



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

Mpigi District Council Score-Card Report 2009/10



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ACODE Policy Research Series No. 48, 2011



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Published by ACODE  
P. O. Box 29836, Kampala  
Email: library@acode-u.org , acode@acode-u.org  
Website: <http://www.acode-u.org>

Citation:

Muyomba-Tamale, L., et al. (2011). Local Government Councils' Performance and Public Service Delivery in Uganda: Mpigi District Council Score-Card Report 2009/10. ACODE Policy Research Series, No. 48, 2011. Kampala.

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**ISBN 9789970070091**

## ABBREVIATIONS

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
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

## ACKNOWLEDGMENTS

The Local Government Councils' Score-card Initiative (LGCSCI) was launched in 2009 with a goal of improving the quality of public service delivery by building the demand-side of governance and accountability. The initiative achieves this goal by undertaking and publishing a local government councils' score-card and a robust outreach programme targeting citizens and building capacity of local government political leaders. This assessment was conducted in 20 local government councils, including Mpigi, for the FY 2009/10. ACODE is indebted to the Deepening Democracy Programme (DDP) and its contributing development partners for the continued financial support that makes these assessments possible.

In a special way, ACODE is indebted to Mpigi District Local Government technical staff and councilors for their support and cooperation during the assessment. In addition, we remain grateful to the various community members who offered their time to participate in the sub-county level FGDs. The various officials who provided information and clarifications on a wide range of issues are also acknowledged. The team also acknowledges Mr. Mukotani Ruyendo's contribution in editing the final report.

Finally, it is imperative to note that although the assessment of Mpigi District Council is the first of its kind, the methodology and score-card used are not new. Indeed, the score-card has already undergone extensive review to address gaps that were identified during the first assessment of the FY 2008/9, and remains a living document to be reviewed on an annual basis. In the process of conducting the assessment, we have encountered a number of challenges, particularly related to record keeping and information retrieval. However, we have taken due diligence to ensure that the facts presented in this report are reasonably accurate and are a fairly objective representation of the performance of Mpigi District Council and its constituent organs. We are confident that the findings and recommendations will go a long way to improve the workings of Council, and hence lead to improved service delivery and better governance.

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## EXECUTIVE SUMMARY

This is the first assessment report for Mpigi District Local Government. The assessment employs a Local Government Councils' Score-card (LGCSC), an independent assessment tool with a specific methodology and indicators to assess the performance of local government councils in Uganda. The score-card empirically assesses the extent to which local government council organs and councilors are performing their responsibilities as stipulated in the Local Government Act. It also examines whether there is a direct correlation between the score-card performance of Mpigi District Local Government Council and the quality of service delivery in the district.

This district report provides evidence-based policy options needed to improve the role of Mpigi District Local Government Council in the delivery of public services and the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils' Score-Card seeks to complement existing local government performance assessments and in particular the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments. At an individual level, the annual score-card assessment provides a civic education platform for district councilors and political leaders to improve their performance, especially in areas where their performance has been found wanting. In the long run, the anticipated impact will be the constituents' ability to demand for accountability on service delivery issues that concern them whenever they are in contact with their elected leaders.

For the FY 2009/10, the assessment focused on the District Chairperson, the District Speaker, the 13 Councilors and the District Council as an independent corporate body. The themes of assessment were premised on political leaders' roles and responsibilities as outlined in the Local Government Act. Although the scope of the study is FY 2009/10, effort was made to cross-check for evidence from the previous financial years for comparison purposes.

As a district, Mpigi has greatly reduced geographically owing to the carving out of Wakiso, District. Ironically, the reduced size of the district has not improved service delivery. A critical analysis of selected socio-economic indicators for education, health, rural roads, water and sanitation, agriculture and the environment and natural resources for the district points to a declining state of affairs. This situation is exacerbated by the district's incapacity to effectively deal with the gaps in service delivery. This arises from the high financial dependence on central government, increased tendencies of recentralization by the centre, and an alarmingly low local revenue base. For example, during the FY 2009/10, central government contributed 96% of all the funds, while local revenue and Donor support contributed a meagre 2% each. This indicates that the capacity of the district to plan for local priorities is greatly undermined since most of the central government transfers are conditional in nature with little or no room for re-allocation towards local priorities.

In terms of score-card performance, the District Council scored 68 out of 100 total points. The Chairman, Al Hajji Mukalazi Badru Kabega scored 49 out of 100 total points with his best performance registered in his political leadership role. The District Speaker scored 51 out of 100 total points, with the best performance registered in his role of presiding and preservation of order in the District Council. The performance of individual councilors varied greatly, with 53% and 37% as average scores for male and female councilors respectively. In terms of gender, male councilors performed better than their female counterparts. With a few exceptions, the majority of councilors registered their best performance in their role of contact with the electorate while monitoring of the NPPAs was the worst performed parameter, a situation that could perhaps explain the poor state of affairs of the majority of social services in the district.

From the foregoing, a number of policy recommendations are made for follow-up at the national and district levels. At the national, there is need for:

- Advocacy for changed budget architecture. The national budget should be shared equally (50/50) between the central government and all other local governments, and financial distribution should reflect the equal importance of all districts.
- Giving priority to remuneration of councilors to enable them focus on fulfilling their roles and functions as stipulated in the Local Government Act.
- Capacity building for councilors should be considered on an annual basis. The training should include modules on report writing and how to effectively monitor government programmes. Emphasis should be put on new councilors as they begin their new term of office.

At the district level there is need for:

- Political leaders to improve contact with the electorate as this interface will enhance candid discussion on key issues in a more informal but business-like manner.
- The district council to strengthen the monitoring of government programmes with specific focus on the involvement of the political leaders.
- The district council to introduce a mandatory requirement for councilors to produce individual monitoring reports from their constituencies.
- Sensitisation and clarification of the stakeholders mandate, roles and responsibilities in Local Governments.



## 1. INTRODUCTION

This is a district performance assessment report for Mpigi District for the Financial Year 2009/2010. Mpigi District Local Council is one of the 20 local governments that were assessed using the Local Government Councils' Score-card, a tool developed by the Advocates Coalition for Development and Environment (ACODE) that seeks to deepen decentralization to deliver effective governance and quality goods and services to the citizens. The local government system as provided for in the Constitution of the Republic of Uganda 1995, and operationalized by the Local Government Act 1997, was premised on the realization that decentralization would ensure effective governance through devolution of functions and powers to the people at appropriate levels. For quite some time, decentralization seemed to deliver on its stated objectives. However, in recent times, service delivery standards have started to decline especially in the sectors of education, health and works. Through the Local Government Councils' Score-Card Initiative (LGCSCI), ACODE seeks to contribute to improved performance of selected local governments by assessing their performance using an open and transparent mechanism. Beyond the assessment, the LGCSCI seeks to empower the communities through delivering an issue-based civic education that enables them to demand accountability from the elected leaders.

The Local Government Councils' Score-card (LGCSC) is a set of indicators that assess the performance of Local Government political leaders and Local Council organs in selected districts of Uganda. The indicators are developed based on the core mandate, responsibilities and functions as set out in the Constitution and the Local Government Act. Local Government councils, chairpersons, speakers and councilors are assessed to determine how best they perform their political responsibilities and functions as set out in the Act. Based on the assessment, the major limitations to effective performance are identified and policy response options to improve performance presented. The overall objective of the assessment is to provide evidence-based policy options needed to improve the role of local government councils in the delivery of public services and the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils' Score-card seeks to complement existing local government performance assessments and, in particular, the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments.<sup>1</sup>

The first Local Government Councils' Score-card covering the Financial Year 2008/09 was conducted in 10 local governments.<sup>2</sup> The second score-card assessment covering the Financial Year 2009/10 covers 20 local government councils including Mpigi District Local Government Council.<sup>3</sup> This is, therefore, the first score-card report for Mpigi District Local Government.

The report is organized in eight sections. Section 2 after this introduction details the methodology of the study, while section 3 gives a summary of the district's background. In section 4, the state of service delivery in Mpigi District is critically analyzed, while section 5 focuses on Mpigi's budget and revenue architecture. Section 6 presents the score-card findings and interpretation. The focus of section 7, on the other hand, is a correlation between the district performance and the quality of public services. Finally, section 8 provides the conclusion and succinct recommendations for the study.

<sup>1</sup>The inspectorate division of the Ministry of Local Government undertakes an annual assessment of all local governments that focuses on measuring the extent to which they conform to the performance measurements and meet the minimum standards set by the ministry.

<sup>2</sup>The 2008/9 assessment focused on the districts of Amuria, Amuru, Hoima, Kampala, Kamuli, Luwero, Mbale, Moroto, Nebbi and Ntungamo

<sup>3</sup>In addition to Mpigi, the following districts were covered during the second assessment: Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kampala, Kamuli, Luwero, Mbale, Mukono, Moroto, Moyo, Nakapiripirit, Nebbi, Ntungamo, Rukungiri and Soroti.

## 2. METHODOLOGY AND SCORE-CARD

The Local Government Councils' Score-card uses a standard methodology and a set of qualitative and quantitative indicators to assess the performance of Local Government Council leaders. The score-card was initially developed in 2009. Following the publication of the first score-card<sup>4</sup> and the feedback from the outreach process, the indicators were revised to address a number of deficiencies that became apparent. The revised score-card departs from the original one in three fundamental ways. First, the revised indicators are more aligned to service delivery objectives, where councilors are assessed by their substantive contributions to monitoring and promoting the delivery of public services across the five national priority programme areas (NPPAs). Second, local government councils are assessed on the extent to which they address national public policy issues such as corruption, governance and respect for human rights. Finally, a set of indicators that measure the extent to which councillors provide feedback to their constituencies are included in the score-card.

