

AN ASSESSMENT OF THE FINANCING AND FUNCTIONALITY OF THE LOCAL GOVERNMENT PUBLIC ACCOUNTS COMMITTEES: A CASE STUDY OF 10 DISTRICTS



CIVIL SOCIETY BUDGET ADVOCACY GROUP

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Civil Society Budget Advocacy Group (CSBAG)

P.O. Box 660, Ntinda

Plot 11 Vubya Close, Ntinda Nakawa Rd

Fixed Line: +256-755-202-154 | 0414 677707

E-mail: csbag@csbag.org

Web: www.csbag.org

Twitter: @CSBAGUGANDA

Facebook: CSBAGUGANDA

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LIST OF ABBREVIATIONS


CSBAG	Civil Society Budget Advocacy Group
CSO	Civil Society Organisation
CTC	Clerk to Council
DGF	Democratic Governance Facility
GAPP	Governance, Accountability, Participation and Performance
LG	Local Government
LGPAC	Local Government Public Accountability Committee
PAC	Public Accountability Committee

EXECUTIVE SUMMARY



This report presents the findings of an assessment of the financing and functionality of Local Government Public Accounts Committees (LGPACs) in ten districts of Uganda. The districts included: **Abim, Agago, Bushenyi, Kibaale, Kibuku, Budaka, Kabale, Sheema, Kanungu and Pader.**

The study sought to understand how local government budget allocations affect the performance of LGPACs. Specifically, the study sought to establish; the modes of financing of LGPACs for the fiscal years 2012/2013 to 2017/2018; review documentation and establish whether recommendations that are made by LGPACs are implemented by Accounting Officers; and, identify the challenges facing LGPACs and suggest recommendations.



IN SUM, LGPACS ARE CHALLENGED BY BOTH LIMITED FUNDING AND CAPACITY GAP. THEREFORE, THEY DESERVE OPTIMAL RESOURCES AND CONTINUOUS CAPACITY BUILDING, ESPECIALLY ABOUT NEW POLICIES AND FINANCIAL REGULATIONS.

To achieve the objectives, we: **i)** examined key documentation explaining the mandate of LGPACs; **ii)** reviewed local government work plans, expenditures, minutes of meetings and reports that are produced by LGPACs in the ten districts; and **iii)** carried out key informant interviews to obtain expert views about the functionality of LGPACs. A total of twenty respondents from the ten districts were interviewed.

The results from the study show variations in the performance of LGPAC across the ten districts. It should be noted that the best performing districts attract additional resources, including local revenues to finance LGPAC activities. We observed a general increase in LGPAC allocations across the ten districts; however, the districts of Abim, Agago and Kibaale had a decline in funding LGPAC activities in the fiscal year 2017/2018, thereby prompting the affected districts to use local revenue to close the funding gap. There were cases of diversion of funds allocated to LGPAC activities, coupled with delays in releasing LGPAC funds. This slowed down LGPAC activities, creating a backlog of audit reports not yet reviewed and considered by LGPACs. The implementation of LGPAC recommendations is generally slow across the ten (10) districts for a number of reasons. First, recovery of lost funds is made from staff salaries, over a period of time. Second, the splitting of local governments slows down the recovery from individual staff and political leaders who leave the founding district to assume new positions in the new district. In all districts, lack of capacity among members of LGPAC is a major reason for the inefficiency observed, creating opportunity for capacity building. Thirdly, it is challenging to recover money from a politician who has lost a council seat and staff who leave the LG to work elsewhere. In our opinion, both the Central Government and Civil Society Organisations have a role to play in helping LGs to recover lost funds through exerting pressure on the implicated Accounting Officers.

In addition, LGPAC members perceive their work as voluntary; hence show low commitment to the job. The postponement of LGPAC meetings creates a backlog of work which cannot be fully handled by the four members of LGPAC. This not only reduces the morale of LGPAC members, but also affects the number of cases followed up by LGPAC. There is a general feeling among members of LGPAC that the lack of control over resources undermines the work of LGPACs. The biggest challenge with LGPACs is that the members of LGPACs are not council members; hence they have little influence in the decisions made by LGs regarding resource allocation. It is also common across the ten districts that LGPACs are composed of retirees, who are actually experienced citizens but lack the stamina to perform the task. The lack of capacity among members of LGPAC is a major reason for the inefficiency observed in all districts, creating opportunity for capacity building.

In sum, LGPACs are challenged by both limited funding and capacity gap. Therefore, they deserve optimal resources and continuous capacity building, especially about new policies and financial regulations. This is expected to improve their independence and influence in performing the task. The impact of LGPAC will remain low if the leaderships in LGs and at national level do not exert pressure on Accounting Officers to implement LGPAC recommendations. In our view, LGPAC constituted from members of council might do a better job than one which is composed of members who are seconded by the district chairperson. The latter are accountable to a few individuals while the former are accountable to the community. The current system of appointing LGPAC members does not give the LGPAC committees enough power and influence in making the executive and district political leadership accountable for misappropriated funds. There should be concerted effort from the Civil Society Organisations and LGs to develop capacity of LGPACs and prepare manuals which can guide LGPAC members in performing their tasks.

1

INTRODUCTION

The government of Uganda introduced decentralization to transfer **decision-making power and assignment of accountability and responsibility to lower-level governments.** This was accompanied by delegation of commensurate authority to individuals or local government units, closer to users.



The decentralisation programme thus meant; passing down responsibilities, authority and financial control to Local Governments (LGs). To strengthen and provide guidance in the performance of Local Government programmes, the Local Government Act (1997) was enacted. The Local Government Act (1997) provides for Local Government councils which are the highest political organs in the districts. The Local Government Act further provides for powers of planning, collecting revenues and promotion of LG programmes. One of the structures to provide checks and balances to the management of local governments to ensure proper accountability and value for money is the Local Government Public Accounts Committees (LGPACs). The committees are provided for in section 88 of the Local Government Act (1997).

