4	5	4	2	3	18	5	4	4	13	5	4	4	13	5	5	3	4	3	0	2	22
Mbale	55	68	24	2	2	3	2	0	1	0	2	2	3	17	4	7	3	2	2	18	5	4	7	16	5	4	7	16	5	3	2	2	0	3	17	
Mukono	78	67	-14	2	1	3	1	1	1	2	2	2	3	18	3	5	3	2	2	15	5	4	6	15	5	4	6	15	3	5	4	3	1	0	3	19
Kamuli	40	67	68	1	0	2	2	0	1	0	3	1	3	13	3	4	6	2	0	15	5	3	4	12	5	3	4	12	5	5	4	4	4	3	2	27
Hoima	48	67	40	2	1	3	3	3	1	2	1	2	2	20	2	4	3	2	0	11	5	4	2	11	5	4	2	11	5	5	4	2	4	1	2	25
Jinja	44	66	50	1	2	3	1	1	1	2	3	2	3	19	4	5	7	2	1	19	5	4	4	13	2	2	4	13	2	2	2	4	2	2	1	15
Moyo	55	63	15	2	2	3	0	1	0	0	4	0	1	13	4	6	5	2	2	19	5	4	2	11	5	4	2	11	5	5	2	2	2	0	4	20
Kabarole	75	63	-16	2	0	3	3	1	1	0	2	0	2	14	3	5	6	2	0	16	5	4	4	13	3	4	4	13	3	4	2	3	3	2	3	20
Lira	49	62	27	2	1	3	3	0	0	2	2	2	3	18	3	5	6	2	0	16	5	4	7	16	5	4	7	16	0	3	0	3	3	0	12	
Mbarara	53	62	17	1	1	3	2	0	0	0	3	0	2	12	3	3	8	2	0	16	5	4	4	13	4	4	4	13	4	4	2	2	2	4	3	21
Bududa	60	61	2	2	1	3	1	1	1	1	2	2	2	16	3	7	3	2	1	16	5	4	4	13	3	3	1	13	3	3	1	4	2	0	3	16
Nakapiripiri	56	61	9	2	2	1	1	1	0	0	1	2	3	13	4	5	2	2	3	16	5	4	4	13	3	4	4	13	3	4	1	4	4	0	3	19
Soroti	68	60	-12	2	1	3	0	0	1	0	3	2	3	15	4	5	8	2	2	21	4	3	3	10	2	2	2	10	2	2	2	2	2	2	2	14
Buliisa	57	60	5	2	2	3	3	0	1	1	2	0	1	15	3	7	3	2	0	15	5	4	4	13	4	4	4	13	4	4	3	3	0	0	17	
Luwero	70	60	-14	2	0	3	0	0	1	0	1	2	1	10	4	4	6	2	2	18	5	4	2	11	3	3	4	11	3	3	4	3	3	2	2	21
Kanungu	67	57	-15	1	1	2	1	1	1	0	2	2	0	11	4	4	6	2	0	16	5	4	2	11	3	3	2	11	3	3	2	3	2	2	4	19
Moroto	55	56	2	2	1	3	3	1	1	1	3	0	2	17	2	6	3	2	0	13	5	4	2	11	3	1	3	11	3	1	3	2	3	2	1	15
Tororo	40	55	38	2	2	2	2	1	1	1	4	1	1	17	2	5	4	2	1	14	5	3	2	10	3	4	0	10	3	4	0	0	2	1	4	14
Agago		51		2	1	3	1	0	1	0	2	1	2	13	3	4	4	2	0	13	5	4	2	11	2	2	2	11	2	2	2	2	2	2	2	14
Amuru	30	40	33	2	2	1	0	0	1	0	2	1	1	10	3	4	3	2	1	13	4	4	9	17	0	0	0	17	0	0	0	0	0	0	0	0
Average	59	63	12	2	1	3	2	1	1	1	3	1	2	16	3	5	5	2	1	17	5	4	4	13	4	4	4	13	4	4	2	3	2	2	2	19

Annex 3: Summary of the Chairpersons' Performance (FY 2012/13)

Name	Gender	District	Political Party	Number of Terms	Performance		Political Leadership						Legislative Role			Contact With Electorate			Development Projects						Monitoring Service Delivery On NPPAs								