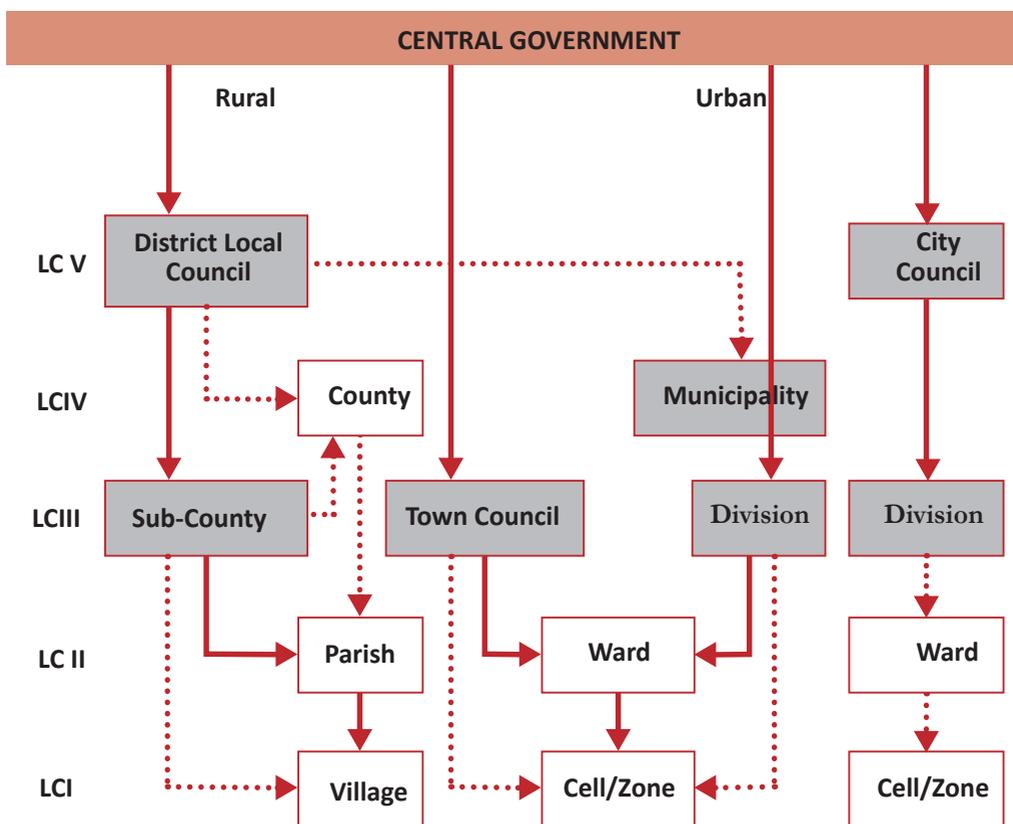
### 2.1 Building Block for the Score-card Indicators: Who is assessed?

The Local Government structure is the primary building block for the score-card indicators. As shown in Figure 1, the Local Government structure comprises two distinct components. First, the organs that are shown in shaded blocks are constituted under the Local Government Act 1997 as bodies corporate with power to sue and be sued.<sup>5</sup> Most importantly, they can receive public funds and are primarily responsible for the delivery of public services in their local jurisdictions. Theoretically, at each level, a council is established as the local government of the area with full political, executive, legislative and administrative powers. While the score-card can be applied at each of these levels with necessary modification, the current assessment only focuses on the organs of the District Local Government Council: the Council; individual Councilors; the Chairperson; and, the Speaker. Secondly, the Local Government Council organs in the unshaded blocks are largely administrative units. With no official budgets of their own, how they are used to ensure the delivery of public services and deepen governance is a responsibility of the legally mandated council organs or the central government.

<sup>4</sup>The 2008/09 score-card was undertaken in 10 districts of Moroto, Amuria, Mbale, Kamuli, Kampala, Luwero, Ntungamo, Hoima, Nebbi and Amuru.

<sup>5</sup>See Section 6 of the Local Government Act Cap.243 as amended.

Figure 1: Structure of Local Governments in Uganda

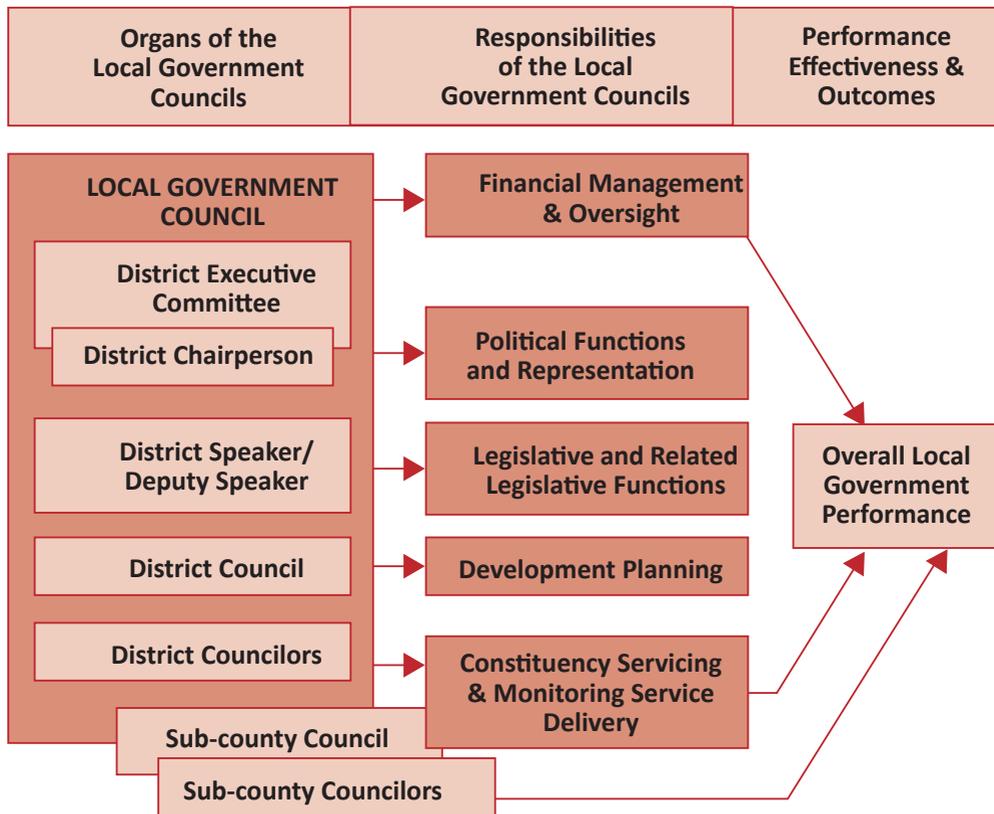


Source: Tumushabe, G., et.al (2010). Monitoring and Assessing the Performance of Local Government Councils in Uganda: Background, Methodology and Score-Card. ACODE Policy Research Series No. 31, 2010. Kampala.

## 2.2 The Building Blocks for the Indicators: What is assessed?

The responsibilities and functions of the local government councils are grouped into five broad categories generally referred to as performance parameters in the score-card, namely: financial management and oversight; political functions and representation; legislation and related legislative functions; development planning; and constituency servicing and monitoring of service delivery on five national priority programmes. Figure 2 shows key aspects of Local Government Councils performance.

**Figure 2: Key Aspects of the Local Government Councils' Performance**



The Local Government Councils' Score-card is premised on a theory of change which says that when provided with data and information on the performance of local political leaders, citizens will demand for accountability and effective service delivery and hence trigger a vertical spiral of demand up to the national level.<sup>6</sup> An empowered citizenry will trigger the necessary reforms that are essential to create an environment in which the delivery of public services is responsive to the needs of the majority of citizens. In the theory of change, demand-induced performance by the local government council leaders and increased demand for accountability on national leaders will have a positive impact on the overall performance of the local government. Consequently, beyond the scores of each organ of Council, the assessment seeks to establish the causal-effect relationship between the performance record of Local Council political leaders on the one hand, and the quality of service delivery and accountability on the other.

### 2.3 Score-card Assessment Methodology

The methodology for undertaking the score-card is designed to achieve a number of objectives. The methods used include: literature review; inception meetings; interviews; and focus group discussions (FGDs). First and foremost, the primary objective is to collect qualitative and quantitative data on the status and trends on key service delivery indicators in the selected local governments. Secondly, the process of undertaking the assessment helps the councils

<sup>6</sup>For more detailed information on the Theory of Change, refer to Tumushabe, G. et al., Monitoring and Assessing the Performance of Local Government Councils in Uganda, ACODE Policy Research Series No. 31, 2010.

learn more about their roles and how best they can perform those roles and effectively represent the interests of their electorate. Thirdly, while focus group discussions are designed to collect information on the perceptions of voters and validate the data and information from councilors, the meetings also act as civic empowerment platforms.

The inception meeting for Mpigi District Local Government was organized in April 2011. The meeting was attended by 61 participants representing the following categories: outgoing councilors, incoming councilors, and technical staff. The meeting provided the first opportunity for councilors and other stakeholders to learn about the assessment and how it is conducted. Literature review is generally intended to provide background information on the district, the status and trends in selected service delivery indicators and the planning and development targets of the districts. The review of the literature focused on national-level reports on the performance of Mpigi District Local Government, the district planning documents and reports, as well as records of the Minutes of Council and other unpublished materials.

Based on the data and information derived from the literature review, the fieldwork took the form of interviews and focus group discussions. Individual interviews were organized with the District Councilors, the Chairperson and the Speaker. The interviews provided the opportunity to discuss with the respondents the scores that they might obtain based on the information and documentation available about their performance. For the 2009/10 FY, Mpigi District Local Government Council operated with a total of 15 councilors including the chairperson. All the councilors participated in the assessment. Focus group discussions were organized in each of the 13 sub-counties. As already mentioned above, besides providing an opportunity for validating the reports from councilors, FGDs also provided an opportunity for civic education for the participating members. In Mpigi District Local Government, the FGDs were attended by 160 participants, of whom 78 were women and 82 were men. A standard interview guide (see annex 2) was used to conduct the FGDs.