According to section 88 of the Local Government Act, the LGPAC is expected to examine the reports of the Auditor General, Chief Internal Auditor and any reports of commissions of enquiry and may, in relation to the reports, require the attendance of any councillor or officer to explain matters arising from the reports. Section 88 (10) of the Local Government Act states that the expenses of a local government public accounts committee shall be met by the district council. The effective functionality of the LGPACs, despite their well-articulated mandate in Sec 88 of the Local Government Act, has faced a series of challenges ranging from work backlog, inadequate financing, and the lack of action on their recommendations by the Chairpersons of the Council, Chief Administrative Officer or Town Clerk.

The above challenges continue to undermine and compromise the LGPAC's oversight role. It is construed that increased financing of LGPACs will improve delivery on their established mandate. Indeed, the evidence gathered from our field work suggests a relationship between the level of financing LGPAC activities and performance. LGPACs that are not well financed do not convene regular meetings to consider audit reports and it is very demotivating whenever their recommendations are not followed up.

CSBAG is a coalition formed in 2004 which brings together Civil Society Organisations (CSOs) at national and district levels to influence Government decision-making on resource mobilisation and utilisation for equitable and sustainable development (http://csbag.org/?page_id=188). Through her vision of 'A Uganda with a people centered budget that dignifies humanity', CSBAG carries out a myriad of budget advocacy, resource mobilisation, and public financial management training and public financial management research activities.

It is upon this background that CSBAG, with support from the Democratic Governance Facility (DGF), commissioned this study to assess the financing and functionality of the Local Government Public Accounts Committees, using a case study in 10 districts.

1.1. OBJECTIVES OF THE STUDY

The objective of the study was to assess the financing and functionality of the LGPACs using a case study of ten districts in Uganda (i.e. Bushenyi, Sheema, Kanungu, Kabale, Kibaale, Kibuku, Budaka, Pader, Abim and Agago).

1.2. SCOPE OF THE STUDY

The study sought to;

- a) Establish the functionality and financing modality (amount and modes of financing per year) for the LGPAC by the district councils between FY 2012/13 to 2017/2018.
- b) Review recommendations in the LGPAC reports on Office of Auditor General, Internal Audit and any other reports from 2012/13 to 2017/18 and establish whether action was taken by the Chief Administrative Officers or Chairperson of the Council.
- c) Identify the challenges facing the LGPAC committees in the provision of quality services and make possible recommendations.

1.3. ORGANISATION OF THE REPORT

The report is presented in six sections. In the first section we present the introduction, which is followed by the methodology that highlights the approach and techniques that were utilised to gather data, this is followed by a section of findings, lessons learnt, conclusions and recommendations.

2

METHODOLOGY

The report presents an assessment of the financing and functionality of Local Government Public Accounts Committees in ten Ugandan districts of **Bushenyi, Sheema, Kanungu, Kabale, Kibaale, Kibuku, Budaka, Pader, Abim and Agago.**





We conducted a process assessment to gather information and rank the functionality of LGPACs for different LGs. During the process assessment, we conducted interviews with key stakeholders. The ranking was based on a small survey of the processes LGPAC undergo in performing their duties. The information obtained from the ten districts was completed by secondary data from audited financial statements for the period that was assessed. Following below is the sampling and tools that were employed during the study.

2.1 SAMPLING

The consultant adopted purposive sampling. After wide consultations with officers at the Auditor General's Office, Local Government Finance Commission, Chief Administrative Officers, District Planners and the office of the Speaker to Council in each LG, the consultant decided to interview the Clerk to Council who is also assigned secretarial duties with LGPAC and the Chairperson of the LGPAC. The two have exclusive knowledge about the LGPAC activities. Given the fact that the clerk to council keeps all the documents we needed to verify the work done by the LGPAC and because he serves as link between policy implementation and LGPAC activities, it was critical to interview such officer. The list of respondents is attached in **Appendix 1**.

2.2 TOOLS

The data collection tools for gathering information from members of district PAC was structured into four sections including:

- Establishment of LGPAC committee
- Functionality of LGPAC
- Financing
- Reporting.

For each of the above thematic areas, questions were developed (**attached in Appendix 2**) that helped in ranking performance of the individual district LGPAC. For validation, the tools were reviewed by CSBAB and agreed upon prior to field work. Also, before the field work, the tools were pre-tested to ensure that they were clear and captured the required information.

2.3 DATA COLLECTION

Data were collected through a review of literature, face-to-face interviews with Chairpersons of the Local Government PACs (LGPAC) and Clerks to Council (CTC); and where it was difficult to physically meet the chairpersons, for instance, in Agago, Pader and Abim, telephone interviews were conducted. The respondents played a key role in the project.

a) Document review

The consultant obtained a set of electronic records from the CSBAG website. We accessed the Local Government Act (1997) and regulations, published research on accountability and governance to understand the project context, status of implementation and most recent methodology employed in similar assessment. The list of documents that were obtained is given in **Appendix 3**.


We reviewed existing reports including: Local Government performance assessment manuals, LG assessment reports and relevant information on governance and accountability. Furthermore, we worked with the Local Government Finance Commission to obtain budget allocations for specific local governments of Financial Years 2012/2013 to 2017/18, but the allocations were block figures not specific to items. It is only in the current financial year where the LG budget allocations are split by items. This hindered comprehensive comparison of financial reports and budgets for the period covered. Instead, we opted to obtain specific expenditure from LGs' audited financial reports. In addition, the consultant reviewed minutes of LGPACs, minutes of Council, LGPAC reports to Council, LG budgets and work plans, appointment letters of members of LGPAC, among others.

2.4 DATA ANALYSIS AND REPORTING

The overall analysis was structured following established procedures for inductive research and numeric analysis (score ranking). Data processing included: coding, editing and summarizing information. Editing involved checking accuracy and completeness. The coding was done to identify and categorize each response under themes with a convenient title for meaningful interpretation.