					2011/12	2012/13	% change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central govt	Sub Total	Council	Motions Executive	Bills by Executive	Subtotal	Meetings Electorate	Issues by electorate	Subtotal	Projects initiated	Communal Projects	NGOs	Subtotal	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
Richard Rwabuhinga	M	Kabarole	Ind	1	80	89	11	3	5	2	3	2	4	19	2	4	5	11	5	5	10	3	2	5	10	7	7	7	7	7	1	3	39
Priscovia Sabaam Musumba	F	Kamuli	FDC	1	88	88		1	5	2	2	2	4	16	0	6	7	13	5	5	10	3	2	5	10	3	7	6	6	7	5	5	39
Martin Ojara Mapeundu	M	Gulu	FDC	1	91	88	-3	3	5	2	4	2	4	20	2	4	5	11	5	5	10	3	2	5	10	5	7	5	7	5	3	5	37
Fredrick Ngobi Gume	M	Jinja	NRM	1	66	87	32	3	5	2	4	1	4	19	2	6	7	15	5	5	10	3	2	5	10	5	5	5	5	3	5	33	
Matia Lwanga Bwanika	M	Wakiso	DP	1	70	82	21	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	1	6	7	7	7	5	7	1	5	39
Emmanuel Osuna	M	Tororo	NRM	2	78	82	5	3	5	2	4	2	3	19	2	4	5	11	4	5	9	3	1	5	9	5	7	5	5	2	5	34	
John Mary Luwakanya	M	Mpigi	NRM	1	80	80	0	3	5	2	2	2	4	18	2	6	0	8	5	5	10	1	1	5	7	7	7	7	7	0	2	37	
Charles K. Byabakama	M	Rukungiri	NRM	1	44	80	82	3	3	2	3	0	3	14	2	4	3	9	4	5	9	3	1	5	9	7	6	6	7	7	3	3	39
Francis Lukooya M.	M	Mukono	NRM	2	80	80	0	2	5	2	3	1	4	17	2	6	3	11	5	5	10	3	1	5	9	3	7	7	7	4	0	5	33
Mark Aol Musooka	M	Moroto	NRM	1	76	78	3	3	5	2	2	2	2	16	2	4	0	6	5	5	10	3	1	5	9	6	7	7	6	6	0	5	37
Anthony Omach Atube	M	Amuru	NRM	2	54	78	44	3	4	2	4	1	4	18	2	2	0	4	4	5	9	3	2	5	10	5	6	5	6	5	5	37	
George Michael Egunyū	M	Soroti	NRM	1	82	78	-5	3	5	2	4	2	4	20	0	4	0	4	5	5	10	3	2	5	10	7	7	7	7	3	0	3	34
Francis Oluma	M	Amuria	NRM	1	74	78	5	3	5	2	3	2	4	19	2	6	3	11	5	2	7	3	1	5	9	3	7	7	7	5	0	3	32
George Imkamyire	M	Hoima	NRM	3	65	76	17	3	4	2	4	2	4	19	2	2	3	7	5	5	10	3	2	0	5	5	7	5	7	3	3	35	
Alex Oremo Alot	M	Lira	UPC	1	40	76	90	3	4	2	4	2	4	19	2	6	0	8	4	5	9	3	2	5	10	6	6	6	6	0	0	30	
Deuseddit Tumusiime	M	Mbarara	NRM	1	70	75	7	3	5	2	3	2	4	19	2	0	0	2	3	5	8	3	0	5	8	6	6	6	6	4	4	38	
John Lorot	M	Nakapiripit	NRM	2	69	75	9	3	3	2	3	2	4	17	2	4	3	9	5	5	10	3	1	5	9	5	7	1	7	5	2	3	30
