



# LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

## Mpigi District Council Score-Card Report 2011/2012



Lilian Muyomba -Tamale  
Daniel Samuel Luba  
David Ssempala

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# LIST OF ACRONYMS

ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
CBO	Community Based Organization
CSD	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 Party
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
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
PWDs	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

**T**his score-card was prepared as part of the Local Government Councils' Score-card Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Government Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE) - an independent public policy research and advocacy think-tank based in Kampala, Uganda. This report is an output of consultations with district technical and political leadership in Mpigi District as well as community members in selected sub-counties in the district. We acknowledge the contributions of the LGCSCI project team at ACODE and researchers from across the country who gathered information upon which this report is premised. The production of this report would not have been possible without the contributions of several institutions and persons. We are particularly indebted to the offices of: the District Chairperson, the District Speaker, the Chief Administrative Officer, the District Clerk to Council and, especially, the District Councilors (the prime focus of this score-card) for the support accorded to the assessment process. The team is grateful to Drake Rukundo for peer reviewing and Mukotani Rugendo for technical editing of this report.

We are indebted to the Democratic Governance Facility (DGF) and its contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, Netherlands, Austria and the European Union (EU) for providing the financial support for this Initiative. 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 in the district. However, we have taken due care to ensure that where information is available, it is presented as accurately as possible. Ultimately though, we take responsibility for any errors of omission.

# EXECUTIVE SUMMARY

This is the second local government score-card assessment report for Mpigi District Local Government. The score-card assesses the performance 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. 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 an assessment conducted during FY 2011/12. The report is based on a comprehensive review of existing documents which include planning and budgeting, service delivery monitoring, and Mpigi District Local Government performance reports. A review of minutes of sectoral committees and council sittings was also undertaken to inform the report particularly about the performance of the council, chairperson and individual councilors. Face-to-face interviews with the targeted leaders, key informant interviews at service delivery points and focus group discussions further enriched the assessment process.

A detailed analysis of the budget shows that Mpigi District Local Government is heavily dependent on central government transfers which accounts for 95.3% of the district revenue. Locally-generated revenue and donor contributions were 1.7% and 3% respectively. The education sector was allocated the highest share of the budget to a tune of 51.2%. Regarding service delivery out-comes in the primary education sub-sector, 8.2%, 41.3%, 18% and 16.3% of the pupils in the district passed in Divisions I, II, III, and IV respectively. In the health sector, staffing levels were only up to 69%, leaving a staffing gap of 31% in the entire district.

Mpigi District was among the 26 districts that were assessed. The assessment covered 18 councilors, of whom 7 are female and 11 male. In terms of score-card performance, the district council scored a total of 67 out 100 possible points. The district chairperson scored 80 out of 100 points. The district speaker, on the other hand, scored 40 points out of 100 possible points. The best male councilor in the district was Hon. Abubaker Kikambi, representing Muduuma Sub-county, who scored 77 out of the possible 100 points, while the best female councilor Hon. Fiona Nabadda, representing Nkozi Sub-county, who scored 50 points. Overall, the best performed parameter was the legislative role where on average councilors scored 19 out of the 25 possible points. The worst performed parameter was monitoring service delivery on NPPAs where on average councilors scored 8 out of the 45 possible points.

The major challenges to the performance of the council and political leaders mainly arise from internal weaknesses characterized by poor contact of the electorate, poor monitoring of government projects, poor record keeping, low civic awareness especially

among the new councilors, and high dependency on central government funding. The report makes recommendations including advocacy for a changed budget architecture; annual orientation of district councilors; and, production of mandatory monitoring reports, among others.

## 1

# INTRODUCTION

**T**his is a score-card assessment report for Mpigi District Local Government for the FY 2011/12. The district is being assessed for the second time under the Uganda Local Government Councils' Score-card Initiative (LGCSCI), a project being implemented by ACODE in partnership with ULGA. LGCSCI is a long-term initiative with the goal of strengthening 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. The initiative was launched in 2009 with the assessment covering 10 district councils. The second assessment for the financial year 2009/10 was conducted in 20 districts. The third assessment for the financial year 2011/12 covered 26 districts<sup>1</sup> including Mpigi.

Using the score-card, we seek to improve the performance of these local governments through annual assessments of the district council, chairperson, speaker and individual councilors. The assessment includes interviews, focus group discussions, document review and field visits among others. Findings from the score-card are widely disseminated both at national and district levels. At district level, the findings are presented at an interactive workshop that brings together, the assessed political leaders, district technical officials, lower local government leaders, civil society organizations and the community.

This is the second score-card performance assessment report for Mpigi District Local Government and it covers findings relating to the Financial Year (FY) 2011/12. This FY is the first of a five-year term (2011 – 2016) and will therefore be a basis for subsequent comparative analyses on the performance of the districts' political leadership.

This report is presented in five sections. The second section after this introduction describes and budget architecture and service delivery in the district. The third section presents the district performance, while the fourth section delves deeper into the factors affecting performance of Mpigi District Local Government. Finally, the conclusion and recommendations are presented in the fifth section of this report.

## 1.1 Methodology

The score-card assessment used a combination of qualitative and quantitative methods of data collection and analysis.<sup>2</sup> The assessment largely relied on a score-card tool for data collection. The research methods mainly included:

- 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.
- 2 For a detailed Methodology, See Tumushabe, Godber., Ssemakula, E., and Mbabazi, J., (2012). Strengthening

- a) Literature Review:** The study involved a comprehensive review of background documents and reports on Mpigi District. Box 1 shows the different categories of official district documents that were reviewed to compile and collate data and information on public service delivery in the district.

**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 2011/12**
- **Budget Framework Paper FY 2012/13**
- **Budget FY 2011/12**

**Service delivery Monitoring**

- **Annual Report of the Auditor General for the year ended 30th June 2011**

**Reports**

- **Quarterly Monitoring Reports for FY 2011/12**
- **NAADS Monitoring Reports for FY 2011/12**
- **Committee Monitoring Reports FY 2011/12**
- **Mpigi District Local Public Accounts Committee Report: Auditor General's Report on Mpigi Local Government Financial Statements for the year ended June 30, 2011, November 17, 2011.**
- **Mpigi District Local Public Accounts Committee Report: Auditor General's Report on Mpigi District Local Government Financial Statements for the year ended June 30, 2011, September 21, 2011.**
- **Mpigi District Local Government, Department of Health Services, Staff List by Facility Report as at 30th April 2012.**

- b) District Council Committee Minutes and Minutes of Council Sitzings.**  
Another important source of information for the score-card was the district

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the Local Government System to Improve Public Service Delivery Accountability and Governance ACODE Policy Research Series, No. 53, 2012. Kampala.

council minutes, reports of committees of council as well as monitoring reports.

- c) **Face-to-face interviews.** The scoring for the report was conducted through face-face-interviews with the leaders and then backed up with information from the literature and the FGDs. For this report, the scoring of the respective leaders took place during the months of July and August.
- d) **Focus Group Discussions (FGDs).** FGDs were conducted at sub-county level during the period July – August 2011.

The score-card has been periodically reviewed by a task force comprising academicians, officials from the Ministry of Local Government (MoLG), representative from the parliamentary committee on local governments, district technical and political leaders and representatives of civil society. The rationale for periodic review is to make the tool more robust and avoid the possibility of challenging the research results.

## 1.2 Mpigi District Profile

Mpigi District is one of the original districts under the decentralized system in Uganda<sup>3</sup> created in 1980.<sup>4</sup> Following the elevation of Wakiso,<sup>5</sup> Gomba and Butambala<sup>6</sup> counties to district status, Mpigi District became a one-county district.<sup>7</sup> 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. Table 1 presents more demographic characteristics of the district.

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

4 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.