2.5 REPORT VALIDATION

After presentation of a draft report, the validation exercise was conducted in the Eastern, Northern and Western regions of Uganda. The Western region consisted of: Kibaale, Kabale, Sheema, Bushenyi and Kanungu districts. The Eastern region consisted of: Budaka and Kibuku districts, and the Northern region consisted of: Abim, Agago and Pader districts. The three validation meetings comprised members from Civil Society Budget Advocacy Group (CSBAG), LGPAC members, District Secretaries for Finance, Clerks to Council and District Planners. The final report presented here incorporates the ideas (challenges and recommendations) from the participants.



DATA WERE COLLECTED THROUGH A REVIEW OF LITERATURE, FACE-TO-FACE INTERVIEWS WITH CHAIRPERSONS OF THE LOCAL GOVERNMENT PACS (LGPAC) AND CLERKS TO COUNCIL (CTC); AND WHERE IT WAS DIFFICULT TO PHYSICALLY MEET THE CHAIRPERSONS, FOR INSTANCE, IN AGAGO, PADER AND ABIM, TELEPHONE INTERVIEWS WERE CONDUCTED. THE RESPONDENTS PLAYED A KEY ROLE IN THE PROJECT.

3

RESULTS AND DISCUSSION OF FINDINGS



3.1 FUNCTIONALITY OF LGPACS

3.1.1 General Performance of Local Government PAC

The performance of LGPACs in the ten (10) districts was assessed and ranked according to four output areas: functionality, establishment of LGPAC, financing and reporting. Each output area was appraised and verified using a set of key performance indicators and Means of Verification. Table 1 below depicts a clear picture of the performance of LGPAC across the 10 districts. The scores that were adopted for the measurement instrument range between 1 and 5 but the scales that were used to score functionality of PAC ranged between 1 and 10.

Table 1: Performance of individual LGPACs

Criteria	Bushenyi	Kanungu	Kabale	Sheema	Kibale	Kibuku	Budaka	Pader	Abim	Agago
Functionality of LGPAC	7	5	6	9	6	6	6	7	8	7
• Establishment of LGPAC	4	3	4	5	5	5	5	4	4	4
• Reporting of LGPAC	3	4	4	3	4	3	4	4	4	3
Financing of LGPAC	4	3	2	4	3	3	3	4	2	3
Subtotal	18	15	16	21	18	17	18	19	18	17
Total Dist Score/Max Points	23	23	23	23	23	23	23	23	23	23
Total Dist Percentage	78%	65%	70%	91%	78%	74%	78%	83%	78%	74%

The evidence in Table 1 shows that the performance of the LGPAC in Sheema district was ranked first followed by Pader District in the second position. The districts of Budaka, Abim, Kibaale and Bushenyi tied in the fourth position, while Kibuku and Agago districts came in the eighth position. Kabale district became ninth 9th and Kanungu district was in the tenth position. The rankings show that performance of the LGPAC lags behind in some districts, especially those that are below average. Any district whose LGPAC's performance is below 77% was considered a poor performer according to the index above. The districts in this category include: Kanungu, Kabale, Kibuku and Agago. These districts need urgent intervention to uplift the performance of the LGPAC. The tool that was used to generate the above index is provided in **Appendix 1**. Following below is a detailed discussion of performance under various themes.

3.1.2 Establishment of LGPACs

The Local Government Act 1997 defines the establishment of the LGPAC, including composition and or size of LGPAC. Whereas the law is silent of the gender representation, the LGPAC is expected to have 4 members of 'upright' character. Our field visit to Kibaale district established that there were five members of LGPAC contrary to the law. The terms of office of the LGPAC in all the ten districts were ongoing and there was consensus that the Committee's members were morally upright.

In the assessment of LGPAC establishment, we considered four parameters including: the composition of LGPAC committees; credibility and competence of members in interpreting audit reports and necessary legal documents aiding LGPAC function. Following below is a description of performance on the above indicators.

- **Appointment and composition of LGPAC**

Except for Kibaale district, the LGPAC members in other districts were appointed in accordance with Local Government Act 1997. As noted above, Kibaale district had a membership of 5 members contrary to the law. The four members of LGPAC were appointed by the district council on recommendation of the district executive. Unlike the Parliamentary PAC, the members of LGPAC are not political leaders. In addition, we noticed a gender imbalance across all districts, with men of old age dominating LGPACs. We got the opportunity to look at appointment letters of the members of LGPAC and found no members of LGPAC whose term of office had expired. Following below are views from the field justifying an extra member for Kibaale LGPAC.

➤ **“The justification for five members is, our LG PACs has heavy work load which cannot be done by four members... Infact, it was our opportunity for a woman to join the committee for gender balance”. (Respondent 7 from Kibaale district).**

All districts surveyed, except Kibaale, maintain the limit of four members of LGPAC as provided by the law. The increase in the number of members on the Kibaale LGPAC not only contravenes law, but has major budget implications.

It was also observed that the secretary to LGPAC is a civil servant. This may impede LGPAC work if this person is so busy with other district commitments. Some respondents disagree with the secondment of civil servants, who work as secretaries to LGPAC. For instance; respondent 2 from Agago asserted that:

➤ **“... the secretary to LG PAC should not be a civil servant, s/he should be a person appointed to take care of the LG PAC business...”.**

- **Credibility of PAC Members**

It was noted that all members of LGPAC were of ‘upright’ character. We observed signs of disharmony between members of PAC and the technical team in Agago district but there was no evidence to conclude the conflict was a result of moral discord. The chairperson of LG PAC and the technical wing blamed each other for lack of credibility, something which needs further investigation. Due to our scope of work, we did not conduct a detailed probe into the causes of the conflict.

- **Availability of vital legal documents to aid LGPAC in their duties**

Not all LGPAC members had vital legal documents to aid them in executing their role. In Pader for example, there was dire need to equip LGPAC members with skills to analyze audit reports and legal documents to aid them in carrying out their functions. In the other districts, the samples of document that were seen during our verification exercise include: Local Government Act 1997, Public Finance Regulations and the Constitution of the Republic of Uganda.