Finally, observation and photography were employed as research methods to triangulate information provided by the councilors during the score-card administration. Through direct observation, the researchers were able to verify reports from councilors, especially with regard to community projects and other information on service delivery. In addition, the research team also attended three Council sessions to observe the proceedings and debates.

### 3. DISTRICT BACKGROUND

#### 3.1 Geopolitics and demographic characteristics

Created in 1980<sup>7</sup>, Mpigi District is one of the original districts under the local government decentralization system in Uganda.<sup>8</sup> Originally, the district comprised Wakiso<sup>9</sup>, Gomba and Butambala<sup>10</sup> counties, all of which have been elevated to district status over the last eleven years. In its current form, Mpigi is now a one-county district.<sup>11</sup> It is this diminished entity that is the focus of the FY 2009/10 score-card assessment. The district is bordered by Wakiso District to the north and east, Kalangala District to the south, Kalungu District to the southwest, Butambala District to the west and Mityana District to the north-west.

Despite Mpigi's propinquity to the capital city, the district remains a largely rural district with only 8.4% of the population living in urban areas. The main economic activities in the district include semi-intensive agriculture, fishing, trade and commerce, and tourism. Of these, agriculture remains the mainstay and is practiced by the majority of the rural population in the district. This is made possible with the availability of a number of natural resources such as the fresh water lakes -- Lake Victoria and Lake Wamala and River Katonga. As a matter of fact, 23 per cent of the district land area comprises vast wetlands. The population of Mpigi District, as of the 2002 population and housing census, was about 187,800 with a population growth rate of 3.2 per cent. It is estimated that the population of Mpigi District during the year under review was approximately 447,000 as shown in Table 1 below.

**Table 1: Population Projections for Mpigi District**

Year	2005	2006	2007	2008	2009	2010
Female	210,500	213,300	216,400	219,800	222,600	227,300
Male	214,600	216,900	219,400	222,100	224,400	227,500
Total	425,100	430,200	435,800	441,900	447,000	454,800

Source: UBOS, 2011

Mpigi District Local Government is composed of seven sub-counties of Buwama, Muduuma, Kiringaente, Kamengo, Nkozi, Kituntu and Mpigi Town Council. The district administrative headquarters are located in Mpigi Town Council, and is headed by an elected Council comprising the LCV Chairperson and supported by an Executive Committee drawn from the elected Councilors. During the first three years of their term of office, the council conducted

<sup>7</sup>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 Kyadondo, Busiro, Mawokota, Butambala and Gomba.

<sup>8</sup>This was under the then Resistance Councils Statute No. 15 of 1993. This Statute was later replaced by the Local Government Act of 1997.

<sup>9</sup>Wakiso was gained district status in November 2000.

<sup>10</sup>Gomba and Butambala were elevated to district status by Parliament during the year under review (2010). Available at <http://www.newvision.co.ug/D/8/12/717188>.

<sup>11</sup>Mawokota remained as the only county in the district.

business through five sectorial committees which include: Finance, planning administration and investments; Works, roads and water; production and natural resources; Education, sports and health; and, Community development. Table 2 indicates the five sectorial committees and their secretaries before the year under review.

**Table 2: Secretaries for council sectoral committees (2006 – 2009)**

Sectoral Committee	Secretary
Finance, planning, administration & investments	Sarah Nakawunde
Works, roads and water	Omolo Kalinzi Charles
Production and natural resources	Nyonyintono Esther
Education, sports and health	Lutalo Micheal S.
Community development	Nabuuma Betty

The carving out of Gomba and Butambala from Mpigi presented unforeseen challenges to the functioning of district council during the year under review. After the total number of councilors drastically dropped from 30 to 15, the various committees could no longer constitute quorum to conduct meetings. This necessitated the council to conduct business under the umbrella of one committee of council, an arrangement that may compromise the intensity of focus for the various service delivery issues.

### 3.2 Local Economy and Economic Opportunities

With the majority of the district population living in typical rural conditions, the situation presents opportunities for both small and large-scale agricultural practices including animal production, poultry production, horticultural crops, floriculture, apiculture, and fish farming. The fact that the district has sufficient rainfall with fertile soils, particularly in areas around the shores of Lake Victoria, means that district residents can engage in farming and the products sold to the lucrative markets in the nearby district of Kampala.

A number of opportunities for local revenue generation are available in the unexploited tourism attraction sites along the Equator, the Lake Victoria shoreline, Mpanga forests ecosystem sites and cultural sites like Kibuuka Omumbaale. If these economic opportunities are managed well, returns from revenue can be used to boost locally-generated revenue and minimize dependency on the central government.

## 4. SELECTED SOCIO-ECONOMIC INDICATORS

The quality of life in any given district can be best described through a close scrutiny of basic socio economic indicators obtaining in the district over a given period of time. In this section, an analysis of key socio-economic indicators in Mpigi is undertaken with specific focus on education, health, roads and water services in the district.

### 4.1 Education

Education is one of the decentralized services in Mpigi District. The district has a total number of 266 government-aided and 104 privately owned primary schools. In terms of enrolment, the percentages have been on the rise from 42.7 per cent in 2007 to 69.7 per cent in 2009. The pupil-teacher ratio has remained constant over the past 5 years, oscillating between 29 and 27, while the pupil-classroom ratio stands at 39. Table 3 provides the trend in primary education.

**Table 3: Trends in Primary Education (%)**

		2005	2006	2007	2008	2009	
Mpigi	Accessibility Indicators	Net Intake			20.2	23.1	39.4
	Quality Enhancement	Net Enrolment			42.7	49	69.7
Pupil-teacher ratio		29	28	29	27	27	
Pupil-classroom ratio		40	40	41	39	39	

Source: UBOS, 2010

Despite the quite impressive accessibility and quality enhancement indicators, the performance of the district in the Primary Leaving Examinations (PLE) presents a rather debilitating reality. An analysis of PLE performance over the past 10 years indicates a major slump in the percentage of pupils passing in Division One. While high percentages of 6.2 and 6.9 were recorded in 2001 and 2003, in all the ensuing years the district performance averaged 2%, with the lowest performance in 2008 when only 1.2% of all the pupils managed to pass in Division One. Table 4 gives detailed performance of the district over the past 10 years

**Table 4: Trends for Performance in PLE**

	2001	2002	2003	2004	2005	2006	2007	2008	2009
Div 1	6.2	3.5	6.9	2.6	2	3.3	2.9	1.2	3.3
Div 2	38.7	20.1	32.4	23.9	27.9	35.1	30.8	21.6	31.7
Div 3	20.2	17	19	15.5	25.3	23.4	22.9	25.4	23.7
Div 4	16.7	14.2	15	20.4	20.2	16.4	15.5	17.5	18.4
U	18.3	45.2	26.7	37.6	24.6	21.8	27.9	34.2	22.9

Source: UNEB, 2010

### 4.2 Health

With a total of 61 health facilities, Mpigi District, compared to other districts in the country,

has an impressive number of physical health infrastructures. These are under the auspices of government, NGOs and the private sector. The district, for instance, has 2 hospitals, 2 Health Centre IVs, 29 Health Centre IIIs and 28 Health Centre IIs. Other accessibility indicators show that the average distance to a health facility in the district is 7 km while the doctor-to-population ratio stands at 1:41,023. The infant mortality ratio is 97 per 10,000 live births while deliveries in the health units are impressive at 101%.<sup>12</sup> In table 5, a trend of the key health (immunization and health unit utilization) indicators is provided.

**Table 5: Trends for Key Health Indicators**

		2005	2006	2007	2008	2009
Public Health	Pit latrine coverage			94	94	94
Immunization	BCG	128	103	127	145	155
	Measles	100	109	135	134	149
	OPV3	96	85	110	125	130
	DPT3	95	84	110	123	122
Health Unit utilization	OPD			0.7	1.1	1
	Deliveries in health units			73	94	101
	HIV/AIDS Service Availability			65	75	87
	Pregnant women receiving 2nd dose Fansidar for IPT			26	72	37

Source: UBOS 2010

### 4.3 Roads

Roads are the primary means of transport for both mobility and trade. The road network connects the rather remote areas of the district to the urban areas. The district has a total of 492 km of trunk roads, 588 km of feeder roads, and 1,025 km of community roads.<sup>13</sup> The trunk roads are under the direct responsibility of the central government and in a fairly good state, while both feeder and community roads are under the auspices of the district. The challenge herein is the lack of adequate funds at the district level to routinely maintain the road network.

### 4.4 Water

The major sources of water in the district are piped distribution networks in the urban areas and protected springs in the rural areas. In terms of access, 79% of the urban and 81% of the rural population access clean water sources. Functionality of these water sources, especially shallow wells in the rural areas, presents a particular challenge, with 252 sources (33%) being non-functional.<sup>14</sup> Table 6 gives a detail of the water indicators in the district.

<sup>12</sup>This can be explained by the presence of the two hospitals that attract mothers from neighboring districts

<sup>13</sup> Mpigi District Development Plan, 2009.

<sup>14</sup> Ibid.

Table 6: Key Water Indicators

	Urban	Rural	Total
Population	11,400	443,400	454,800
Population served	8,953	357,967	366,920
Access	79%	81%	81%
Equity			73
Management (Functionality of Water source committees)			33%
Gender (Water source committee with women in key positions)			70%
Functionality	88%	79%	
	Functional	Non functional	Total
Protected Springs	573	53	626
Shallow wells	503	252	755
Deep boreholes	174	81	255
Rain harvesting tanks	188	24	212
Water for Production			
Dams	10	0	10
Valley Tanks	10	0	10

Source: Mpigi District Water Department, 2011.