Robert Okumu	M	Nebbi	NRM	1	65	74	14	3	5	2	4	2	4	20	2	4	0	6	5	5	10	1	2	3	6	0	7	7	7	7	2	2	32
Denis Singahakye	M	Ntungamo	NRM	1	69	74	7	3	5	2	4	1	4	19	2	4	5	11	5	5	10	3	2	3	8	4	3	5	7	2	2	3	26
Bernard M. Mujasi	M	Mbale	NRM	3	70	74	6	3	3	2	4	2	3	17	2	4	3	9	4	5	9	2	1	5	8	6	3	7	3	7	0	5	31
Josephine Kasya	F	Kanungu	NRM	3	53	74	40	3	4	2	4	2	2	17	2	2	0	4	5	5	10	3	2	5	10	7	3	7	7	3	3	3	33
John Baptist Nambeshe	M	Bududa	NRM	1	62	71	16	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	5	10	7	3	3	3	2	3	24	
Fred Lukumu	M	Bullisa	NRM	2	56	70	25	3	4	1	2	2	4	16	2	6	0	8	5	0	5	3	2	5	10	6	7	7	7	3	0	1	31
Abdul Nadduli	M	Luweero	NRM	3	63	69	10	3	5	2	4	2	4	20	2	2	0	4	5	5	10	3	2	0	5	5	5	5	7	5	0	3	30
Jimmy Okudi Vukoni	M	Moyo	Ind	1	52	62	19	3	5	2	4	2	4	20	2	6	0	8	5	2	7	3	1	0	4	7	2	2	6	2	2	2	23
Peter Odok W'Oceng	M	Agago	NRM	1	47	11	2	5	1	3	2	3	3	16	0	0	0	0	3	0	3	2	5	10	2	2	2	2	6	2	2	2	18
Average				2	67	77	19	3	5	2	3	2	4	18	2	4	2	8	5	4	9	3	2	4	9	5	6	6	6	5	2	3	33

Annex 4: Summary of District Speakers' Performance FY 2012/13

Name	Political Party	District	sub county	Gender	Terms	Performance		Presiding And Preservation Of Order In Council						Contact With Electorate		Monitoring NPPAs					Sub total							
						2011/12	2012/13	% Change	Chairing council	Rules of procedure	Business Committee	Records book	Record of motions	special skills	Sub Total	Meetings with Electorate	Coordinating center	Sub Total	Participation In LLG	Health		Education	Agriculture	Water	Roads	FAL	Environment	
Samuel Bamwole	NRM	Kamuli	Nawanyago	M	3	87		3	7	3	2	3	2	3	0	18	11	9	20	10	7	7	7	7	7	0	4	39
Peter Douglas Okello	NRM	Gulu	Lalogi	M	1	89	-6	3	9	3	2	3	2	3	5	25	11	9	20	8	5	5	1	5	5	5	5	31
James Kezaala Kunobwa	NRM	Mukono	Seeta Namuganga	M	2	73	8	3	6	3	2	3	3	3	3	20	7	9	16	10	5	7	5	3	3	5	33	
Juliet Jemba	NRM	Mpigi	Muduma/Kiringente	F	2	40	78	3	6	3	2	3	2	3	0	17	11	9	20	10	7	1	5	7	0	4	31	
Muhammed Mafabi	Ind	Mbale	Bubwangu	M	2	75	77	3	4	3	2	3	2	3	2	17	11	9	20	10	3	7	7	3	5	2	30	