- **Induction and orientation of LGPAC members**

It was established that districts under the survey did mild orientation and training of LGPAC members. However, the team in Abim was not oriented after appointment but it was also visible that the continuous changes in government policies and guidelines, especially budgeting and financial management guidelines, demanded that capacity building should be continuous for LGPAC.

We noted that LGPACs sometimes depend on technical guidance given by the Clerk to Council (CTC). We are not sure if the CTC can be summoned by LGPAC to give an explanation on matters of financial indiscipline. We realized that CTC is an assigned responsibility held by any district staff. Being the Secretary to LGPAC, the independence of

LGPAC may be compromised in the event that a CTC is implicated in misappropriation of government resources. Furthermore, an NGO called GAPP was praised for building capacity among members of LGPAC.

3.1.3 Key activities and outputs

As provided for in section 88 (7) of the Local Government Act, the LGPAC examines the reports of the Auditor General, Chief Internal Auditor, and any reports of the commission of inquiry. All respondents from the ten districts indicated that the reports of the Internal Auditor and the Auditor General were discussed by the LGPACs. This indicates that LGPACs conduct business in accordance with the laws. This evidence is substantiated by excerpts obtained from the discussion in Agago and Kibuku districts:

➤ “.....as soon as the district receives both the internal and Auditor Generals reports, the LG PAC chairperson and the Clerk to Council calls PAC members for a meeting...” (Respondent 8 from Kibuku district).

➤ “.....PAC convenes meetings to review Internal Auditor and Auditor General’s reports as and when the reports are available. The key challenge is that the external audit reports take long to come and when they come, there are a lot of issues to discuss” (Respondent 2 from Agago district).

• Quality of LGPAC Report

Section 88(8) of the Local Government Act provides that LGPACs shall submit reports to council and ministers responsible for Local Governments. The LGPACs prepare reports after reviewing and interrogating district staff who are implicated in financial losses. The samples of LGPAC reports were reviewed to understand their. In Agago, Kibaale, Kanungu, Sheema and Budaka districts, the reports are prepared by the secretary to LGPAC and signed

by the chairperson, while in other districts all members of LGPAC sign the report. We learnt from our field work that the report should be signed by all members of LGPAC, as a best practice.

The quality of LGPAC reports determines the impact of the report. LGPACs execute their duties through meetings, the outcome of which are minutes. The evidence gathered from the field shows that LGPACs from all the districts prepare reports which are then discussed by council. Some of the reports we came across were signed by all members and some were signed by the chairperson LGPAC and CTC. We got samples of LGPAC reports which we used to assess the quality of recommendations. In Agago district, the clerk to council did not agree with the nature of recommendations made by LGPAC. According to CTC, the investigations by LGPAC were not sufficient to draw good conclusions, as he claimed that the recommendations by LGPAC could cause financial loss to the district.

• LGPAC meetings

There was evidence of minutes of meetings across all districts, signifying that all LGPACs in the 10 districts discuss audit reports. However, the meetings were not consistent across the 10 districts; the performance scores for districts are indicated in **Table 1**. According to the chairpersons of LGPACs, a minimum of one meeting is expected to be held every quarter; but in districts of Kanungu, Abim and Agago, only one meeting had been held in the last two quarters, implying a likelihood of two meetings a year. In Kibaale district, for example, respondent 7 indicated that a typical LGPAC meeting runs between two to four days, depending on the volume of the Audit reports to be discussed and LGPAC meetings are often postponed due to late release of funds or sometimes diversion of funds meant for LGPAC meetings.

3.1.4 Management and accountability

The management of LGPACs is clearly provided for under section 88 (3, 4,5,6,8, and 11). The LG PAC is

accountable to the District Council and Minister of Local Governments as provided for under section 88 (8). This is a practice in all districts where the study was conducted (**Evidence from the LG PAC reports**).

3.1.5 LG PAC approach and strategy

The LGPACs' approach to assignments is by meeting to discuss the reports of both the Internal Auditor General and the Auditor General. In practice, the LGPACs in all districts meet and discuss the reports of the Auditors. The reports and minutes of District LGPACs indicate so. Furthermore, respondents acknowledged that LGPACs meet and make recommendations to Council and the Minister of Local Governments. For instance; respondent 10 from Pader district said:

➤ “LG PAC meets twice a quarter to discuss the Auditors’ reports and make recommendations to both council and minister for Local Governments”.

On the other hand, respondent 5 from Kanungu, respondent 7 from Kabale, respondent 3 from Bushenyi, and respondent 1 from Abim indicate that LGPACs convene meetings once a quarter. The practice in Pader district of having more than one LGPAC meeting in a quarter is quite unique. Whereas generally financing LGPAC activities is not high, Pader district can afford to arrange two meetings quarterly unlike other districts.

3.2. FINANCING AND EXPENDITURE OF LGPACS

3.2.1 Budgeting and Financing of LG PACs

The Local Government Act section 88(10) provides that all expenses for LGPAC shall be met by the district council. In order to attract resources, it is important for LGPAC to prepare a work plan and budget that is incorporated in the overall district budget. Having a budget and a well-documented work plan is the starting point to negotiate for financing. LGPACS

receive money from the Consolidated Fund and the deficit is financed by local revenue.

Regarding financing, the questions asked in assessing the financing of LGPAC activities relate to preparation of budgets and work plans, the timing of release of funds from the Consolidated Fund and adequacy of funds allocated to LGPAC. The feedback from respondents is discussed below:

- **LG PAC Budget is reflected in District approved Budget**

During our field visits, we reviewed samples of district work plans and budgets that show the vote for Statutory Bodies and Committees. The budgeted areas for Statutory Bodies include LGPAC activities. According to the information we obtained from Kibaale Districts, the Board and Committee budget line does not exceed 20% of the district annual budget.