5 Wakiso gained district status in November 2000.

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

7 Mawokota remained as the only county in the district.

**Table 1: Demographic Characteristics of Mpigi District Local Government**

<b>Total Population</b>		
Population density	139 persons per sq.km	
Annual Growth Rate	1.3	
Urbanization Level		
Infant population below 1 year		
Population under 5 years		
Children of primary school age (6-12 yrs)	172,307	42.2%
Population under 18 years		
Youth (18-29 years)	75,120	18.4%
Elderly (60+ years)	23,570	5.8%

**Source:** Mpigi Five-year Development Plan (2011/2012 – 2014/2015)

### 1.3 Mpigi District Political Leadership

The district is headed by Mr. John Mary Luwakanya, who works with a council of elected 18 councilors. Currently, the district has seven sub-counties of Buwama, Muduuma, Kiringaente, Kammengo, Nkozi, Kituntu and Mpigi Town Council, with the district administrative headquarters located in Mpigi town. The political leadership of the district is presented in Table 2.

**Table 2: Mpigi District Leadership**

<b>Designation</b>	<b>Name</b>
<b>Chairperson</b>	Hon. John Mary Luwakanya
District Vice Chairperson	Hon. Badru Katerega
District Speaker	Hon. Juliet Jemba
Members of Parliament	Hon. Ameria Kyambadde
	Hon. Kiyingi Bbosa
	Hon. Sarah Nakawunde
Chief Administrative Officer	Mrs. Ajwang Magoola
D/CAO	Mr. Emanuel Ofono
Resident District Commissioner	Mr. Fred Bamwine
D/RDCs	Mrs Nakityo Miriam Katerega

**Source:** Mpigi District Executive Minutes 2011-2012

Over the year under review, the council conducted business through two sectoral committees; Production, Health, Education, and Finance, Planning, Works and General

Purpose. Table 3 shows the sectoral committees and their chairpersons. Table 3: Secretaries of the Council Sectoral Committees

**Table 3: Chairpersons for Council sectoral committees (2010 – 2015)**

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

**Source:** Mpigi District Executive Minutes 2011-2012

## 1.4 Local Revenue Opportunities

Although the district is largely rural, a number of local revenue opportunities are available in the unexploited tourism attraction of the Equator, the Lake Victoria shore line, Mpanga forests eco-system sites and cultural sites like Namirembe and Kibuuka Omumbaale. Sand and stone mining are the economic mainstay for a number of community members in the sub-counties of Kammengo, Nkozi and the Town Council. All these, however, have not been fully exploited by the district whose local revenue base continues to dwindle over the years.

**Figure 1: A privately owned man-made fish pond in Mpigi Town Council and Local artisanship at Mpambire**



**Source:** ACODE Digital Library August 2012



2

BUDGET ARCHITECTURE AND SERVICE DELIVERY IN MPIGI DISTRICT

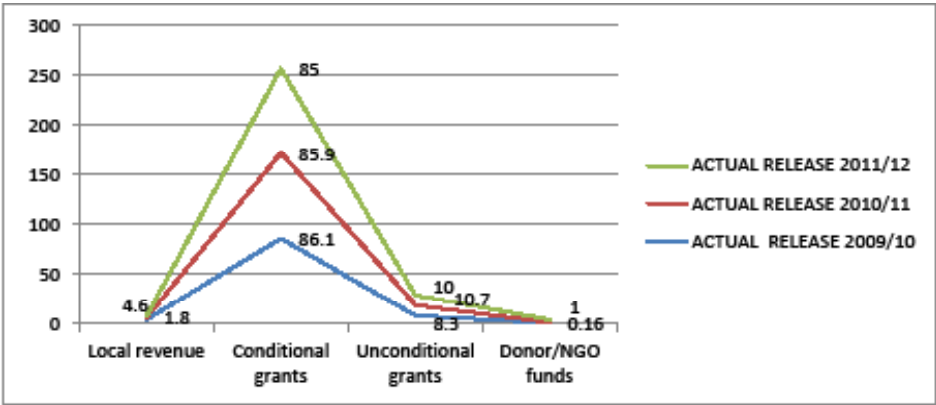
Under the decentralization framework, government works through local governments to provide services to citizens. This however depends on the amount of financial resources available. This section presents information on the district’s resource envelope and the state of service delivery in Mpigi.

2.1 Mpigi District Local Government Resource Envelope

Mpigi district’s resource envelop has been dwindling over the years. A resource envelope is the amount of money available to the local government for a given financial year. Mpigi District Local Government is heavily dependent on central government transfers, which account for over 96% of district revenue. During the year under review, locally-generated revenue was 1.7% while donor funding was 3%.<sup>8</sup>

A detailed analysis of the district budget points to increasing tendencies of dependence rather than independence, with central government transfers growing from 94.4% in 2009 to 96% in 2012. This trend is consistent with donor funding which increased from 1% in 2009 to 3% in 2012. Regrettably, local revenue continues to decline from 4.6% in 2009 to 1.7% in 2012 as shown in Figure 2.

Figure 2: Trend of Budget Releases for Mpigi District (in billions of shillings)



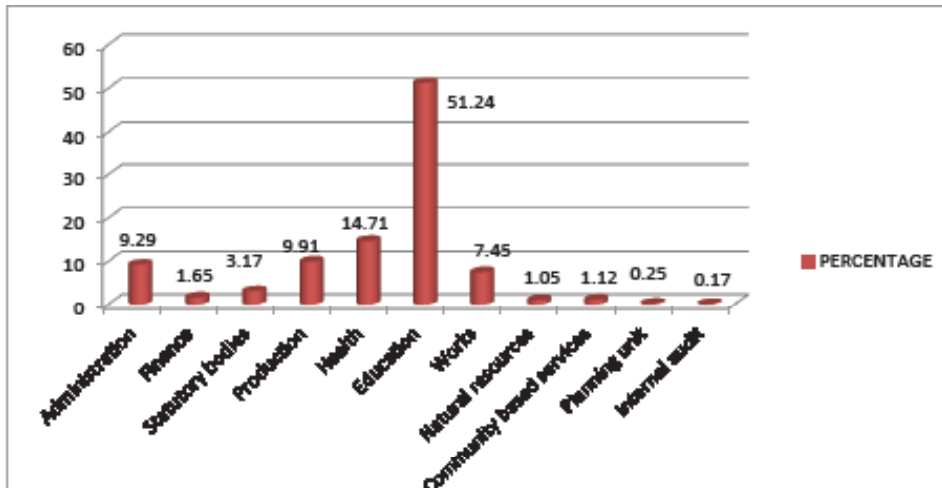
Source: Mpigi District Local Government Draft Accounts for the year ended 30th June 2012

8 See, Mpigi District Revenue Enhancement Plan 2011 – 2016.

## 2.2 Intra-sector Budget Allocations and Implications for Service Delivery

The budget outturn for the district was 79%, a situation that explains unmet priorities. It is this percentage that was used to meet all the district's demands. Figure 3 illustrates the intra sectoral budget allocations for the district during the year under review.

**Figure 3: Sector budget allocations for Mpigi District**



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

## 2.3 State of Service Delivery in Mpigi District Local Government

Mpigi District Local Government is a conduit through which government provides basic public services such as education, health, roads and agricultural advice to the citizens in the district. These services are essential to the local and national economies. The quality of these services provided to citizens is the ultimate measure of performance of any government. A review of selected service delivery indicators for Mpigi District shows that despite advances made in various areas, the level of service provision remains below target levels as shown in Table 3.