## 5. BUDGET AND REVENUE ARCHITECTURE FOR MPIGI DISTRICT

The description of the socio-economic indicators in Chapter 4 shows that the quality of public service delivery in the district is deplorable. On a positive note though, a critical review of the Mpigi Local Government Council proceedings demonstrates that the council deliberately engages in detailed discussions on the various social services through the discussion of sector reports. Indeed, Mpigi District presents an exemplary practice where contentious issues from sectoral committee reports are brought to the plenary of the whole council for detailed discussion. The examination of the district minutes further reveals that there were some efforts made by council to respond to key service delivery concerns raised during the year under review.

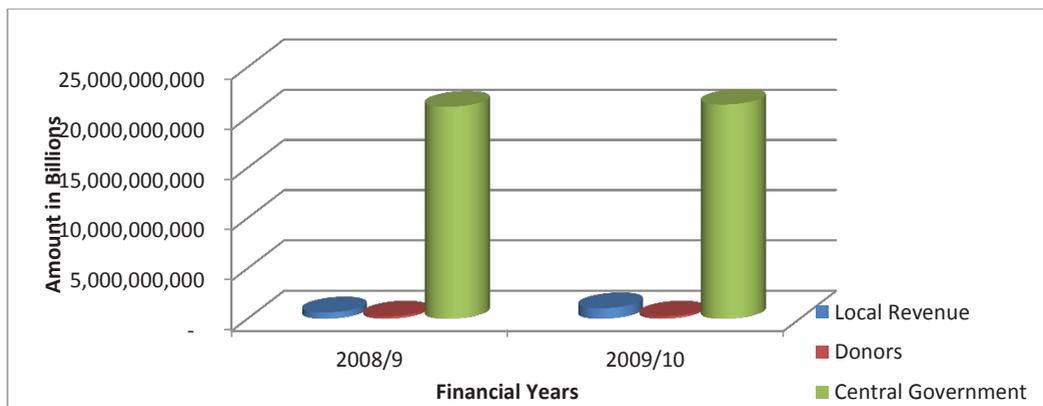
Despite this positive step, Mpigi District Local Government remains locked in a compromising situation of political power without control over their district budget. It is tenable to argue that the poor state of service delivery is linked to the current architecture of the budget for the local governments. For any government, including local governments, the budget is the primary policy tool through which it can intervene to address development priorities and improve the quality of public service delivery. Indeed, the Constitution provides that “there shall be established for each local government unit a sound financial base with reliable sources of revenue”.<sup>15</sup> The score-card therefore assesses the architecture of the local government budgets and their local revenue and the implication of this architecture for effective intervention. The analysis examines the composition of the local government budget resources, the intra-budget allocation of these resources, level of local revenue contribution to the local government budget, and the authority of the local government over its budget.

### 5.1 Mukono District Local Government Budget

The budget of Mpigi District Local Government comprises three revenue sources: central government grants, local revenue and donor funding. Central government grants comprise unconditional grants and conditional grants. Local revenues comprise funds collected from sources that have been designated as local revenue sources by Parliament. It is important to note that that all the major revenue sources from businesses located in the district are collected as central government revenue. Donor revenues are funds that are provided directly to the district through donations and grants. Figure 3 shows the sources of revenue to Mpigi District over two financial years, including the year under review.

<sup>15</sup>See Constitution of the Republic of Uganda, Chapter 11, section 176 (2) (d)

**Figure 3: Budget trends analysis over 2 years**



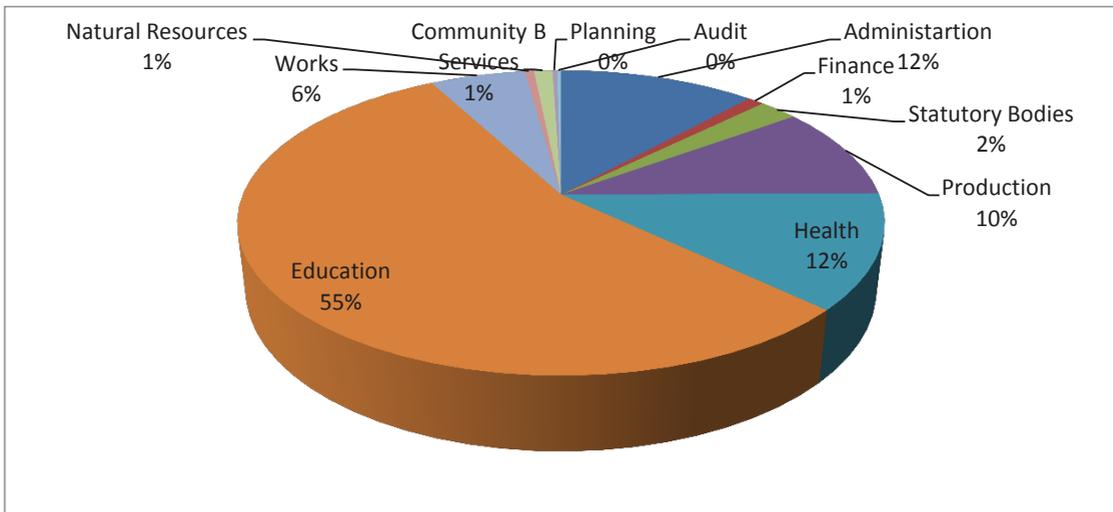
Source: Mpigi District Local Government Budget (2008/09 – 2009/10)

Mpigi District Local Government is heavily dependent on sources from central government as shown in Figure 3. It is important to note that central government transfers increased during the year under review. Donor funds and local revenues are almost negligible. During the year under review, central government contributed 94.4% of all the funds, with local revenue and donor support contributing 4.6% and 1% respectively. This indicates that the capacity of the district to plan for local priorities is greatly undermined since most of the central government transfers are conditional in nature with little or no room for change or adjustment according to the local priorities.

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

During the FY 2009/10, the education sector took the biggest share of the budget with 55%; yet, with such a large allocation, the performance of the education sector did not reflect the amounts spent. Administration and health followed in line with equal proportions of 12% each. Regrettably, natural resources received 1% of the budget, yet the district largely relies on its natural resources, including the forest cover and lakes. This perhaps explains why councilors performed poorly in this area, given their high levels of disinterest and low awareness of issues regarding environmental protection and regulated use of natural resources.

**Figure 4: Budget allocations by sector for financial year 2009/10 (%)**



Source: Mpigi District Local Government Approved Revenue and Expenditure for FY 2009/2010

From the foregoing, it is imperative to note that the low capacity to generate local revenue greatly affects the prioritization of key social services for the district. While the council allocates these resources, this is largely based on the Indicative Planning Figures (IPFs) that are provided by the Ministry of Finance, Planning and Economic Development that are aligned to national priorities. It is therefore vital that Mpigi District Local Government makes deliberate efforts to raise more local revenue.

## 6. SCORE-CARD FINDINGS AND INTERPRETATIONS

### 6.1 District Chairperson

The Chairperson of Mpigi District Local Government during the year under review was Al-Hajji Badru Kabega Mukalazi. Hajji Mukalazi belongs to the National Resistance Movement. At the time of the assessment, he was serving his second term in office, having been first elected in the 2001 Local Government Council Elections.<sup>16</sup> Local government council chairpersons are assessed on five performance parameters, namely: political leadership; legislative performance; the degree of contact with the electorate; participation in communal and development activities; and monitoring of service delivery on national priority programme areas (NPPAs). The effectiveness of the local government council chairpersons is important for the overall development of the respective local government systems because they hold political as well as executive authority. The score-card indicators, therefore, assess the extent to which chairpersons provide political and executive leadership to the district local government.

#### 6.1.1 Political Leadership

The Local Government Act enjoins the Local Government Council Chairperson, as the political head of the local government, to convene and preside over meetings of the Local Government Executive Committee. Chairpersons are also enjoined to ensure the proper administration of the district, oversee the performance of civil servants, and ensure that appropriate statutory committees such as the District Service Commission (DSC) are properly constituted and functioning. By implication, chairpersons are also the direct link between the local government and the central government.

During the year under review, Hajji Mukalazi provided effective political leadership and scored 26 out of 30 total points allotted to this parameter. Key highlights of the chairperson's performance included his exemplary leadership in presiding over the meetings of the executive committee. During the year under review, the chairman delegated three out of the eight executive committee meetings that were held. Evidence shows that the chairperson presented the annual state of affairs report<sup>17</sup> which was later discussed in council. In terms of overseeing performance of civil servants, evidence from district records in the CAO's office revealed that the chairperson had on three occasions submitted three letters to the CAO's office to follow up council recommendations. Mpigi District Service Committee was not only constituted but also found to be functional during the year under review. At the central government level, the district continued to engage with the Ministry of Local Government regarding the creation of Butambala District which was later operationalized. The chairman's reporting mechanism after attendance of ULGA meetings was applauded during the year under review as he provided feedback to council.<sup>18</sup>

#### 6.1.2 Legislative Functions of the Chairperson and the District Executive Committee

The local government chairpersons and their executive committees are enjoined with and under authority to prepare and present to the councils bills and motions that can support the development agenda of the district. However, during the year under review, apart from the fact that Hajji Mukalazi had attended four council sessions, his government had neither

<sup>16</sup>The *Uganda Gazette*, March 27, Vol. XCVIX, No. 19.

<sup>17</sup>The report was presented during the council meeting held on 26 August 2009 and was discussed thereafter.

<sup>18</sup>See Min 2/12/2009. Council Meeting held on 16th/ 12/ 2009 where the chairman presented a substantive report of proceedings from the ULGA meeting that had been held in Hoima during the previous month.

presented any motion nor bill to the council. Based on this record, the chairman scored 2 out of 15 points allotted for this parameter.