We also witnessed a general increase in the resources allocated to LGPAC in the financial year 2017/2018 for Bushenyi, Kabale, Kanungu, Pader and Kibuku, compared to the 2016/2017 budget, implying that a lot of value is now attached to the role of the LGPAC. For instance, Bushenyi district increased LGPAC funding from UGX 11,119,000 to UGX 14,866,000 in the financial year 2017/2018, while other districts had a decline in budget allocations. In addition, Agago expects to increase from UGX 10,528,000 in 2016/2017 and UGX 6,128,000 in 2017/2018 to UGX 16,000,000 per annum. Respondent 2 from Agago district gave an account of the budget increase as follows:

➤ “The funding for LG PACs was UGX 2,000,000 par quarter last financial year, but with effect from financial year 2018/2019, funding has been increased to UGX 4,000,000 par quarter”.

Likewise, the budget line for Kibaale district also increased by 100% as narrated below:

➤ “.....funding for LGPACs activities increased from UGX 7,000,000 per annum to UGX 14,000,000 per annum in the year 2018/2019. We have already received the release for first quarter, we got all that we budgeted for.... ”. (Respondent 9 Kibaale District).

• Release of LGPAC funds

The information we obtained from the field shows that the financing of LGPAC activities was inconsistent in the past but this financial year there is great improvement. In Kibaale, for example, the first quarter budget was released timely to conduct LGPAC activities. There is hope that, even next quarter, LGPAC will receive all the funds in the budget. Some members of LGPAC claimed that the delay in release of funds to LGPAC activities is a result of the IFMS system and diversion of funds to other priority budget lines. Respondent 6 from Kabale was concerned about the mode of delivery of funds from Central Government to LGPACs. He had to say:

➤ “.....if money was directly sent to LG PACs, PAC activities would be conducted smoothly”.

To further emphasize financial challenges, respondent 5 from Kanungu district said;

➤ “we do not sit regularly because of lack of funds”.

In addition, Respondent 2 from Agago district has this to say about diversion of funds:

➤ “The diversion of LG PAC funds to other activities is a serious problem to LG PACs operations”.

• Adequacy of LGPAC Budget

All respondents indicated that the budgetary allocations to LGPAC is still below the required amounts; hence the need to increase the LGPAC budget amounts if proper work is to be carried out. Respondents described the level of work load and compared it with the available resources. Specifically, the members of LGPAC in the ten districts cannot afford to conduct field visits to substantiate audit queries. Respondents 1 and 9 from Abim and Budaka districts respectively said:

➤ “There is no transport to conduct field visits yet some distances are very long. This is coupled with little amounts obtained from Central Government”.

Respondent 10 from Pader district said: “Underfunding is a major challenge to LG PACs, UGX 7,000,000 in a financial year is not enough for LG PACs activities”.

Respondent 3 from Bushenyi district said: “since LGPAC is poorly funded, it cannot convene business...”

3.2.2. Financial statistics for LGPACs for the period 2012/2013 to 2017/2018

Furthermore, the financing model of LGPACs is through budget allocations in the Local Government. The LGPAC activities are budgeted for under statutory bodies. Therefore, tracing LGPAC allocated amounts through budget estimates is challenging. The allocations to Statutory Bodies trigger the expenditure framework during budget execution. Through the review of the financial statements and interviews, we established that the LGPAC activities are funded by Central Government. In addition, all districts have limited local revenues; therefore, they cannot sufficiently supplement releases from Central Government to support LGPAC activities. However, Kibaale allocates little of local revenue collections to LGPAC activities. This implies that District Councils have no adequate local revenue to allocate to LGPAC activities. Basing on the above

background, the expenditure amounts for LGPACs for the financial years 2012/2013 to 2017/2018 for the ten districts are presented in **Table 2**.

Table 2: Local Government Public Accounts Committees' expenditure amounts in ten districts for Financial Years 2012/2013 to 2017/2018. UGX

Years/ Districts	2012/2013	2013/2014	2014/2015	2015/2016	2016/2017	2017/2018	Total
Abim	15,824,000	14,720,000	11,280,000	16,901,200	15,000,000	6,965,000	80,690,200
Agago	9,895,000	3,806,000	16,535,200	12,020,000	10,528,000	6,128,000	58,912,200
Bushenyi	13,074,000	12,611,300	15,335,000	15,335,000	11,119,000	15,016,000	82,490,300
Budaka	12,587,000	14,029,000	14,819,002	9,710,000	14,966,000	11,870,000	77,981,002
Kabale	14,523,221	13,781,000	14,471,000	14,757,000	9,538,000	10,706,000	77,776,221
Kibaale	14,668,150	16,804,800	14,367,000	14,107,000	8,573,000	4,282,000	72,801,950
Kanungu	12,544,350	15,235,240	13,693,422	13,693,422	8,200,000	8,200,000	71,566,434
Pader	21,112,000	30,650,000	34,074,300	15,005,000	7,933,000	12,642,000	121,416,300
Sheema	13,410,400	15,163,000	16,315,000	16,320,000	15,298,000	7,039,000	83,545,400
Kibuku	7,298,000	22,984,250	12,200,000	9,685,000	6,460,000	9,380,000	68,007,250

Source: Office of Auditor General

LGPACS EXECUTE THEIR DUTIES THROUGH MEETINGS, THE OUTCOME OF WHICH ARE MINUTES. THE EVIDENCE GATHERED FROM THE FIELD SHOWS THAT LGPACS FROM ALL THE DISTRICTS PREPARE REPORTS WHICH ARE THEN DISCUSSED BY COUNCIL. SOME OF THE REPORTS WE CAME ACROSS WERE SIGNED BY ALL MEMBERS AND SOME WERE SIGNED BY THE CHAIRPERSON LGPAC AND CTC