**Table 4: Service Delivery Indicators in Mpigi District (2011/12)**

Sector	Indicators	National standard/ NDP target	District Target 2010/11	Level of achievement 2011/12
<b>Education -Primary Education</b>	Children of primary school-going age (6-12)	-	-	172,307
	Enrolment	-	No target	Total: 47,263
	Pupil Classroom Ratio (PCR)	55:1	-	92:1
	Pupil Teacher Ratio (PTR)	55:1	50:1	52:1
	Pupil to Desk Ratio (PDR)	3:1	No target	8:1
	PLE Performance	-	No target	Div 1 = 8.2% Div II = 41.3% Div III = 18% Div IV =16.3% U- = 16.2%
<b>Health Care services</b>	ANC 4th Visit	60%		95%
	Deliveries in Health Centres	35%	50%	34%
	Total beds	-	No target	
	Access to Maternity services	-	No target	
	MMR	506	-	506
	IMR	87%	-	94%
	Staffing Levels	-	73%	58%
<b>Road Sub- sector</b>	Km of roads under routine maintenance	-	120.73KM	83.53KM
	Km of roads rehabilitated	-	-	37.5KM
	Km of roads under periodic maintenance		15	Not known
	Proportion of roads in good condition		-	43KM
	Construction of bridges	-	-	0
	Opening up new community roads	-	No target	0

<b>Water and Sanitation</b>	Water coverage		64%	58%
	Number of boreholes sunk	-	3	3
	Number of boreholes rehabilitated	-	0	0
	Functionality of water sources	80%	-	82%
	Proportion of the population within 1km of an improved water source		No target	-
	Pit latrine coverage	90%		67%
<b>Agriculture</b>	Number of extension workers per S/county	-	2	2
	Number of service points	-	7	7
	Number of demonstration farms	-	1	1
	Technical back-up visits	-	-	8
<b>FAL</b>	Number of instructors		-	68
	Number of participants		-	1200
	Number of service centres	-	-	68
	Level of coverage	-		
<b>Environment and Natural</b>	Staffing Level	-	Quarterly	1
	Conduct Environmental monitoring and assessment	-	One	Done Quarterly
	Production and update District State of the Environment Report	-	One	In place
	District Environment Action Plan	-	-	Nil
	Preparation of District Wetland Ordinance	-	Quarterly	None
	Monitor wetland systems in the district		-	Done Quarterly
	Establishment of Agro-forestry nurseries			Phased out

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

### 2.3.1 Primary Education Services

Primary education is part of what is referred to as basic education and is often used as an indicator of literacy. Evidence from the 21 randomly selected schools visited in the district reveals numerous setbacks in the delivery of education services. Apart from the overall poor PLE performance, the challenges varied from school to school. For example,

St Joseph Ntambi in Buwama had inadequate classrooms<sup>9</sup> to cater for the 240 pupils enrolled in the school. The structures at St Balikudembe Kafumu Primary School in Mpigi Town Council (Figure 4) were dilapidated with 225 pupils sharing five semi-permanent classrooms. At Mpondwe Primary School in Kammengo Sub-county, accessibility to the school was a problem. One of the main routes to the school is through a water-logged swamp which is impassable during the wet season. Poor sanitation was observed at Kitigi Primary School in Kituntu Sub-county, with 383 pupils (both boys and girls) using only one five-stance poorly constructed pit latrine. Although the area councilor was aware of the problem, no follow up action was undertaken during the year under review.

**Figure 4: A dilapidated classroom block at St Balikudembe Kafumu P/S in Mpigi TC and a collapsed pit latrine at Kitigi Primary School in Kituntu S/C**



**Source:** ACODE Digital Library, August 2012

**Figure 5: An inaccessible road to Mpodwe Primary School In Kammengo Sub-county and a collapsing pit latrine at Kisamula P/S in Muduuma S/C**



**Source:** ACODE Digital Library, August 2012

9 The school only has four classrooms.

The district's performance under PLE leaves a lot to be desired. Available statistics show a general decline of an already appalling situation during the year under review. Table 4 presents a trend analysis of PLE performance for the district over the last eleven years.

**Table 5: Trend for performance in PLE (%)**

	2001	2002	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
Div 2	38.7	20.1	32.4	23.9	27.9	35.1	30.8	21.6	31.7	41.3	41.3
Div 3	20.2	17	19	15.5	25.3	23.4	22.9	25.4	23.7	24.2	18
Div 4	16.7	14.2	15	20.4	20.2	16.4	15.5	17.5	18.4	13	16.3
U	18.3	45.2	26.7	37.6	24.6	21.8	27.0	34.2	22.0	12.4	16.2

**Source:** Mpigi District Education Department, 2012

### 2.3.2 Health services delivery in Mpigi District Local Government

By decentralizing provision of health services, it was anticipated that accessibility and quality of these services would scale up at local level. However, the district faces a number of challenges that undermine the delivery these services. With one HC IV hospital, 13 HC III (9 government, 4 NGO), and 19 HC II (14 government, 5 NGO), recruitment of health personnel was only 58%.<sup>10</sup> OPD utilization reduced from 1% in 2009 to 0.6% in 2011/12. During a focus group discussion, community members expressed loss of interest in utilizing health centre services due to frequent drug stock-outs. Infant and under-five mortality rate was 154:1000, a rate that was still higher than the national average rate<sup>11</sup> with a high rate (33%) of stunted children. On a positive note, deliveries in health units increased over the years from 30% in 2009 to 51.3% in 2011/12. This was attributed to construction of more maternity wards like at Muduuma H.C III and patient care in most of the health facilities in the district.

<sup>10</sup> Mpigi Five-year Development Plan (2011/2012 – 2014/2015)

<sup>11</sup> According to the MoH, the national average rate is 147:1000.

**Figure 6: A newly-constructed maternity at Muduuma HC III and OPD and Maternity Ward under construction at Ssekiwunga HC**



**Source:** ACODE Digital Library, August 2012

### **2.3.3 Road Network**

Roads are the major means of transport in Mpigi District. The district has a total of 1,412 km categorized as trunk roads 587.0km, district roads 224.4km, urban roads 225.0km and 375 km community roads which link to feeder roads and are maintained by sub-counties. During the year under review, a number of roads were under routine maintenance including Nakilebe–Ssekiwunga in Kiringete Sub-county, Lubugumu-Migamba in Buwama Sub-county, Nkozi-Nabusanke in Nkozi Sub-county, Jjeza-Kibumbiro in Muduum Sub-county, Kyansonzi-Muyira in Kamengo Sub-county, Kayabwe-Bukasa in Kituntu where regravelling and drainage work was done. However, some roads like Buwama-Bunjako were found in a poor state that required urgent intervention by the district. A number of these roads did not stand the test of time resulting from runoff that made them slippery in the rainy season, thus hindering transport.

### **2.3.4 Access to Water and Sanitation**

The main water source in Mpigi District is the shallow well. Other water sources include protected springs, deep boreholes, rain harvesting tanks, water taps, dams and valley tanks. However, findings from the assessment indicated that a number of the shallow wells dry up during dry seasons while boreholes usually break down.



**Figure 7: Abandoned water sources in Kituntu sub county**

**Source:** ACODE Digital Library August 2012

Over the years, safe water coverage in the district increased from 53% in 2009 to 58% in 2012.<sup>12</sup> While this increase may be celebrated, it still falls below the national average of 64 % and the recommended MDG target of 95% by 2015. Sub-counties with the lowest water coverage were Nkozi, Muduuma, Buwama and Kituntu.

### 2.3.5 Agriculture and NAADS

NAADs still remains the major framework through which central government offers agricultural advisory services to farmers. Evidence from the FGDs reveals that NAADS is largely challenged by the problem of politicization. This was particularly true in the communities of Muduuma, Kituntu and Buwama. Community members were concerned that even when farmer groups were formed, agricultural services were offered to people of a particular political inclination.

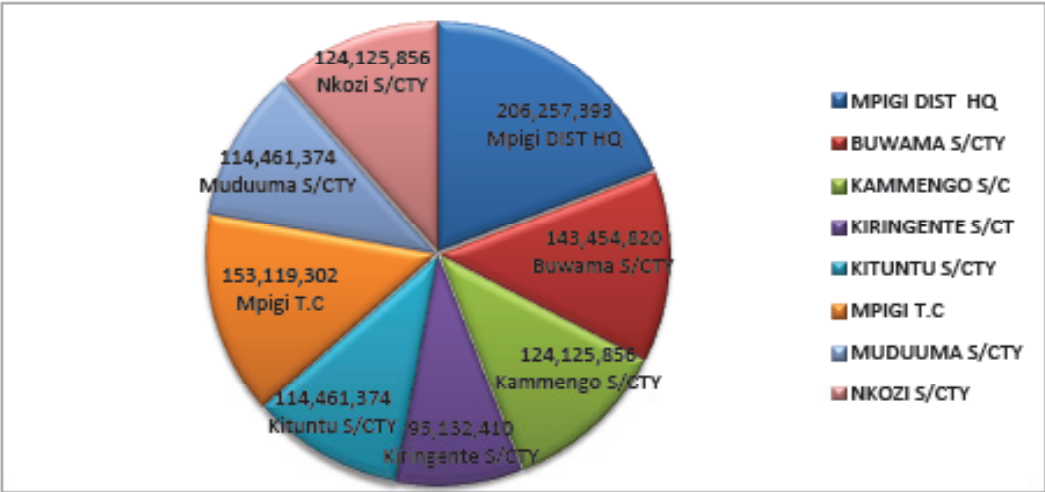
The problems under NAADS were not only limited to the services but to staffing as well.<sup>13</sup> During the year under review, it was established that there was a staffing gap in Kiringente Sub-county where the NAADS coordinator who resigned in April 2011 had not been replaced. Similarly, Nkozi Sub-county did not have a veterinary officer, while Kiringente did not have a crop husbandry service provider, following a resignation in June 2011. Kammengo Sub-county is equally in need of a crop husbandry service provider following a resignation in September 2011. This certainly impeded effective service provision during the year under review. In terms of budgetary allocations, the district headquarters took the lion's share, followed by Mpigi Town Council, while Kiringente sub-county had the smallest share. Figure 8 summarizes the allocations to the various sub-counties in the district.