### 6.1.3 Contact with the Electorate

Effective representation presupposes that political leaders make themselves available to the electorate. That way, the service delivery deficiencies and other concerns that the voters have can be communicated directly to the political leaders. During the year under review, Hajji Mukalazi's performance under this parameter was found wanting and his score was 2 out of 10 points allotted for this parameter. Apart from the fact that the chairman had appeared in the local and national media,<sup>19</sup> he did not have a programme of meeting with his electorate.

### 6.1.4 Participation in Communal Development Activities

As part of their mandate, local government council chairpersons are expected to make direct and indirect contributions to communal development projects in their local governments. The score-card therefore considers the initiation of development projects, advisory and material contributions to specific projects, and linking communities to potential funders as indicators for assessing the level of execution of this mandate. In this regard, Hajji Mukalazi scored 8 out of a total of 10 points allotted for this parameter. Hajji Mukalazi had not only initiated two projects during the year under review, but also went ahead to make material contributions from the chairperson's official pledges to a number of schools and communities. The chairman had also taken the initiative to protect the environment after signing and implementing an MoU between the district and NFA.

### 6.1.5 Monitoring of Service Delivery in National Priority Programme Areas

Monitoring and ensuring the delivery of public services is perhaps the single most important function of local government chairpersons. Because citizens pay chairpersons a salary and maintain the operation of their governments and offices, they ought to be at the frontline of the efforts to ensure public services are delivered to every citizen in a cost-effective manner. For purposes of the score-card, the performance of the chairpersons with regard to service delivery is measured based on the priority programmes of the central government. In this regard, Hajji Mukalazi scored 19 out of 35 total points allotted for this parameter. Overall, the chairperson's performance regarding the quarterly monitoring reports was manifest in the impeccable presentations and discussion of the same during the five council meetings. The chairperson's biggest undoing was his failure to ensure that the issues raised in the various reports were followed up. This was particularly true in the education sector where the same issues of teacher absenteeism kept coming up during each one of the sectoral committee reports during the year under review.

## 6.2 District Speaker

The Speaker of Mpigi District Local Government Council during the year under review was John Mary Luwakanya, who subscribed to the ruling NRM party.<sup>20</sup> At the time of the assessment, the speaker was serving his first term in office, having been elected by Mpigi District Local Government Council in 2006. Local government speakers are assessed on four performance parameters, namely: presiding and preservation of order in council;

<sup>19</sup>Hajji Mukalazi was hosted on *KabozikuBiri* radio where he discussed issues of access to water and sanitation after a project had been funded by Wateraid Uganda.

<sup>20</sup>Mr. Luwakanya contested for the post of district chairperson during the 2011 general elections and won. He is the reigning Speaker of Mpigi District Council.

contact with the electorate; participation in lower local governments; and, service delivery on national programme priority areas. In accordance with the Local Government Act, a district council should have a speaker who is elected by the council from among its members. District speakers preside over district council meetings and, therefore, their effectiveness has a direct bearing on the functioning and outputs of the council. In this regard, the score-card indicators are not only limited to the extent to which the speaker provides leadership to the council, but also how he executes his individual roles and responsibilities as a councillor.

### 6.2.1 Presiding and preservation of order in council

The Local Government Act enjoins the district speaker, to not only preside at all meetings of the council but also entrusts him/her with the overall authority for the preservation of order in the council and the enforcement of the rules of procedure of the council. As a matter of fact, the District Speaker is obliged to perform functions which are similar to those of the Speaker of Parliament as may be consistent with the Act. In essence, the speaker is the lifeline of the functioning of the district council with full-time roles and responsibilities.<sup>21</sup>

During the year under review, the district speaker exhibited solid performance while presiding and preserving order in council, where he scored 21 out of 30 points. The speaker did not only chair lawful council meetings but also delegated one of the meetings to his deputy to chair.<sup>22</sup> Mpigi District adopted rules of procedure that were being followed during the year under review. In line with the rules, the district council meetings held during the year under review were all on schedule with well-documented minutes. Mpigi District presents a best case scenario of documentation of district minutes. Not only do the minutes reveal that the order paper was adopted, but they also indicate that sectoral committee reports are presented and substantially discussed in council. Despite this excellent performance, the speaker fell short of providing special skills or knowledge to the council or committees during the year under review.

### 6.2.2 Contact with the electorate

The fact that a district speaker is first of all elected as a councillor before being elected as a speaker means that he remains with the responsibility of representing his constituency through keeping in close contact with them and channelling their service delivery and other concerns to the council and local administration for attention.<sup>23</sup> The district speaker scored 15 out of 23 total points for this parameter. Mr. Luwakanya did not only provide evidence of a programme for meeting his electorate but went on to organise 6 meetings in Buwama during the year under review. At all these meetings, the district speaker mobilized his electorate to plant trees in a bid to protect the local environment. The speaker also operated a constituency office at his home in addition to being accessible at the district. Evidence from the district office revealed that a number of Buwama residents visited the speaker to present challenges that needed his attention.<sup>24</sup> In sum, the speaker's performance under this parameter was only found shaky in cases where he failed to deliberately organise meetings to discuss governance and accountability issues as well as demand for better services.

### 6.2.3 Monitoring NPPAs

<sup>21</sup>A district speaker is paid a monthly salary with a functional office at the district.

<sup>22</sup>The district speaker delegated his deputy to chair the general council meeting that was held on 21/10/2009.

<sup>23</sup>Mr. Luwakanya was elected to represent the people of Buwama Sub-county as a district councillor.

<sup>24</sup>The majority of the visitors who signed in the visitors' book during the year under review were from his constituency.

Monitoring and ensuring the delivery of public services is arguably among the most important function of any local government political leader. Because citizens elect the councilors to power, they ought to be at the frontline of the efforts to ensure public services are delivered to every citizen in a cost-effective manner. For purposes of the score-card, the performance of the speaker with regard to service delivery is measured based on the priority programmes of the central government. In this regard, Mr. Luwakanya scored 11 out of 42 total points allotted for this parameter. Although the speaker claimed to have performed his monitoring role, he could not produce monitoring reports to this effect. Monitoring reports are invaluable to guarantee and guide any follow-up actions on issues; and if not made, can render the initial monitoring almost entirely pointless.

### 6.3 Mpigi District Local Government Council

The Local Government Council is the highest authority within a local government with political, legislative, administrative and executive powers.<sup>25</sup> 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 their jurisdiction. The council is the platform where councilors can raise issues affecting their electorate and ensure that appropriate plans are put in place and the fiscal and other assets of the local government channeled towards addressing those issues. During the year under review, the district council of Mpigi was composed of fifteen (15) councillors including the district chairman.<sup>26</sup> The district council was assessed on four parameters: (i) legislative role, (ii) accountability to citizens, (iii) planning and budgeting, and (iv) monitoring service delivery on NPPAs. Overall, Mpigi District Local Government Council scored a total of 60 out of a possible 100 points.

#### 6.3.1 Legislative Representation

Mpigi District Council scored 11 out of 25 total points allotted to this parameter. For three years, the district council conducted business without following any rules of procedure. The rules were adopted during the year under review.<sup>27</sup> Apart from the two motions<sup>28</sup> that were passed by council, the district did not enact any ordinances during 2008/09. The fact that there were no ordinances enacted perhaps explains councils' poor performance in as far as holding public hearings is concerned. In terms of legislative resources, the district has a fully-fledged Clerk to Council office, District Council Chambers and a Councilors' Lounge. During the year under review, the district council held the six meetings on time but did not organize any focused study tours

#### 6.3.2 Accountability to Citizens

Local government councils discharge their mandate on behalf of the citizens and especially the voters who elect the councilors. In this regard, they are expected to be accountable to the citizens with regard to what they do, not only by accounting to the voters but also by demanding accountability from the central government. The indicators for measuring accountability therefore cover: fiscal, political and administrative accountability in addition to involvement

<sup>25</sup>A district council is composed of a district chairperson, one councilor directly elected to represent an electoral area, two councilors, one of whom shall be a female youth, representing the youths in the district, two councilors with disabilities, one of whom shall be female, women councilors forming one third of the council, two elderly persons, a male and a female, above the age of 60. During council sittings, the law provides for a member of parliament to attend meetings of the local council in his/her constituency.

<sup>26</sup>In terms of gender, the district council comprised 6 women councilors, all of whom were elected as women councilors while the rest were all male.

<sup>27</sup>The district council adopted the rules of procedure on 24 April 2010.

<sup>28</sup>The council passed a motion to blacklist contractors who undertake shoddy work, and another to enhance their locally-generated revenue from the forests in the district.

of CSOs, CBOs and citizens in the business of council. Mpigi District Local Government Council scored 19 out of 25 total points allotted for this parameter. The council had an established practice of displaying public funds and ongoing projects on public notice boards. The display of funds was common at both the district as well as sub-county headquarters. In terms of political accountability, the district council chambers do not only have a provision for a citizens' gallery but the council allows citizens to observe council sessions and make contributions. A critical analysis of the minutes of council meetings during the year review further reveals that council accords ample time for the discussion of all sectorial committee reports. This should be upheld and emphasis put on the need to follow up issues that may need attention.

### 6.3.3 Planning and Budgeting

Planning and budgeting is one of the core functions of the district council. These two functions are central to whether any local government council is able to respond to any service delivery issues that may be raised by the voters. As shown in section 5, Mpigi District Local Government relies heavily on central government conditional grants to finance its budget. Yet, to be effective, the council must have the independence and autonomy to budget and allocate resources. The indicators used, therefore, seek to establish whether the council has the appropriate planning and budget instruments but also the efforts invested in securing its autonomy over the budget. During the year under review, the District Council scored 13 out of 25 points.