Generally, the expenditure for LGPAC activities is not uniform for all districts. This is an indicator that in districts such as Pader, Sheema and Bushenyi, LGPACs are more active than in others. The expenditure figures also indicate volatility in funding for LGPAC activities for the different financial years. Funding can increase in a particular year, then decrease in the following years. For instance, Sheema district had expenditure of UGX 13,410,400 in 2012/2013; it increased to above UGX 15,000,000 million for 2013/2014; further, it increased to above 16,000,000 million for both 2014/2015 and 2015/2016. However, the expenditure reduced to UGX 15,298,000 in the year 2016/2017 and a further decrease to UGX 7,039,000 in the financial year 2017/2018 is observed. The decrease in the expenditure for Sheema in the year 2017/2018 is half the expenditure in other years. Similar inconsistencies in funding LGPAC activities are evident in all districts; therefore, in some years, LG PACs have limited business to do. The volatility observed in expenditure figures justifies the LGPAC chairpersons' response that they have backlog of activities. Therefore, there is inadequacy in prioritization by the district authorities.

It is observed from Table 2 that the expenditure for LGPAC activities in the districts of Bushenyi, Kabale, Kanungu, Pader and Kibuku increased in the last financial year 2017/2018 compared to 2016/2017. However, the expenditure for Kibaale, Sheema, Abim, Budaka and Agago decreased. If the trend continues to the current year and in future, the economy will experience a huge imbalance in funding LGPAC.

In addition, it can be observed from Table 2 that the best district to fund LGPAC activities is Pader with a total expenditure for all fiscal years of UGX **121,416,300**; and the lowest funder for LG PAC activities is Agago with a total for all fiscal years of UGX **58,912,200**. This indicates a funding gap for LGPACs of 48% between Pader, the highest funder of LGPAC activities and Agago the lowest funder. The gap shows that Pader district LGPAC conducts

more business on an annual basis than Agago. The gap may further indicate that diversion of funds meant for LG PAC activities is more in Agago as the chairperson LGPAC (Agago district) testified that: ' LGPAC in Agago faces a challenge of fund diversion by district authorities to other district activities'

In terms of actual financial expenditure on LGPAC activities indicated in Table 2, districts rank as follows in the order of first to last; 1) Pader, 2) Sheema, 3) Bushenyi, 4) Abim, 5) Budaka, 6) Kabale, 7) Kibaale, 8) Kanungu, 9) Kibuku and 10) Agago.

3.2.3. Comparing functionality and financing for the LGPACs for the districts under study

The comparison between financial expenditure indicated in **Table 2** and the score index generated from the primary data as summarized in **Table 1** indicate that, in some instances, the performance in functionality corroborates the performance in financial expenditure. For instance; Sheema district is in second position in financial expenditure performance, and, first as far as functionality performance of LGPACs is concerned. In the same way, Pader district, which is the leading district in financial expenditure performance on LGPAC activities, is in second position as far as LGPAC functionality performance is concerned. In addition, functionality performance ranking indicates that Abim, Bushenyi, and Budaka occupy the third position, yet the same districts occupy fourth, third and fifth positions respectively in financial expenditure performance for LGPAC activities. This is an indicator that the higher the financing of LGPACs, the better the functionality of such LGPACs. A well-financed LGPAC performs its mandate better than that which is not adequately financed.

It was further observed that Agago and Kibuku districts which are the least financiers of LGPAC activities, occupy seventh position as far as LGPAC

functionality is concerned. Out of 10 districts in the study, this is mediocre performance. Therefore, this observation indicates that poor financing of LGPAC activities causes mediocrity in functionality performance of LGPACs.

In addition, we observed that Kibaale district is seventh in financing LGPAC activities. Whereas this is not good performance for financial purposes, the district is third as far as functionality of LGPACs is concerned. The good performance in functionality may be explained by its ability to expand the composition of LGPAC members from the mandated four to five. This provides extra human energy to perform services in Kibaale compared to other districts. The expansion in the LGPAC composition was discussed and approved in Kibaale district council (**refer to section 3.1.2. establishment of LGPACs**).

On the whole, we observed that the higher the funding provided to LGPACs, the better the functionality performance of LGPACs. Therefore, both the Central and Local Governments should increase budget allocations to LGPAC activities.

3.3) OUTLIERS IN LG PAC EXPENDITURE

From Table 2, outliers in expenditure framework are observed. Pader had expenditure of UGX 30,650,000 for 2013/2014, as well as UGX 34,074,300 for 2014/2015.

It is observed that all districts spend in a range of UGX 6,000,000 and UGX 20,000,000 on LGPAC activities. However, where the expenditure amounts exceed the normal expenditure pattern, such as the case for Pader districts, there were many meetings and monitoring trips in those particular fiscal years as highest expenses are indicated on allowances and inland travel line items.

3.4. REVIEWING LGPAC REPORTS AND ESTABLISHING THE ACTION TAKEN BY ACCOUNTING OFFICERS

The Chairpersons of District Council, Chief Administrative Officers or Town Clerks are supposed to follow up all matters raised by LGPAC. We reviewed samples of LGPAC reports addressed to the Chairperson Council confirming that LGPAC reports are forwarded and discussed in council meetings. However, we realised that not all LGPAC recommendations discussed in council are forwarded for implementation. Those that contravene laws and may cause financial loss to the district are filtered out to avoid situations where the affected person sues the district. However, there is general delay in implementing LGPAC recommendation. The information gathered from all the 10 districts shows that accounting officers take long to implement recommendations made by LGPAC. For example, in the districts that have been split such as Kibaale, it takes longer for the Chief Administrative Officer to follow up a matter or recover funds from an officer who has joined a new district. In addition, recovering money from council members is more difficult when a member of council loses a political seat.