<sup>12</sup> See, Mpigi District State of Service Delivery Report, June 2012.

<sup>13</sup> In terms of leadership, each sub-county is meant to have a coordinator and 2 agricultural advisory service providers (AASPs) one for veterinary and the other for crop husbandry.



**Figure 8: Summary of NAADS Budget and Releases to sub counties FY 2011/12**



**Source:** Mpigi district NAADS progress report 2012

### 2.3.6 Environment and Natural Resources

Management of the environment and natural resources is through the natural resources department. This department is mandated to promote and ensure sustainable natural resource use and management<sup>14</sup> and guide the utilization of all the natural resources in the district. The department consists of the following sub-sectors: Environment and Wetlands sub-sectors; Land Management Sector (survey, physical planning, cartography, valuation, and registration of titles) and Forestry sub-sector. One of the challenges in Mpigi District was staffing of this sector with filled approved positions up to 60%. Key vacant positions included: Natural Resources Officer; Physical Planner; Registrar of titles; and forestry officer at the district level. Other challenges were mainly: inadequate funds for planned activities; lack of understanding by all stakeholders of the need for sustainable environmental management, and political interference in the management of gazetted areas.

Gazetted forests and woodland are one of Mpigi’s environmental gems and a source of local revenue. During the year under review, the district collected UGX 60 million, which was equivalent to 6% of locally raised revenue.<sup>15</sup> The district has 39 forest reserves, 6 of which are managed by the District Forest Services while the rest are managed by the National Forestry Authority (NFA). Private forests cover approximately 70% of the tree cover in the district and include natural forests, woodlands, plantation and trees on farms. The district forestry department controls the harvesting and transportation of the forest products from both government and private land by issuing permits to harvesters and transporters. Bunjako Island was one of the densely forested areas in the district;

<sup>14</sup> The natural resources include land, water/wetlands, savannah woodland and plantation, and forest in specific reserves.

<sup>15</sup> Mpigi District State of the Environment Report 2012

however, a large portion of the forests have been cleared. Figure 9 shows the extension of deforestation in Bunjako forest.

**Figure 9: Deforestation in Bunjako forest**



**Source:** ACODE Digital Library August 2012

# 3

## MPIGI DISTRICT FINDINGS AND INTERPRETATIONS

The score-card is premised on a set of parameters which guide the assessment of the extent to which local government council organs and councilors performed their responsibilities.<sup>16</sup> The parameters in the score-card are based on the responsibilities of the local government councils. The organs assessed are the District Local Government Council, District Chairperson, District Speaker and the individual Councilors. The performance of the Local Government Council is based on the assessment of responsibilities of the councils categorized under the following parameters: legislation, contact with the electorate, planning and budgeting, participation in lower local governments and monitoring of service delivery.<sup>17</sup>

The assessment in Mpigi District was conducted over a period of four months (May – August 2012). The research methods used included review of district documents, face-to-face interviews with councilors, focus group discussions (FGDs) and verification visits at sub-county level. During the year under review, 49 FGDs were conducted, involving a total of 481 participants, 72% of whom were male while the rest were female.

During the course of the assessment, the research team encountered some challenges, including inaccess to some places as a result of the poor transport network, failure to honour appointments on the part of some political leaders, poor record keeping and access to official documents, especially at the sub-county level.

### 3.1 Performance of the District Council

The Local Government Council is the highest authority within a local government, with political, legislative, administrative and executive powers. The score-card for the council is derived from the functions of the local government councils as stipulated under the Local Government Act. The assessment of the local government councils is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within its jurisdiction. The council is the platform where councilors can raise issues affecting their electorates and ensure that appropriate plans are put in place and the fiscal and other assets of the local government channelled towards addressing those issues. Table 5 presents details of the council performance on each assessed parameter is provided.

<sup>16</sup> See Third Schedule of the Local Governments Act , Section 8.

<sup>17</sup> 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.

**Table 6: Performance of Mpigi District Council in FY 2011/12**

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
<b>1. LEGISLATIVE ROLE</b>	15	25	Rules of procedure were adopted and operationalised. There was no evidence seen on payment of annual subscription to ULGA but there was action on key resolutions from ULGA. All committees were fully functional and adhered to the sitting standard. 2 motions were passed one on service delivery and another on accountability. No ordinance was passed. There was evidence of one conflict resolution initiative. There were no bills tabled in the year under review. The council had the required legislative resources like a library, clerk to council's office, council chambers and councilor's lounge. There was one council petition to the central government. There was a capacity building in legislation by the MOLG but there were no inter district cooperation tours throughout financial year under review. especially on illegal evictions were presented.
Adopted model rules of Procedure with/without debate (amendments)	2	2	
Membership to ULGA	1	2	
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	2	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	0	2	
Evidence of legislative resources	4	4	
Petitions	1	2	
Capacity building initiatives	1	3	
<b>2. ACCOUNTABILITY TO CITIZENS</b>	17	25	Fiscal accountability was adhered to. The council displayed public funds and any ongoing projects on public notice boards. On political accountability council did not pass resolutions on constitutional issues and did not implement the district client charter which was still in draft form. There was no evidence of timely action on Public Accounts Committee (PAC) reports. The council has a chamber with a citizens' gallery, a functional DSC, Land board and standing committees. There was no evidence of adoption, popularizing ULGA's Charter on Accountability and ethical code of conduct and submission of resolution extract to ULGA
Fiscal Accountability	3	4	
Political Accountability	5	8	
Administrative Accountability	7	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	
<b>3. PLANNING &amp; BUDGETING</b>	13	20	Plan, vision and mission were in place. The district budget had been approved. The district budget framework paper; the 5 year district development plan; the district capacity building plan; and the district revenue enhancement plan were available. There was no ordinance on local government financial autonomy
Existence of Plans, Vision and Mission Statement	5	5	
Approval of the District Budget	4	4	
Local Revenue	4	11	

4. MONITORING SERVICE DELIVERY ON NPPAs	22	30	The council performed well because joint monitoring was carried out every Thursday by the DEC. Some reports were not discussed in council especially on FAL and therefore there were no follow up action on the same. The DEC and council did not pay a lot of attention to FAL and yet money was allocated to that programme.
Education	4	5	
Health	5	5	
Water and Sanitation	2	4	
Roads	4	4	
Agriculture and Extension	2	4	
Functional adult Literacy	1	4	
Environment and Natural Resources	4	4	
<b>TOTAL</b>	<b>67</b>	<b>100</b>	

Overall, the district council scored 67 out of 100 possible points. Monitoring service delivery of the NPPAs was the best performed parameter, while performance under the legislative role was the worst performed. A comparison of all district councils' performance in the 25 districts assessed is presented in Annex 2 of this report.

## 3.2 District Chairperson

Mr. John Mary Luwakanya was the chairperson of the district during the year under review. Mr. Luwakanya, who subscribes to the NRM party, is no stranger to the political arena of Mpigi District as he first served as district speaker<sup>18</sup> before becoming chairperson. Table 6 presents the details of the chairperson's performance across the assessed parameters.