The council had approved all the basic budget and planning instruments. These include: the district budget framework paper; the three-year district development plan; the district capacity building plan; the district revenue enhancement plan and the district work plan.<sup>29</sup> Although there were reported initiatives by council to raise local revenue and engage central government on revenue enhancement, there was no substantial increase in local revenue or discretionary funding which would increase the planning and budgeting autonomy for the council.<sup>30</sup>

### 6.3.4 Monitoring of public service delivery

The local government is the frontline entity for the delivery of public services. Besides being the employer of all staff in the district, article 176(2) (g) of the Constitution provides that "the local government shall oversee the performance of persons employed by the government to provide services in their areas and monitor the provision of government services or the implementation of projects in their areas". The primary responsibility of ensuring that this responsibility is discharged falls on the local government council and the planning authority of the district. During the year under review, the district council exhibited exceptional performance by attaining maximum points allotted to this parameter. This enviable performance is attributed to the fact that Mpigi District Council sectorial committees did not only undertake regular monitoring, but also produced regular reports. Besides, the committee reports were presented for discussion in council. A critical review of the three sets of minutes further reveals that the district council's deliberations were often punctuated by substantial discussions on a number of service delivery issues, with commitment to follow up emerging issues.

<sup>29</sup>Copies of all these documents were readily available from the office of the Clerk to Council and the CAO.

<sup>30</sup>Overall, calculations from the total budget outturns for FY 2008/09 and 2009/10 reveal a dismal 2% increase in the district budget.

## 6.4 District Councilors

Under the Local Government Act, district councils are vested with wide-ranging powers and responsibilities. They are empowered to discharge legislative and executive functions within their areas of jurisdiction. They are established as the planning authorities of their districts and vested with powers to collect local revenue and adopt budgets designed to ensure effective development of their local governments. However, these functions are largely undertaken by individual councilors who form the corporate body called the Council. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. Consequently, the Local Government Councils Score-card includes a score-card for individual council members. The councilors are assessed on the following four performance parameters: (i) legislative functions and representation; (ii) contact with the electorate; (iii) participation in lower local governments; and (iv) monitoring service delivery on NPPAs. During the year under review, Mpigi District Local Government Council had a total of 13 councilors<sup>31</sup> (with almost equal representation of men and women councilors that is 7:6 respectively) all of whom were assessed.

By and large, the performance of individual councilors was poor, with the highest scoring 57 points while the lowest scored a paltry 27 points out of a total of 100 points. With a few exceptions, the majority of councilors registered their best performance under their legislative role while the worst performance was registered in their monitoring of the NPPAs, a situation that can explain the poor state of the majority of social services in the district. This can perhaps be best explained by the fact that during the assessment exercise, although a number of councilors claimed to have monitored some services, the number of service centres visited was not only found to be low, but councilors also failed to provide evidence to support their claims. In terms of gender, male councilors performed better than their female counterparts, with an average score of 43 points as compared to 37 points for the latter.

**Table 7: Performance of district councilors disaggregated by gender**

Name of Councilor	Gender	Legislative Role	Contact with Electorate	Participation in LLG	Monitoring NPPAs	Total
Vicky Frank Kawooya	Male	23	21	5	8	57
Frank Kibirige	Male	22	21	5	7	55
Hood Kyeyune Naggamba	Male	23	15	5	9	52
Vicent Ssenyonga	Male	20	10	5	6	41
Hood Tebusweke	Male	16	9	5	6	36
Vincent Katete Baingana	Male	14	6	5	7	32
Swale Kabanda	Male	16	5	0	6	27
<b>Average</b>		<b>19</b>	<b>12</b>	<b>4</b>	<b>7</b>	<b>43</b>
Jane Nakyomya	Female	20	18	5	10	53
Sarah Nakawunde	Female	18	12	5	8	43
Betty Kinene	Female	14	9	5	6	34
Juliet Jemba	Female	14	2	5	12	33
Noeline Nagadya	Female	16	9	5	2	32
Prossy Lukwago	Female	16	5	0	6	27

<sup>31</sup>This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

Average		16	9	4	7	37
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As a final point, it is important to note that while councilors in Mpigi are legally empowered to effectively monitor and oversee the proper implementation of local government programmes, there are fundamental limitations such as their level of education, individual confidence and capabilities, obligation to their political parties and their ability to substantially debate in council that inhibit them from ensuring effective service delivery and response to the demands of the voters and residents in the district.

## 7. MPIGI DISTRICT PERFORMANCE AND QUALITY OF SERVICE DELIVERY

The first assessment of Mpigi District Local Government reveals varying levels of performance with the District Council scoring 68% while male and female councilors scored 53% and 37% as average scores respectively. The performance of the whole council can perhaps be attributed to the fact that evidence from the analyzed district minutes reveals that the district council provides a substantial amount of the council time not only to present but also thoroughly discuss the contents of the sectorial committee reports. At the same time, the same findings present a situation of laxity on the part of the individual councilors' monitoring roles and feedback mechanism. Indeed, verification from the majority of community members that were interviewed proved the actual performance of Mpigi District Local Government was waning in the shadows of neighbouring districts, such as Wakiso. In terms of political leadership, a number of factors that affected the performance of the councilors and the subsequent quality of service delivery in the district are discussed in this section.

### 7.1 External factors for poor performance and service delivery

#### 7.1.1 High dependency on the central government – the budget architecture

A critical analysis of the district budget in section 5 of the report reveals high dependence on central government funding. The analysis further reveals that this dependence has increased over the years. During the year under review, over 94% of the district budget came from the central government in form of grants. This level of dependency affects service delivery and overall performance of the district. Most grants from the central government are conditional and therefore earmarked for specific services. Only a slight degree of flexibility is permissible, but even so with restrictions. The unconditional grant, which is the only grant that local governments may use as part of their revenues, is mainly used to pay staff salaries. In many instances, these funds are not adequate and thus create a funding gap. This gap means that the district has to operate below the acceptable minimum personnel structures.

#### 7.1.2 Political power without authority in planning and budgeting

Legally and politically, local government councils are responsible for all local government functions as stipulated in the Local Government Act including: planning, financial accountability and the delivery of public goods and services. However, the Mpigi political leadership holds no controlling or other appropriate authority to determine or direct how the funds allocated to the district are utilized. The Chief Administrative Officer who is the accounting officer of the district is appointed by the central government. Secondly, the various ministries, including those responsible for local government and finance, have developed a set of guidelines and procedures that limit the involvement of the local government council in the management of the district's financial resources, including the procurement process. The guidelines and procedures requires the council to the technical agencies of the Local Government to oversee the use of funds, but to ensure that they do not get involved in the governance of these resources. This is popularly referred to as the *"eyes on, hands off"* approach to the governance of Local Government Council financial resources.

### 7.1.3 Low civic awareness among community members

The fact that this is the fact assessment in Mpigi District would perhaps explain the low civic awareness among community members. Findings reveal that there is generally low level of awareness of councilors' roles and responsibilities among the community members. In fact, there is a deep-rooted misconception of what the various power centres from the national and district level are obliged to do. For example, the majority of community members interviewed in Muduuma, Kamengo and Kiringaente noted that members of parliament are better placed when it comes to solving local problems as opposed to their area councillors. In Kiringaente Sub-county, community members expressed ignorance over the identity of their woman councilor, claiming that they did not know what she was supposed to do for them. Asked as to whether they were aware of their rights and responsibilities, residents in Buwama and Kamengo noted that they were unaware of their rights and the means to hold their councillors accountable and had almost given up any hope of advocating for change from a grassroots level.

## 7.2 Internal factors for poor performance and service delivery

### 7.2.1 Contact with the electorate

Councillors' contact with the electorate was one of the worst performed parameters during the year under review. During the verification visits that were conducted in form of FGDs in the sub-counties of Buwama, Muduuma, Kiringaente, Kamengo, Nkozi, Kituntu and the town council, it was established that although the majority of the councilors had been in contact with the electorate, they did so during social functions such as weddings and burials. Councilors did not possess scheduled programmes that would help community members prepare their attendance better. Women councilors from Kiringaente and Nkozi sub-counties were put on the spot for neglecting their second sub-counties after putting emphasis on their resident sub-counties. The citizens noted that the only time they were guaranteed to see their councillor was during election time. In Kiringaente, this state of affairs has had far-reaching effects as community members lamented of a problem that would best be solved by a councilor whose contact with the electorate was found wanting.<sup>32</sup>

### 7.2.2 Poor record keeping

The majority of councilors in Mpigi did not regard individual record keeping as a priority since most of them did not possess official programmes, diaries and documentation to back up the workload they claimed to have undertaken. This greatly impacted on their performance as exhibited in their follow-up actions from their monitoring. To the majority of councilors, record keeping was often associated with sectoral committee reports, a situation that was inadequate in as far as individual monitoring is concerned. At the district council level, verification from the district minutes revealed that some of the claims made by councilors were either incorrect or not documented.

### 7.2.3 Monitoring of government projects

Although sectorial committee monitoring in Mpigi District is applauded, individual monitoring of government programmes by councilors is still wanting. In terms of the score-card indicators the majority of councilors performed poorly when it came to producing reports as well as

<sup>32</sup>Community members lamented of the high staff turnover in the health centres with emphasis put on the HCIII. They noted that health workers are often transferred, which impacts on effective and consistent health service delivery. This is just one of the many issues that a community can address with their area councilor for district attention and redress.

follow-up actions. This undoubtedly undermines their roles as political leaders as monitoring is a vital part of what councilors do since it can make such a huge difference when undertaken effectively. Furthermore, councilors regularly monitored as part of a committee which often meant they focused only on service delivery areas related to their committee and overlooked other sectors of service delivery.

#### **7.2.4 Participation in sub-county council meetings**

For downward accountability to take effect, district political leaders should be seen to play an active role at the sub-county level. One of the ways to do this is through attending and participating at sub-county council meetings. At these meetings, district councilors are able to provide official feedback regarding service delivery and financial commitments to the sub-county. However, findings from the study revealed poor participation of councilors' attendance of sub-county council meetings, with the majority of councilors not attending and those who attended not making official contributions during council debates. This lack of official communication made their presence almost pointless as they did not make any substantial contributions. Some councilors claimed that they were not invited to sub-county council meetings; whilst those who were invited claimed their failure to attend the meetings was due to late receipt of invitations.