The team noticed that it was difficult to receive LGPAC minutes for review. A decision was then taken to intensively interview respondents. From interviews, it is indicated that the major challenge for LGPACs is delayed implementation of the PAC recommendations. For instance, in Agago district, the LGPAC chairperson had to say, 'The implementation of our recommendations is very slow. In the last term, we recommended for authorities to recover misappropriated funds from district officials, since then, it is being implemented this year (2018)'. He further said, 'the implicated officers in LGPAC reports get cover-ups from the district authorities. However, this position was opposed by the Agago secretary to LGPAC who said: 'Sometimes, LGPAC members are not objective while making recommendations. They

make recommendations on officers, for instance interdicting an officer yet the officer cannot be interdicted under such circumstances. Therefore, district authorities cannot implement such a recommendation'. Furthermore, the response from the LGPAC chairperson of Kibaale district indicates a harder situation than simply implementing the recommendations. He said, 'officers implicated in the LG PAC reports relocate to other districts, therefore follow-up is hard'. Given these circumstances, LGPAC recommendations are implemented slowly.

3.5 COOPERATION FROM STAFF IMPLICATED IN AUDIT REPORTS

To corroborate information gathered in the survey, we reviewed a sample of minutes of LGPAC meetings to establish whether staff summoned by LGPAC to explain missing funds cooperate when they are invited. The survey shows that in all districts, some staff in local governments do not cooperate when they are invited for LGPAC interrogations. The lack of cooperation for some officers contravenes Local Government regulations and undermines the LGPAC's oversight role. In this case, the officers are reported to the CAO, then administration police is instructed to arrest them.

On top of the sampled minutes, respondents also confirmed that non-cooperation from district officers invited for LGPAC interrogations is a hindrance to LGPAC work. For instance; Respondents 5 and 8 from Kanungu and Kibuku districts respectively said:

➤ "...we invite people with queries but they do not turn-up".

3.6 . CHALLENGES AND OPPORTUNITIES FOR LG PACS

3.6.1 Challenges

a. Inadequate funding of LGPAC activities: All respondents indicated that LG PACs are not well funded compared to other Boards and committees. For example, the PAC members in Sheema feel there is need to review the budget ceiling. The members of LGPAC in Kibaale observed that the Procurement Committee takes a large proportion of the budget compared to LGPAC. Specifically, Respondent 2 from Agago district said:

➤ "...one meeting held on a quarterly basis is not enough. This is because of financial challenges, the district was receiving UGX 2,000,000 per quarter for LG PAC activities. Although this financial year the amount allocated to LG PACs activities were increased to UGX 4,000,000, still this amount is inadequate. The adequate amount would be either UGX 11,000,000 or UGX 12,000,000 per quarter".

b. Inadequate capacity to conduct LGPAC business

The LGPAC members are appointed by district councils from all sectors. This implies that some do not have the required skills in handling LGPAC activities. Furthermore, they do not have office space, furniture, fixtures and equipment.

➤ "...documentation is poor because PAC has no computers, no printers. Furthermore, PAC members need training for capacity development in financial and accounting and legal related aspects". (Respondent 10 from Pader)

c. Delayed release of funds for LGPAC activities

The delay to release funds affects the operation of the LG PACs. Meetings cannot be convened on time because of logistical challenges. This is asserted by Respondent 1 from Abim district:

➤ “...the heads of departments take long to account for funds from central government therefore, PAC delays to get funds. Auditors take long to carry out audits for district, therefore, PAC delays to perform its duties”.

d. Lack of office space furniture and office equipment

At the same time, LGPACs have no office space where to conduct business from. This was attested by Respondents 8 and 2 from Kibuku and Agago respectively. Moreover, LG PACs are not totally independent, as observed from respondent 8 of Kibuku district who said:

➤ “LGPACs lack independence for instance, if PAC is investigating a given case, some district officers interfere with the investigations”. Respondent 9 from Budaka district said; “No transport for example PAC does not own a car independent from that of the district which creates competition over car for different departments at the district for transport means”.

e. Appointment of Retirees

Appointing retirees to the LG PACs is a challenge to the LG PAC activities. Some members are not strong enough for the tasks. Respondents 2 from Agago districts had to say:

➤ “LG PACs are composed of retired people, they are old and worn out. They do not have energy and zeal to follow-up on so many recommendations”.

f. Delayed implementation of LGPAC recommendations

In addition, district officials delay implementing LG PAC recommendations. This stagnates work. This position was mainly emphasised by Respondent 2 from Agago district who said:

➤ “...district officials delay to implement recommendations, the same district officials do not respond to some queries raised by LG PAC”.


g. Splitting of local governments affects recovery of misappropriated funds

It was also discovered that whenever a district staff member who is implicated in the LG PAC report for misconduct, and therefore disciplinary action is recommended, relocates to another district, enforcing the disciplinary actions is very difficult.

➤ “Sometimes it is difficult to recover money from staff who left to join new districts. Our district was split into two more districts. So, staff have relocated to Kakumiro and Kagadi districts. Some of the ex-staff owed the district money which they did not repay. We also have politicians who lost elections. Politicians received an advance under the vehicle loan scheme”. (Respondent 7 from Kibaale district said).

h. Independence in disbursing LG PAC funds


If LG PAC financing modalities are independent from the district operations, it may make financing of LG PAC activities easier. For instance, Respondent 2 from Agago district said:

 “in order to ease the financing difficulties, a separate vote for LG PACs should be created”.

i. Sourcing for funds for LG PAC activities

Financing LG PAC activities is critical. Local governments have no wide sources of revenues. In order to facilitate the proper functioning of LG PACs, enough funds must be provided. For this case, all respondents are of the view that central government should allocate more funds to LG PAC activities since local government revenue is inadequate and cannot fund all the district priorities.

On the other hand, some respondents believe that partnering with donors can lead to more funding. For instance, Respondent 1 from Abim said;

 “...donations from NGOs can help LG PACs work better....”

In addition, Respondent 10 from Pader district emphasised partnerships with agencies such as USAID.