<sup>18</sup> The chairperson served as district speaker between 2006 and 2011.

**Table 7: Chairperson's Score-card**

Name	Luwakanya John Mary	Political Party	NRM
District	Mpigi	Gender	Male
Region	Central	Number of Terms	1
	Total		80
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
<b>1. POLITICAL LEADERSHIP</b>	<b>18</b>	<b>(20)</b>	<p>The chairperson presided over most of the executive committee meetings and delegated one. Although he made a report on the state of affairs of the district, there was no action on issues arising from it.</p> <p>The DSC was not functional as it was not fully constituted.</p>
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	4	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	0	2	
Engagement with central government and national institutions	4	4	
<b>2. LEGISLATIVE ROLE</b>	<b>8</b>	<b>(15)</b>	<p>Attended all council meetings. Three motions were presented. The executive did not present any bill</p>
Regular attendance of council sessions	2	2	
Motions presented by the Executive	6	6	
Bills presented by the Executive	0	7	
<b>3. CONTACT WITH ELECTORATE</b>	<b>7</b>	<b>(10)</b>	<p>There's documentary evidence to show that the chairperson held community meetings with electorate, handled issues raised and gave feedback to the</p>
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	2	5	
<b>4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA</b>	<b>10</b>	<b>(10)</b>	<p>The chairperson set up 2 projects of coffee growing at Mitaramaria. Signed MoU with Mildmay, PREFA and WorldVision</p>
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/NGOs	5	5	
<b>5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	<b>37</b>	<b>(45)</b>	<p>The chairperson made an extensive monitoring programme and set every Thursday of the week as the official field monitoring day in the entire district. Despite this, FAL and environment and natural resource protection were not given much attention.</p>
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	
<b>TOTAL</b>	<b>80</b>	<b>100</b>	

Mr. Luwakanya scored 80 out of 100 possible points. This good performance can be attributed to his political leadership and contribution to development projects in the district. That said, a number of gaps were sighted in the chairperson's performance. For instance, under his leadership, there was no bill presented by the executive committee; the DSC was not functional as it was not fully constituted; and monitoring service delivery of FAL and environment and natural resources was poor. A comparison of all district chairpersons' performance in the 25 districts is presented in Annex 2 of this report.

### 3.3 District Speaker

A district speaker is first of all elected by the electorate before campaigning among his or her fellow councilors to become speaker. A district speaker therefore has dual roles of representation and leadership in council. The effective functioning and output a district local government council is highly dependent on the expertise of the district speaker. Hon. Juliet Jjemba was the district speaker during the year under review. Although Hon. Jjemba was serving her first term as district speaker, this was her second term in the Mpigi district council political history. Table 7 provides details of the speaker's performance during FY 2011/12.

**Table 8: Speaker's Performance in FY 2011/12**

Name	Jjemba Juliet	Level of Education		Diploma
District	Mpigi	Gender		Female
Sub County	Muduuma	Number of Terms		2
Political Party	NRM	Total		40
ASSESSMENT PARAMETER		Actual Score	Maximum Score	Comments
<b>1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL</b>		<b>15</b>	<b>(25)</b>	
Chairing lawful council/ meetings		2	3	Chaired all council sittings. Did not delegate any to the deputy. All minutes were on file, the business committee is in place, 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		5	9	
Business Committee		3	3	
Records book with Issues/ petitions presented to the office		2	2	
Record of motions/bills presented in council		3	3	
Provided special skills/knowledge to the Council or committees.		0	5	
<b>2. CONTACT WITH ELECTORATE</b>		<b>9</b>	<b>(20)</b>	
Meetings with Electorate		0	11	There was no programme for the meeting presented, no evidence of meetings held with the electorate. There was an equipped office in the constituency
Office or coordinating centre in the constituency		9	9	
<b>3. PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>		<b>10</b>	<b>(10)</b>	

Attendance in sub-county Council sessions	10	10	Attended sub-county council sessions, shared information and delivered official communication to the LLG
<b>4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	<b>6</b>	<b>(45)</b>	
Monitoring Health Service delivery	1	7	The speaker visited most of the service delivery units in the sub county. There were no monitoring reports availed to the research team and therefore no evidence of any follow up action. FAL was not monitored at all
Monitoring Education services	1	7	
Monitoring Agricultural projects	1	7	
Monitoring Water service	1	7	
Monitoring Road works	1	7	
Monitoring Functional Adult Literacy	0	5	
Monitoring Environment and Natural Resources	1	5	
<b>TOTAL</b>	<b>40</b>	<b>100</b>	

Hon. Jjemba scored 40 out of 100 possible points. The speaker's major undoing was her performance under the contact with electorate and monitoring of service delivery parameters. The speaker did not possess a clear programme for meeting with the electorate as she largely depended on the one of the council. On a positive note, the speaker's participation in lower local government council meetings was impeccable as she obtained all the possible points under the parameter. A comparison of all district speakers' performance in the 25 districts is presented in Annex 3.

### 3.4 District Councilors

A district council comprises of all the district councilors, headed by the chairperson. District councils are vested with wide-ranging powers and responsibilities as stipulated in the Local Government Act. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. During the year under review, councilors were assessed on the four performance parameters: (i) legislative role; (ii) contact with the electorate; (iii) participation in the lower local governments; and (iv) monitoring of service delivery on NPPAs. Mpigi District Local Government Council had a total of 16 councilors,<sup>19</sup> all of whom were assessed. The best male councilor in the district was Hon. Abubaker Kikambi, representing Muduuma Sub-county, who scored 77 out of the possible 100 points, while the best female councilor, Hon. Fiona Nabadda representing Nkozi Sub-county scored 50 points. Table 8 below provides a detailed analysis of all the assessed councilors and their performance. Councilors scored poorly on the role of participation in the lower local government in a monitoring capacity with an average score of 13 out of 45 possible points. The reason for this poor performance was the lack of documented evidence for the monitoring activities many councilors claimed to have undertaken during the financial year. In addition, issues like limited financial resources to traverse the large constituencies were also raised as impeding the proper fulfillment of this role. Table 8 below provides a detailed analysis of all the assessed councilors and their performance.

<sup>19</sup> This total excludes the chairperson and speaker who have been assessed separately.



**Table 9: Summary Performance of Mpigi District Councilors FY 2011/12**

Name	Sub county	Political Party	Gender	Number of Terms	Scores/Totals	Legislative role				Contact with electorate		Participation in LLGs	Delivery on NPPA										
						Plenary	Committees	Motion	Special Knowledge	Sub Total	Meeting Electorate		Office	Sub Total	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	Environment	Su Total
Kikambi Abubaker	Muduma	NRM	M	1	77	8	8	5	1	22	9	9	18	6	6	3	3	5	7	7	5	1	31
Mpagi Eddie Nkolo	Kirengente	Ind	M	1	62	8	8	5	1	22	11	9	20	10	10	1	1	1	1	1	1	4	10
Nalima Godfrey	Kituntu	Ind	M	1	52	8	8	0	1	17	11	9	20	10	10	1	1	1	1	1	0	0	5
Sserubidde Abdul	Nkozi	Ind	M	1	53	8	8	0	1	17	11	9	20	10	10	1	1	1	1	1	0	1	6
Nabadda Fiona	Nkozi	NRM	F	1	50	8	8	0	1	17	9	9	18	10	10	1	1	1	1	1	0	0	5
Kateraga Badru Kaggwa	Mpigi T/C	NRM	M	1	50	8	8	2	1	19	4	9	13	2	2	1	1	1	7	5	0	1	16
Kiyemba Manson	PWD	NRM	M	1	48	8	8	0	0	16	8	9	17	10	10	1	1	1	1	1	0	0	5
Nagaddya Noeline	Buwama	NRM	F	3	47	8	8	2	2	20	2	2	4	6	6	1	3	1	7	3	1	1	17
Nsamba Benon	Buwama	DP	M	1	48	8	8	5	1	22	6	5	11	10	10	1	1	0	1	1	0	1	5
Ddembe Catherine	Kituntu	FDC	F	1	47	8	8	5	1	22	9	0	9	10	10	0	1	1	1	1	0	2	6
Mutabaazi Joseph	Kamego	NRM	M	1	48	8	8	5	1	22	9	9	18	0	0	1	1	1	0	1	0	4	8
Nalubowa Betty	PWD	NRM	F	4	43	8	8	5	1	22	11	9	20	0	0	0	0	0	0	0	0	1	1
Namubiru Edith Ssemपाला	Mpigi TC	NRM	F	1	37	8	8	0	0	16	0	6	6	10	10	1	1	1	0	1	1	0	5
Birabwa Anita Nalwoga	Youth	NRM	F	1	32	8	8	2	1	19	3	6	9	0	0	1	0	1	0	1	0	1	4
Nantongo Resty	Kamengo	NRM	F	4	27	8	8	0	0	16	0	6	6	0	0	1	0	1	1	1	0	1	5
Baigana Mac Bannis	Youth	Ind	M	1	20	8	8	0	1	17	2	0	2	0	0	0	0	0	0	0	1	0	1
Average					46	8	8	2	1	19	7	7	13	6	6	1	1	1	2	2	1	1	8