Martin Ocen Odyek	UPC	Lira	Railway	M	1	26	75	188	3	9	3	2	3	5	25	3	6	9	2	7	7	7	7	7	3	1	39	
Dan Nabimanya	NRM	Ntungamo	Rukoni West	M	1	66	75	14	3	9	3	2	3	0	20	9	9	18	10	7	1	5	5	5	0	4	27	
Henry Ndyabahika	NRM	Rukungiri	Buhunga	M	2	64	75	17	3	9	3	2	3	0	20	5	9	14	6	7	6	5	5	7	1	4	35	
Richard Mayengo	NRM	Jinja	Mafubira B	M	3	68	73	7	3	9	3	2	3	2	22	8	9	17	8	5	5	5	1	1	5	4	26	
Proscovia Namansa	NRM	Luwero	Katikamu/	F	3	64	73	14	3	9	3	0	3	0	18	11	9	20	10	7	7	0	4	7	0	0	25	
Idda Fuambe	NRM	Nebbi	Nyaravur/Atego	F	4	68	73	7	3	9	3	2	2	2	21	9	9	18	10	7	1	0	7	3	1	5	24	
Daudi Byekwaso Mukitibi	NRM	Wakiso	Kakiri	M	3	75	73	-3	2	9	3	2	3	0	19	9	9	18	10	5	7	0	5	0	5	0	26	
James Paul Michi	NRM	Tororo	Eastern Div.	M	1	32	69	116	2	6	3	2	3	5	21	7	9	16	2	3	4	5	5	5	5	5	30	
Christopher Odongkara	NRM	Amuru	Pabbo	M	1	51	69	35	2	9	3	0	3	0	17	9	9	18	6	6	2	7	4	7	1	1	28	
Charles Echemu Engoru	NRM	Amuria	Asamuk	M	2	41	68	66	2	9	0	0	3	2	16	6	9	15	10	7	7	4	5	0	0	4	27	
Charles Beshesya	NRM	Kanungu		M	1	61	68	11	3	9	3	2	3	0	20	11	9	20	2	5	5	1	5	5	1	4	26	
Clovis Mugabo	NRM	Kabarole	Mugusu	M	2	54	66	22	3	9	3	2	3	2	22	11	9	20	10	5	1	5	1	1	0	1	14	
Didan Amama	Ind	Bullisa	Ngwedo	M	1	31	65	110	3	6	2	0	0	0	11	11	9	20	0	7	7	3	3	7	3	4	34	
Nathan Kitwe Isingoma	NRM	Hoima	Busisi	M	1	33	64	94	3	9	3	2	3	2	22	7	9	16	6	1	3	3	3	7	1	2	20	
William K. Tibamanya	NRM	Mbarara	Rugando	M	1	58	64	10	3	9	3	2	3	0	20	7	9	16	2	5	5	1	5	5	1	4	26	
Michael Matsyetsye	NRM	Bududa	Bumasheti	M	2	35	63	80	3	6	3	2	3	0	17	11	6	17	4	1	4	5	5	5	1	4	25	
Martin Chalga	NRM	Moyo	Moyo	M	2	44	63	43	3	9	2	2	3	0	19	11	9	20	0	7	7	0	1	3	1	5	24	
Andrew Odongo	FDC	Soroti	W/Div	M	1	61	60	-2	3	9	3	2	3	5	25	11	9	20	4	2	1	1	1	1	1	1	4	11
Cesar Lomoto	NRM	Moroto	Youth	M	1	49	54	10	3	6	2	2	3	0	16	7	9	16	6	3	5	5	0	1	1	1	16	
Jotham Loyor	NRM	Nakapiripirit	Kakomongole	M	3	62	44	-29	3	4	2	2	3	0	14	7	2	9	4	3	5	1	5	1	1	1	17	
John Bostify Oweka	FDC	Agago	Omot	M	1	23		2	6	3	0	3	0	3	0	14	0	2	2	0	1	1	1	1	1	1	7	
Average					2	55	68	38	3	8	3	2	3	1	19	9	8	17	6	5	4	4	4	4	4	2	3	26

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