#### **7.2.5 Low civic awareness by both electorate and councilors of their roles**

It is not true that councillors in Mpigi District understood their job description in their entirety. As peoples' representatives, councilors have roles and responsibilities that range from legislative, contact with the electorate, participation at lower local governments to monitoring NPPAs. Councilors in Mpigi had a basic understanding of their job roles, in so far as representation is concerned. For example, in terms of the legislative role there was generally poor performance by councilors on the aspect of moving motions and bills – something that some councilors in Mpigi claim they are not supposed to do. However, their claim can be sustained as entirely untrue. In accordance with part seven of the district rules of procedure; it is very clear that a member may propose a subject for discussion or a draft resolution for approval by the council. In essence, any councillor has a right to move any motion, be it private or public. Their failure to do so would tend to reflect either inadequate understanding of their roles and responsibilities or poor drive and lack of creativity.

## 8. GENERAL CONCLUSION AND RECOMMENDATIONS

### 8.1 Conclusion

Through its vision, the district leadership of Mpigi is determined to create a haven where people have access to basic social services and are empowered to contribute to sustainable household and community development. The district is further committed to ensuring coordinated service delivery for sustainable socio-economic development. For Mpigi to achieve this dream, a lot of work has to be done. At the district level, there is need for coordination between the district technical and political arm to reduce the level of leakages in the chain of service delivery. In line with this, effective monitoring should be emphasized to ensure that the right amounts of resources are delivered to the right people and at the right time. The good lessons in the district need to be upheld and challenges addressed. At the national level, a greater level of liberty should be accorded to local governments in allocating finances to local priorities. It defeats the logic of the decentralization policy when a central government sets priorities and pushes them onto local governments with rigid rules and excessively specific guidelines which leave no space for Mpigi to domesticate them. Under the current circumstances, Mpigi District needs to strengthen the local revenue base to be able to allocate resources in accordance with the aspirations of the district's residents.

### 8.2 Recommendations

#### 8.2.1 Advocacy for changed budget architecture

The strength of any local government is measured through its financial flexibility to respond to local priorities and emergencies in a timely manner. This can only happen if the district has control over the budget. A critical analysis of the Mpigi district local government budget during the year under review reveals high dependence on the central government for funding. This dependence makes Mpigi district local government a mere agent of the central government rather than a fully-fledged local government as envisioned under the Local Government Act. In essence, Mpigi district local government cannot be expected to drastically improve local service delivery with the current local budget architecture and needs to work closely with other local governments to lobby and change it. At the end of the day, 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.

#### 8.2.2 Orientation of district councilors

The Local Government Act defines a wide spectrum of roles and responsibilities for district councilors and other political leaders. It is not true that a political leader who assumes office automatically knows his or her duties and responsibilities. The fact that findings from the assessment revealed that a number of councilors did not appreciate their roles and responsibilities in their entirety means that there is a knowledge gap that needs to be addressed. Councilors should be trained on an annual basis about their roles and responsibilities, report writing and how to monitor effectively. Efforts such as the Local Government Council Score-card Inception meetings and community FGDs at district and sub-county levels should be applauded and upheld as important avenues through which councilors and citizens learn about their political roles. Emphasis should be put on newly elected councilors as they assume their new term of office.

### **8.2.3 Remuneration for councilors**

For effective monitoring and feedback, councilors invest a substantive amount of financial resources in the execution of their duties. At the very least, their expenditures on council business or activities that are part of their responsibilities need to be reimbursed. It is also recommended that on top of reimbursement, a substantial financial incentive be added to increase councilors' motivation to assume their job roles and responsibilities more effectively. Councilors' residence in their constituency and in close proximity to the community means that they are the lifeline of communication from the citizens to the district and need adequate facilitation to allow them perform their job roles and responsibilities to their maximum potential.

### **8.2.4 Contact with the electorate**

Mpigi district councilors are the lifeline between the district establishment and the district residents. It is therefore important that they entrench their contact with the electorate through holding community meetings. At the district level, the chairperson should take more deliberate steps to establish more meaningful interface with the citizens. There is clearly no platform where the district chairman and other political leaders engage in a dialogue with the district's residents. It is recommended that a "District Town Hall Platform" be convened every quarter where the district political leaders and technical staff can engage with the electorate to discuss their concerns in a rather informal but business-like manner. This will infuse more ideas into how the district should be run and help build confidence and 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.

### **8.2.5 Undertake effective monitoring**

On an individual basis, councilors should improve their monitoring role. Since political leaders do not undertake technical implementation of activities, their most important role in the service delivery chain is that of monitoring. In any case, it is only effective monitoring that can positively impact on the quality of local service delivery. For that matter, political leaders (district chairman and councilors) should strengthen their monitoring in order to ensure that the right quality and quantity of services is delivered to the electorate. Most importantly, individual and group monitoring reports should be emphasized for ease of follow-up.

### **8.2.6 Mandatory quarterly reports from councilors**

Monitoring can never be complete if proper documentation is not undertaken. It is recommended that Mpigi council introduces a mandatory requirement for councilors to produce individual monitoring reports from their constituencies. These reports should reflect an individual councilor's work in a sub-county regardless of the committee on which he or she serves. This is based on the fact that in Mpigi, as was the case in the majority of districts assessed, councilors usually associated their monitoring solely to committee monitoring and neglected to monitor areas of service delivery that were not related to their particular sectorial committee.

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**ANNEX 1: Mpigi District Local Government Council 2009/10**

Name		Constituency
1	Badru Kabega Mukalazi	District Chairperson
2	Frank Kawooya	Muduuma
3	John Mary Luwakanya	Buwama
4	Noeline Nagadya	Buwama
5	Juliet JJemba	Muduuma
6	Jane Nakyomya	Kiringaente/Kammengo
7	Naggamba Kyeyune Hood	Kiringaente
8	Vincent Katete Baingana	Kammengo
9	Betty Kinene	PWDs
10	Tebusweke Hood	PWDs
11	Kabanda Swale	Male Youth
12	Frank Kibirige	Nkozi
13	Prossy Lukwago	Nkozi/Kituntu
14	Vicent Ssenyonga	Kituntu
15	Sarah Nakawunde	Kammengo/ T.C

## ANNEX 2: FGD GUIDE

### Procedure:

- a) Hold at least two FDGs in every sub county (division).
- b) Mobilize between 8 - 12 community members in each sub county (division).
- c) Register all members in attendance.
- d) DO NOT give community members money for anything (transport etc).

### General introduction:(ACODE, LGCSCI)

#### A. Ice breaking and general questions

- How would you describe the state of the following in your sub county
  - o Health Units
  - o Water
  - o Schools
  - o Roads
  - o Agricultural services
- Who in your opinion is responsible for the state you have described above?
- What can be done to address the issues you have raised above?

#### B. Civic awareness and competence

- What in your opinion is the role of political leaders in your
  - o District
  - o Sub county
- Who are the critical political leaders in your
  - o District
  - o Sub county
- Where in your opinion do political leaders derive their authority?
- In your opinion, do political leaders have the capacity to deliver on service delivery?
- Explain the reasons provided above?
- As citizens do we have a say in the way political leaders perform their roles?

#### C. Identification of a councillor

- Do you know the names of the sub county councillor (probe for both male and female)?
- How long has he/she been a councillor for this area?
- In your opinion what is the main role of a councillor?
- What has been his/her main contribution to this sub county
- Does the councillor have an office in your sub county?
- How often do you interact with the councillor
- What are the major avenues for interaction with the councillor

#### D. Civic Awareness: (here the researcher should talk to the participants on the following)

- Briefly talk about the parameters in the scorecard – emphasizing that these are the core roles and responsibilities of councillors in Uganda;
- Role of citizens in service delivery (monitor and report to your councilor).

Tools for Citizens Expression in Demanding for Accountability		
<p style="text-align: center;"><b>Engagement</b></p> <ul style="list-style-type: none"> <li>○ Participation in Budget Meetings</li> <li>○ Participation in barazas/citizens forums</li> <li>○ Participating in elections through voting</li> <li>○ Actively supporting candidates</li> <li>○ Lobby meetings</li> <li>○ Media debates (Radio, TV, Internet, etc)</li> <li>○ Whistle blowing</li> <li>○ Citizen journalism</li> </ul>	<p style="text-align: center;"><b>Civil Action</b></p> <ul style="list-style-type: none"> <li>○ Demonstrations</li> <li>○ Civil disobedience</li> <li>○ Boycotts</li> <li>○ Public interest litigation</li> <li>○ Strikes</li> <li>○ Citizens arrest</li> <li>○ Summons by citizens</li> <li>○ Recalls</li> </ul>	<p style="text-align: center;"><b>Written Expression</b></p> <ul style="list-style-type: none"> <li>○ Letters</li> <li>○ Petitions</li> <li>○ Media articles</li> <li>○ Telephone calls</li> <li>○ Text messages</li> </ul>

- **Engagement:** Citizens' demand for performance and accountability through engagement is the epitome of a democratic society. Citizens engage in processes such as budgeting, elections, citizens' forums, etc because they have confidence that they are listened to and their views are taken into account. In the case of Uganda, this is the situation that obtained during the 1990s as epitomized through the constitution making processes, the Poverty Eradication Action Plan (PEAP) process and the introduction of participatory budgeting processes.
- **Written Expressions:** However, sometimes states enter into a democratic reversal process. In that state (i) citizens feel that they are not listened to; (ii) the accountability responsibilities of state institutions are either no longer clear or overlap hence creating institutional inertia; and even if citizens engage, it is apparent that their proposals and concerns are not reflected in policy and decision making. When a state enters into a democratic reversal process, citizens shift from the engagement mode to using written expressions to demand for accountability. Citizens are therefore more likely to write letters to their leaders, or letters and opinions to the media, make telephone calls or use SMS media to mobilize citizen action. In the case of Uganda, open air talk shows have also been used as a tool to demand accountability from leaders.
- **Civil Action:** Civil action tools are mainly used when there is a breakdown and loss of trust in governments and, the utility of demanding accountability and performance through a democracy process is severely diminished. When citizens lose trust in the ability of government systems and institutions to address their concerns and grievances, they turn to civil actions such as demonstrations, civil disobedience, boycotts or even recalls of elected leaders. For example, the 2006 demonstrations to safeguard Mabira Central Forest Reserve were a citizens' response to the failure of Government to respond to demands for more responsible stewardship of the environment by state agencies and the President.