# 4

## FACTORS AFFECTING PERFORMANCE OF MPIGI DISTRICT LOCAL GOVERNMENT AND IMPLICATIONS FOR SERVICE DELIVERY

### 4.1 Internal factors for poor performance and service delivery

#### 4.1.1 Contact with the electorate

**D**uring FGDs and field visits conducted in the sub-counties of Buwama, Muduuma, Kiringente, Kamengo, Nkozi, Kituntu and the town council, district councilors did not have officially laid out plans for meeting with the electorate and therefore did not conduct formal meetings. The few councilors that sustained their contact with the electorate continued to do so during social functions such as church services, weddings and burials. The majority of the FGD participants still maintained that the only time they were guaranteed to see their councilor was during the election period.

#### 4.1.2 Monitoring of government projects

Although sectoral committee monitoring in Mpigi District is applauded, monitoring of government programs by individual councilors is still wanting. Indeed, by virtue of their membership to the various sectoral committees, councilors undertook committee monitoring but did not have records indicating individual monitoring in their sub-counties.

#### 4.1.3 Participation in sub-county council meetings

Evidence from the study revealed poor performance when it came to councilors' attendance of sub-county council meetings. In cases where some attended, their contribution to the council debates was found wanting. This made their presence almost pointless. On the other hand, some councilors reported that the problem was with the sub-county leadership which did not invite them in time.

#### 4.1.4 Low civic awareness among the councilors'

The fact that district councilors continued to associate their contribution to attending burials and other social functions and paying community dues as opposed to what the law provides demonstrated low civic awareness among them. Councilors representing

special interest groups lamented of how impossible it was for them to do their work even after spending a whole financial year in office.

## **4.2 External factors for poor performance and service delivery**

### **4.2.1 High dependency on the central government**

As was the case during the first assessment, Mpigi District still depends on the central government for the bulk of its funding. As a matter of fact, available statistics show that this dependence is 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 instances, these funds are not adequate and thus create a funding gap. This gap means that the district has limited capacity to cater for local priorities however pressing the case may be.

### **4.2.2 Low civic awareness among community members**

Although some slight improvement in civic awareness was registered in areas where FGDs were conducted for the second time, the majority of community members in Mpigi still expressed ignorance of councilors' roles and responsibilities. Across the board, selected community members still expressed fear in holding their councilors accountable.

# 5

## RECOMMENDATIONS

**T**he fact that this assessment was for the first year of a five-year term of office means that Mpigi District political leadership has some new politicians who are learning on the job. The chairperson's excellent performance should be translated into his ability to steer the council up to required speed. Indeed, some milestones have been registered in attempting to improve contact with the electorate and the quality of service delivery in Mpigi District through monitoring. This has to be sustained and improved over the years. Working with other local governments under ULGA, Mpigi district leadership should champion and advocate for changes that should bring a better road network, improved performance in schools, better stocked health centres and more agricultural extension workers to the common man in the furthest villages of Mpigi District.

### 5.1 Recommendations

#### 5.1.1 Advocacy for changed budget architecture

Working under the umbrella of ULGA, Mpigi District should lobby to change the current budget architecture. The national budget should be shared equally (50/50) between the central government and all the local governments and financial distribution should reflect the equal importance of all districts.

#### 5.1.2 Orientation of district councilors

The fact that the majority of councilors in the district are new means that they are learning on the job. Orientation of councilors should be undertaken on an annual basis to ensure that they appreciate their roles and responsibilities in their entirety. This orientation should go beyond the customary procedure to include report writing and effective monitoring of government programmes.

#### 5.1.3 Improve contact with the electorate

Councilors' contact with the electorate should be improved through councilor-community meetings and attendance of sub-county meetings. Working through the office of the district chairperson, councilors should create a district town hall platform to increase interface not only between citizens and the political leaders but also citizens and the technical leaders. This will provide for accurate and timely feedback from the citizens to their leaders and build trust among the district leadership and the residents. It will also provide opportunities to educate the communities about the roles and responsibilities

of the councilors and the need for the community members to use such benchmarks to assess their leaders' performance.

#### **5.1.4 Improve monitoring of service delivery**

As noted in section 4 of this paper, the district council, through its committees has been effective in undertaking their monitoring role. While this is applauded, individual councilor monitoring is still wanting. This should be improved through instituting a mandatory requirement for individual councilors to submit quarterly monitoring reports from their sub-counties. These reports should be shared with the district technical staff who are charged with the responsibility implementation. Councilors should then endeavour to follow up on the issues raised from the previous quarter.

#### **5.1.5 Increase Local Revenue Sources**

Mpigi District has an enormous untapped local revenue resource potential. The district should increase revenue through popularizing the Local Economic Development (LED) agenda. For this to happen, both the political and technical leadership should be oriented in the local economic development agenda in order for them to exploit the already existing opportunities which include tourism, African art and crafts, cultural sources and the natural forests.

#### **5.1.6 Improve civic awareness and engagement of the communities and political leaders**

For citizens to effectively hold their leaders accountable, they should know what those leaders should do for them. In Mpigi, this should be done through holding regular community meetings and the use of the media, especially the radio. While attempts have been made through the office of the district chairperson, more emphasis should be put on using the radio to remind communities about the district development milestones.

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# ANNEXES

## Annex 1: Mpigi District Local Government Council 2011/2012

No	Name	Category	Party	Constituency
1.	Hon. Luwakanya John Mary	Chairperson	NRM	District
2.	Hon. Katerega Badru Kaggwa	V. Chairperson	NRM	Direct Councilor Mpigi T C
3.	Hon. Jemba Juliet	Speaker	NRM	Kiringente/Muduuma
4.	Hon. Kiyemba Manisuli	D. Speaker	NRM	Male PWD
5.	Hon. Mutabazi Joseph	Sec. Finance	NRM	Direct Councilor Kammengo
6.	Hon. KikambiA bubakari	Sec. Works	NRM	Direct Councilor Muduuma
7.	Hon. Nagadya Noeline	Sec. Production	NRM	Woman Rep. Buwama
8.	Hon. Namubiru Edith		NRM	Woman Rep. Mpigi T.C
9.	Hon. Nsamba Benon		DP	Direct Councilor Buwama
10.	Hon. Mpigi Eddie Nkolo		Independent	Direct Councilor Kiringente
11.	Hon. Nalima Godfrey		Independent	Direct Councilor Kituntu
12.	Hon. Serubidde Abdu		Independent	Direct Councilor Nkozi
13.	Hon. Ddembe Catherine		FDC	Direct Councilor Kituntu
14.	Hon. Nabadda Phiona		NRM	Woman Rep. Nkozi
15.	Hon. Nalubowa Betty Kinene		NRM	Female PWD
16.	Hon. Nantongo Betty B		NRM	Woman Rep. Kamengo
17.	Hon. Nalwoga Anita		NRM	Female Youth
18.	Hon. Baingana Mac		Independent	Male Youth

## Annex 2: Summary of District Councils' Performance

		Legislative Role										Accountability To Citizens					Planning & Budgeting				Monitoring NPPAs									
District	Total	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	Sub Total	
Gulu	82	2	2	2	3	0	1	0	4	2	1	17	3	7	6	2	3	21	5	4	9	18	5	5	4	4	2	4	2	26
Amuria	78	2	2	0	2	0	1	2	1	2	2	14	4	6	4	2	2	18	5	4	11	20	5	5	4	4	4	0	4	26
Mukono	78	2	1	2	2	1	1	2	4	2	2	19	4	5	3	2	2	16	5	4	9	18	5	5	4	4	3	0	4	25
Kabarole	75	2	1	2	1	0	1	0	1	2	3	13	4	4	4	2	0	14	5	4	9	18	5	5	4	4	4	4	4	30
Wakiso	71	2	1	3	1	0	1	1	2	2	1	14	3	7	2	2	2	16	5	4	9	18	5	5	4	2	0	3	4	23
Luwero	70	2	2	2	2	0	1	0	1	1	0	11	4	5	7	2	1	19	5	4	9	18	2	4	4	3	4	2	3	22
Rukungiri	69	1	2	3	2	1	1	0	3	2	3	18	4	5	5	2	1	17	5	4	4	13	5	5	2	3	4	0	2	21
Soroti	68	1	1	1	2	0	1	0	3	1	1	11	4	8	8	2	1	23	5	4	1	10	5	5	4	4	4	0	2	24
Kanungu	67	1	2	3	2	0	1	2	2	2	1	16	4	5	5	2	2	18	5	4	2	11	5	5	2	4	3	0	3	22
Mpigi	67	2	1	3	2	0	1	0	4	1	1	15	3	5	7	2	0	17	5	4	4	13	4	5	2	4	2	1	4	25
Ntungamo	64	2	2	3	2	1	0	0	4	1	0	15	4	4	4	2	1	15	5	4	7	16	3	5	0	3	4	3	0	18
Bududa	60	2	1	3	1	1	1	0	3	2	3	17	4	8	6	2	0	20	5	3	4	12	2	2	2	2	2	0	1	11
Buliisa	57	1	1	3	3	0	1	1	2	0	2	14	3	6	4	2	0	15	5	4	4	13	5	5	0	4	0	0	1	15
Nakapiripirit	56	2	1	3	2	3	1	0	2	0	2	16	3	2	3	1	1	10	5	4	4	13	4	2	2	4	0	2	3	17
Mbale	55	2	1	3	1	0	1	0	4	2	3	17	3	6	3	2	0	14	5	4	4	13	2	2	2	2	2	0	1	11
Moroto	55	2	1	0	2	0	0	2	2	0	2	11	2	4	1	2	1	10	5	4	9	18	3	3	3	0	3	2	2	16
Moyo	55	1	2	3	2	0	1	0	2	1	1	13	4	5	3	2	3	17	5	4	2	11	2	2	2	2	2	0	4	14



		Legislative Role										Accountability To Citizens						Planning & Budgeting				Monitoring NPPAs								
District	Total	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	Sub Total	
Mbarara	53	1	1	3	1	0	0	1	3	0	1	11	4	4	4	2	1	15	5	4	2	11	4	3	2	2	2	0	3	16
Nebbi	51	2	2	3	1	0	1	0	2	1	1	13	3	3	3	2	3	14	5	4	2	11	2	2	2	2	2	0	3	13
Lira	49	2	1	2	2	1	0	0	4	0	1	13	1	3	3	2	0	9	5	4	9	18	4	2	2	1	0	0	0	9
Hoima	48	2	2	3	1	0	0	0	1	0	0	9	3	3	3	2	0	11	5	4	2	11	1	5	2	3	3	0	3	17
Jinja	44	2	2	2	2	0	1	0	2	0	2	13	2	3	5	2	1	13	5	4	2	11	1	0	4	0	1	0	1	7
Kamuli	40	2	1	1	0	0	1	0	2	1	2	10	4	3	3	2	0	12	5	4	9	18	0	0	0	0	0	0	0	0
Tororo	40	2	0	3	1	1	1	1	3	0	3	15	3	5	6	2	0	16	5	4	0	9	0	0	0	0	0	0	0	0
Amuru	30	0	0	0	0	0	1	0	2	0	3	6	1	4	2	2	0	9	5	4	6	15	0	0	0	0	0	0	0	0

Annex 3: Summary of District Chairpersons’ Performance

Name	District	Party	Gender	Terms	Total	Political Leadership						Legislative Role				Contact With Electorate		Development Projects				Monitoring Service Delivery On NPPAs									
						Executive	Monitoring Admin	State of affairs	Civil Servants	DSC and Boards	Central Gov't	Sub total	Council session	Motions executive	Bills executive	Sub Total	Program meetings	Handling issues	Subtotal	Project initiated	Contributions	Dev't partners	Sub Total	Agriculture	Health services	Schools	Roads	Water	FAL	Environment	Sub Total
Martin Ojara M.	Gulu	FDC	M	1	91	3	5	2	4	2	4	20	2	4	3	9	5	5	10	2	2	5	9	7	7	7	7	3	5	43	
Gregory M.Egunyu.	Soroti	NRM	M	1	82	3	4	2	4	2	4	19	2	6	2	10	5	5	10	1	1	5	7	7	7	7	6	0	2	36	
Richard Rwabihunga	Kabarole	Ind	M	1	80	3	5	2	4	2	4	20	2	2	0	4	5	5	10	2	2	3	7	7	3	7	7	5	3	39	
John M. Luwakanya	Mpigi	NRM	M	1	80	3	5	2	4	0	4	18	2	6	0	8	5	2	7	3	2	5	10	7	7	7	7	0	2	37	
Francis Lukooya M.	Mukono	NRM	M	2	80	3	6	2	4	2	4	21	2	6	5	13	3	5	8	2	2	4	8	3	7	6	2	2	4	30	
Emmanuel Osuna	Tororo	NRM	M	2	78	3	2	2	2	0	4	13	2	2	0	4	5	5	10	3	2	5	10	7	6	7	7	2	5	41	
Mark AolMusooka	Moroto	NRM	M	1	76	3	5	2	3	1	3	17	2	6	5	13	4	2	6	3	1	5	9	7	6	7	0	5	0	31	
John FrancisOluma	Amuria	NRM	M	1	74	3	5	2	3	1	4	18	2	6	7	15	3	2	5	1	1	5	7	7	2	5	7	0	3	29	
Bernard Mujasi	Mbale	NRM	M	3	70	3	4	2	3	2	3	17	2	6	3	11	5	2	7	3	1	5	9	7	3	3	5	3	2	3	26
DeusdeditTumusiime	Mbarara	NRM	M	1	70	2	4	1	4	2	4	17	2	0	0	2	5	3	8	0	1	3	4	7	7	7	7	2	2	39	
Mathias Bwanika L.	Wakiso	DP	M	1	70	3	5	2	4	1	2	17	2	2	0	4	5	5	10	3	2	3	8	5	5	5	5	3	3	31	
John Lorot	Nakapiripit	NRM	M	2	69	3	4	2	3	2	3	17	2	0	0	2	5	5	10	3	1	3	7	5	5	5	7	5	1	33	
Denis Singahakye	Ntungamo	NRM	M	1	69	3	5	2	3	2	4	19	2	6	0	8	3	5	8	2	1	4	7	3	7	1	7	0	2	27	
Fredrick G Ngobi	Jinja	NRM	M	1	66	2	5	1	3	2	4	17	2	6	7	15	5	5	10	3	1	5	9	3	2	2	2	2	2	15	
George kamanyire	Hoima	NRM	M	3	65	3	4	2	4	2	2	17	2	6	0	8	5	2	7	2	1	3	6	5	5	7	3	0	2	27	
Robert Okumu O.	Nebbi	NRM	M	1	65	3	5	2	3	2	3	18	2	0	0	2	4	5	9	1	2	5	8	6	3	6	7	6	0	0	28
Abdul Nadduli	Luweero	NRM	M	3	63	3	4	2	4	1	3	17	2	2	0	4	2	5	7	3	2	3	8	4	5	5	5	0	3	27	
John B Nambeshe	Bududa	NRM	M	1	62	3	4	1	4	1	4	17	2	2	3	7	5	5	10	1	1	3	5	6	7	3	3	2	0	2	23
Fred Lukumu	Buliisa	NRM	M	2	56	3	5	1	3	2	4	18	2	2	0	4	5	3	8	3	2	0	5	3	6	3	3	3	0	3	21