**ANNEX 3: SCORE-CARDS****Mpigi District Local Government****Total Score: 68**

Parameter/Indicator	Actual Score	Maximum Scores
<b>1 LEGISLATIVE ROLE</b>	<b>10</b>	<b>25</b>
i) Adopted model rules of Procedure with/without amendments	2	2
ii) Motions passed by the council	3	4
iii) Ordinances enacted by the council	0	4
iv) Public Hearings	1	5
v) Evidence of legislative resources	3	4
vi) Petitions	0	2
vii) Focused Tours	0	3
viii) Held council meetings on time	1	1
<b>2 ACCOUNTABILITY TO CITIZENS</b>	<b>19</b>	<b>25</b>
i) Fiscal Accountability	2	3
ii) Political Accountability	5	10
iii) Administrative Accountability	10	10
iv) Involvement of CSOs, CBOs, Citizens	2	2
<b>3 PLANNING &amp; BUDGETING</b>	<b>17</b>	<b>25</b>
i) Existence of Plans, Vision and Mission Statement	10	10
ii) Local Revenue	7	15
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES</b>	<b>22</b>	<b>25</b>
i) Education	4	4
ii) Health	4	4
iii) Water and Sanitation	4	4
iv) Roads	3	3
v) Agriculture and Extension	3	3
vi) Functional Adult Literacy	0	3
vii) Environment and Natural Resources	4	4
<b>Total</b>	<b>68</b>	<b>100</b>

**CHAIRPERSON'S SCORE-CARD****Name: Badru Mukalazi****District: Mpigi****Gender: Male****Political party: NRM****Number of Terms: 2****Total Score: 55**

Parameter/Indicator	Actual Scores	Maximum Scores
<b>1 POLITICAL LEADERSHIP</b>	<b>26</b>	<b>30</b>
i) Presiding at meetings of Executive Committee	3	3
ii) Monitoring and administration	10	12
iii) Overseeing Performance of civil servants	3	5
iv) Overseeing the functioning of DSC and other boards/committees	4	4
v) Engagement with central government and national institutions	6	6
<b>2 LEGISLATIVE ROLE</b>	<b>2</b>	<b>15</b>
i) Regular attendance of council sessions	2	2
ii) Motions presented by the Executive	0	6
iii) Bills presented by the Executive	0	7
<b>3 CONTACT WITH ELECTORATE</b>	<b>2</b>	<b>10</b>
i) Programme of meetings with Electorate	2	6
ii) Handling of issues raised and feedback to the electorate	0	4
<b>4 INITIATION AND PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES PROJECTS IN HIS/HER ELECTORAL AREA</b>	<b>8</b>	<b>10</b>
i) Projects initiated	2	2
ii) Contributions to communal Projects/activities	2	4
iii) Linking the community to Development Partners/NGOs	4	4
<b>5 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>17</b>	<b>35</b>
i) Monitored Agricultural services	5	5
ii) Monitored functional Adult literacy session	0	5
iii) Monitored Health units in every Lower local government	2	5
iv) Monitored schools in every sub-county	2	5
v) Monitored road works in every sub-county	5	5
vi) Monitored water sources in every sub-county	0	5
vii) Monitored Environment and Natural Resources protection	3	5
<b>Total</b>	<b>55</b>	<b>100</b>

**SPEAKER'S SCORE-CARD**

**Name** J. M. Luwakanya  
**District** Mpigi  
**Sub county** Buwama  
**Gender** Male  
**No of terms served** 1  
**Political party** NRM  
**Total** 62

Parameter/Indicator	Actual Scores	Maximum Scores
<b>1 PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL</b>	<b>21</b>	<b>30</b>
i) Chairing lawful council/ meetings	3	3
ii) Rules of procedure and Minutes	10	10
iii) Business Committee	5	5
iv) Organisation of business of council	3	6
v) Provided special skills/knowledge to the Council or committees	0	6
<b>2 CONTACT WITH ELECTORATE</b>	<b>17</b>	<b>23</b>
i) Meetings with Electorate	10	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>5</b>	<b>5</b>
i) Attendance in sub - county Council sessions	2	5
ii) Made official Communication to council	3	
<b>4 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>19</b>	<b>42</b>
i) Monitoring of Health Service delivery units	3	5
ii) Monitoring Agricultural Projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring Education facilities	4	7
v) Monitoring Road projects	4	7
vi) Monitoring Water facilities	4	7
vii) Monitoring Environment and natural resources	2	6
<b>TOTAL</b>	<b>62</b>	<b>100</b>

**Name of councillor:** Frank Kawooya  
**Constituency:** Muduuma  
**Gender:** Male  
**Number of Terms served:** 4  
**Political Party:** NRM  
**Total:** 57

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>23</b>	<b>30</b>
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	6	10
iv) Provided special skills/knowledge to the council or committees	1	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>21</b>	<b>23</b>
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>5</b>	<b>5</b>
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>8</b>	<b>42</b>
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>57</b>	<b>100</b>

Name of councillor: Frank Kibirige  
 Constituency: Nkozi  
 Gender: Male  
 Number of terms served: 1  
 Political Party : NRM  
 Total: 55

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	22	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	6	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	21	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	7	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>55</b>	<b>100</b>

Name of councillor: Jane Nakyomya  
 Constituency: Mpigi Town Council  
 Gender: Female  
 Number of Terms served: 3  
 Political Party: NRM  
 Total: 53

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	18	23
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	10	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>53</b>	<b>100</b>

Name of councillor: Hood Kyeyune Naggamba  
 Constituency: Kiringente  
 Gender: Male  
 Number of terms served: 3  
 Political Party: NRM  
 Total: 52

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>23</b>	<b>30</b>
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	6	10
iv) Provided special skills/knowledge to the council or committees	3	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>15</b>	<b>23</b>
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>5</b>	<b>5</b>
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>9</b>	<b>42</b>
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>52</b>	<b>100</b>

Name of councillor: Sarah Nakawunde  
 Constituency: Mpigi T/C  
 Gender: Female  
 Number of terms served: 1  
 Political Party: NRM  
 Total: 43

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>18</b>	<b>30</b>
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>12</b>	<b>23</b>
i) Meetings with electorate	5	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>5</b>	<b>5</b>
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>8</b>	<b>42</b>
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>43</b>	<b>100</b>

Name of councillor: Betty Kinene  
 Constituency: Mpigi District  
 Gender: Female  
 Number of terms served: 4  
 Political Party: NRM  
 Total: 34

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	14	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	9	23
i) Meetings with electorate	2	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	6	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>34</b>	<b>100</b>

Name of councillor: Juliet Jjemba  
 Constituency: Kiringente/Muduuma  
 Gender: Female  
 Number of terms served: 1  
 Political Party: NRM  
 Total: 33

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	14	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	2	23
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	2	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	12	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>33</b>	<b>100</b>

Name of councillor: Vincent Katete Baingana  
 Constituency: Kammengo  
 Gender: Male  
 Number of terms served: 1  
 Political Party : NRM  
 Total: 32

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	14	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	6	23
i) Meetings with electorate	2	16
ii) Office or coordinating centre in the constituency	4	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	7	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>32</b>	<b>100</b>

Name of Councillor: Noeline Nagadya  
 Constituency: Buwama  
 Gender: Female  
 Number of terms served: 3  
 Political Party: NRM  
 Total: 32

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	16	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	9	23
i) Meetings with electorate	2	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	2	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>32</b>	<b>100</b>

Local Government Councils' Performance And Public Service Delivery In Uganda: Mpigi District Council Score-Card Report 2009/10

Name of councillor: Swale Kabanda  
 Constituency: Mpigi District  
 Gender: Male  
 Number of terms served: 1  
 Political Party: NRM  
 Total: 27

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	16	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	2	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	5	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	2	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	6	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>27</b>	<b>100</b>

Name of councillor: Prossy Lukwago  
 Constituency: Kituntu/Nkozi  
 Gender: Female  
 Number of terms served: 1  
 Political Party: NRM  
 Total: 27

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	14	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	6	23
i) Meetings with electorate	2	16
ii) Office or coordinating centre in the constituency	4	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	7	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>32</b>	<b>100</b>

Name of councillor: Hood Tebusweke  
 Constituency: PWD  
 Gender: Male  
 Number of terms served: 2  
 Political Party: NRM  
 Total: 36

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>16</b>	<b>30</b>
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>9</b>	<b>23</b>
i) Meetings with electorate	2	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>5</b>	<b>5</b>
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>6</b>	<b>42</b>
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>36</b>	<b>100</b>

Name of councillor: Vicent Ssenyange  
 Constituency: Kituntu  
 Gender: Male  
 Number of terms served: 1  
 Political Party: NRM  
 Total: 41

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>20</b>	<b>30</b>
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>10</b>	<b>23</b>
i) Meetings with electorate	5	16
ii) Office or coordinating centre in the constituency	5	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>2</b>	<b>5</b>
i) Attendance in sub - county council sessions	3	5
ii) Made at least 4 communications to Lower Local Government	6	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>1</b>	<b>42</b>
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>41</b>	<b>100</b>

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ISBN 9789970070091



9789970070091



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