Name	District	Party	Gender	Terms	Total	Political Leadership						Legislative Role			Contact With Electorate	Development Projects			Monitoring Service Delivery On NPPAs												
						Executive	Monitoring Admin	State of affairs	Civil Servants	DSC and Boards	Central Gov't	Sub total	Council session	Motions executive		Bills executive	Sub Total	Program meetings	Handling issues	Subtotal	Project initiated	Contributions	Dev't partners	Sub Total	Agriculture	Health services	Schools	Roads	Water	FAL	Environment
Anthony A Omach	Amuru	NRM	M	2	54	2	4	0	3	1	4	14	2	2	0	4	4	5	9	3	2	5	10	7	2	2	2	2	0	2	17
Samuel Bamwole	Kamuli	NRM	M	3	53	1	4	1	1	0	3	10	2	2	0	4	5	5	10	3	1	0	4	2	6	6	7	2	0	2	25
Josephine Kasya	Kanungu	NRM	F	3	53	3	0	2	4	2	2	13	2	0	0	2	4	5	9	3	0	4	7	6	7	2	7	0	0	0	22
Jimmy Vukoni	Moyo	Ind	M	1	52	3	5	2	4	2	4	20	2	6	0	8	0	2	2	3	1	3	7	7	0	0	6	2	0	0	15
Charles amukama	Rukungiri	NRM	M	1	44	3	5	2	3	2	3	18	2	2	3	7	4	2	6	2	0	5	7	0	2	2	2	0	0	0	6
Alex OremoAlot	Lira	UPC	M	1	40	2	5	1	2	2	3	15	2	0	3	5	5	2	7	3	1	3	7	0	2	0	2	0	2	0	6

**Annex 4: Summary of District Speakers' Performance**

Name	District	Constituency	Party	Gender	Terms	Total	Presiding And Preservation Of Order In Council						Contact With Electorate			Participation In LLG		Monitoring Service Delivery On NPPAs								
							Chairing Council	Rules of procedure	Business committee	Records of issues	Record of petition	Special skills	Sub Total	Meetings electorate	Office	Sub Total	LLGs meetings	Sub Total	Health	Education	Agriculture	Water services	Road works	FAL	Environment	Sub Total
Douglas P. Okello	Gulu	Lalogi	NRM	M	1	89	3	9	3	2	3	0	20	11	9	20	8	8	7	7	5	5	7	5	5	41
Mohammed Mafabi	Mbale	Bubyangu	Ind	M	2	75	3	9	3	2	3	0	20	11	9	20	10	10	3	5	5	3	7	0	2	25
DaudiByekwaso Mukiibi	Wakiso	Kakiri	NRM	M	3	75	2	9	3	2	3	0	19	11	9	20	10	10	4	4	7	0	5	1	5	26
James Kunobwa	Mukono	Nagojie	NRM	M	2	73	3	9	3	0	3	0	18	11	9	20	10	10	7	7	1	1	3	1	5	25
Richard Mayengo	Jinja	Mafubira B	NRM	M	3	68	2	9	0	2	3	0	16	11	9	20	4	4	7	1	7	7	1	3	2	28
Ida Fuambe	Nebbi		NRM	F	3	68	3	9	3	2	0	0	17	11	9	20	10	10	3	5	3	5	1	0	4	21
Dan Nabimanya	Ntungamo	Ntungamo	NRM	M	1	66	3	9	3	2	3	0	20	9	6	15	10	10	5	5	1	1	5	0	4	21
Proscovia Namansa	Luweero	Wobulenzi / Katikamu	NRM	F	3	64	3	9	0	0	0	0	12	11	9	20	10	10	4	4	0	5	5	3	1	22
Henry Ndyabahika	Rukungiri	Buhunga	NRM	M	2	64	3	8	3	2	0	0	16	7	9	16	10	10	5	5	1	1	5	1	4	22
Jotham Loyor	Nakapiripi	Namalu	NRM	M	2	62	2	9	3	2	3	0	19	11	0	11	10	10	4	4	3	0	5	1	5	22
Charles Beshesya	Kanungu	Kirima	NRM	M	1	61	2	8	3	2	3	0	18	6	6	12	10	10	5	5	1	0	5	1	4	21
Andrew Odongo	Soroti	Soroti	FDC	M	1	61	3	9	3	2	3	0	20	9	9	18	4	4	1	5	5	0	5	0	3	19
William Tibamanya	Mbarara	Rugando	NRM	M	1	58	3	8	2	0	0	0	13	7	9	16	6	6	5	5	1	5	5	1	1	23
Clovise Mugabo B	Kabarole	Mugusu	NRM	M	2	54	3	5	1	2	3	0	14	11	6	17	2	2	1	5	5	5	1	0	4	21
Christopher Odongkara	Amuru		NRM	M	1	51	2	0	3	0	0	0	5	9	9	18	6	6	7	2	7	0	6	0	0	22

Name	District	Constituency	Party	Gender	Terms	Total	Presiding And Preservation Of Order In Council						Contact With Electorate		Participation In LLG	Monitoring Service Delivery On NPPAs											
							Chairing Council	Rules of procedure	Business committee	Records of issues	Record of petition	Special skills	Sub Total	Meetings electorate		Office	Sub Total	Health	Education	Agriculture	Water services	Road works	FAL	Environment	Sub Total		
Ceasar Lometo L	Moroto	Youth	NRM	M	1	49	3	7	3	2	3	0	18	7	9	16	2	2	1	5	1	1	1	1	0	4	13
Martin Chaiga	Moyo	Moyo	NRM	M	2	44	3	8	3	0	0	0	14	5	9	14	10	10	1	1	0	0	0	0	4	6	
Charles Engoru	Amuria	PWD	NRM	M	2	41	2	9	3	2	3	0	19	2	9	11	2	2	1	1	1	1	1	0	4	9	
Juliet Jjemba	Mpigi	Muduma	NRM	F	2	40	2	5	3	2	3	0	15	0	9	9	10	10	1	1	1	1	1	0	1	6	
Didan Amaama R.	Buliisa	Kiringente	Ind	M	1	37	3	2	3	0	3	0	11	2	5	7	6	6	5	5	1	1	1	0	0	13	
Micheal Matsyetsye	Bududa	Ngwedo	NRM	M	2	35	3	9	3	2	0	0	17	0	0	0	4	4	1	1	1	5	5	0	1	14	
Isingoma Kitwe	Hoima	Bumasheti	NRM	M	1	33	3	6	3	0	3	0	15	3	9	12	2	2	1	1	0	1	0	0	1	4	
James Paul Michi	Tororo	Busisi Div	NRM	M	1	32	2	2	2	2	0	0	8	9	2	11	6	6	1	1	1	1	1	1	1	7	
Martin Oren Odyek	Lira	Eastern Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	1	0	6	
Martin Oren Odyek	Lira	Railway Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	1	0	6	

## ABOUT THE AUTHORS

**Lillian Muyomba-Tamale** is a Research Fellow at ACODE. She is a graduate of Social Work and Social Administration (MUK) and has undergone training in Project Planning and Management, Strategic Planning and Human Resource Management at Uganda Management Institute, Kampala. She has expertise in the fields of Public Accountability, Transparency and People centred advocacy.

**Daniel Samuel Luba** is an independent researcher with expertise in rural development project planning and management. He currently works with World vision as a community development facilitator. Daniel holds a bachelor's degree in Sociology from Makerere University. He also has Training in development for development practitioners from the centre for development studies, university of South Africa.

**David Ssempala** holds Degree in microfinance from Nkozi University and a diploma in Education. He currently works with World Vision as a child sponsorship and development assistant. He has specialized in the areas of research, community development, working with children, development facilitation, and monitoring and evaluation.

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