3.6.2 Summary of challenges

In summary, the following challenges were noted:

- Insufficient funding of LGPAC activities affects the quality of decisions made by LGPACs. LGPAC members often have no opportunity to follow-up on how their recommendations were implemented due to the limited funds.
- Lack of office space, computers and printers for LG PAC activities, increases the cost processing LGPAC reports and delay the processing of LGPAC reports.
- Lack of technical capacity to interpret audit reports by some members of LGPAC. This affects the quality of decisions and recommendations made.
- Some district officers decline to appear before LGPAC. This affects activities and the quality of recommendations made by LGPAC.
- There are delays in implementation of LGPAC recommendations by the district Accounting Officers across the ten districts.
- Appointing a civil servant as Secretary to LGPAC delays LGPAC activities because the secretary to the meeting is often busy with other district commitments.
- Appointing elders (retirees) is not a better option because they are slow.
- Auditors delay to finalize audit reports.
- Lack of mechanisms to track district staff recommended for disciplinary action, especially those that join breakaway districts.
- LGPACs are not independent, especially where LG staff interfere with LG PAC activities.
- The district vote holders have not yet gained capacity in handling Integrated Financial Management Systems (IFMS) operational procedures.
- Low rate for allowances paid to LGPAC members.
- Lack of feedback from District Councils on the LGPAC reports.

4

LESSONS LEARNT



THERE IS AN OPPORTUNITY TO EQUIP LGPAC MEMBERS WITH UP TO DATE INFORMATION AIDING THEIR OPERATIONS. SUCH INFORMATION MAY INCLUDE; THE CONSTITUTION OF THE REPUBLIC OF UGANDA, PUBLIC FINANCIAL MANAGEMENT ACT 2015, LOCAL GOVERNMENT ACT (1997) AND GUIDING REGULATIONS TO AID THEM IS PERFORMING THEIR DUTIES.

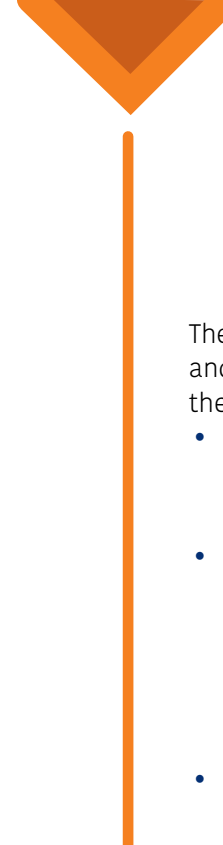
There are so many lessons which manifest from the interviews conducted and the documentation that was reviewed. The lessons are provided below:

- Continuous capacity development is a key ingredient for effective operations of LGPAC. LG PACs are likely to make mistakes whenever they are not abreast with the new policies and financial guidelines from Central Government.
- Districts such as Pader, Kibaale and Kanungu can only afford to have one quarterly meeting for LGPACs due to late release of funds and sometimes delayed reports from auditors.
- LGPACs are not independent because the members of LGPACs have little control over the funds allocated to their activities. For instance; when funds are diverted or released late, this interferes with their activities.
- For LG PACs to function well they should be adequately funded. Currently, the funding provided is not enough in all the districts.
- Lack of external pressure on accounting officers' delays recovery of misappropriated funds and or implementation of LGPAC recommendations.
- Since LG PACs are composed of retirees who perceive serving on LG PACs as voluntary service, they are not well motivated and committed to the task.
- NGOs such as GAPP are willing to partner with LGs to develop capacity of LGPAC members. The capacity problems can be reduced through continuous training, though GAPP alone may not close all the capacity gaps for all LGPACs across the country.
- There is an opportunity to equip LGPAC members with up to date information aiding their operations. Such information may include; the Constitution of the Republic of Uganda, Public Financial Management Act 2015, Local Government Act (1997) and guiding regulations to aid them is performing their duties.

5

CONCLUSIONS





The study findings provide the opinions of the respondents about the functionality and financing of LGPACs. Combining the findings and literature, the consultant makes the following conclusions:

- Districts such as Agago and Kibuku that finance LGPACs poorly are functionally inefficient. Such districts cannot convene LGPAC meetings regularly and members cannot objectively discuss the audit reports.
- There is a general attitude that the work of LGPAC is voluntary because members are not compensated on a monthly basis. By appointing members of LGPAC who are old and outside council, it renders LGPAC less vibrant in executing their duties. The parliamentary PAC or the Republic of South Africa where the members of municipal PACs are also members of municipal councils provide a better benchmark.
- The allocations to LGPAC budgets are insufficient compared to other boards and committees in Local Governments. This situation has been explained by resource constraints in LGs. However, the late release of funds to LGPACs and the diversion of funds meant for LGPAC activities is more damaging, hence affecting the credibility of LGPACs. For some LGs, LGPACs are inefficient because they do not receive funds on time, thereby creating a workload which overburdens four members of LGPAC.
- In most of the LGs visited, the Clerk to Council (CTC) determines the outputs of LGPAC. Being a vote holder, in the LGs where a CTC is inefficient, the LGPAC will be equally inefficient. To make matters worse, the Clerks to Council may not be committed to the work of Statutory Boards and Committees because this is an assigned responsibility. Being fulltime employees of LGs, the CTCs have a lot of work in addition to the work of Boards and Committees. Therefore, they tend to prioritize their work to that of LGPACs.
- Across the board, the implementation of LGPAC recommendations is slow because the parties responsible for the recovery of misappropriated funds do not get enough external pressure from the Ministry of Local Government and Civil Society Organizations.
- Diversion of funds meant for LGPAC activities is a common practice in most Local Governments. The diversion of funds may be indicated in the volatility of expenditure for LGPAC activities. This is a bad practice which cannot be tolerated.
- Since LGPAC members are not council members, commanding respect from district officers is somewhat a challenge. For instance, staff who are implicated in the internal audit and Auditor General's reports sometimes decline to appear to the LGPAC when summoned.
- Continuous capacity development for LGPAC members is critical. LGPAC members cannot interpret laws, cannot comprehend audit reports very well. However, we observed high level of efficiency in LGs where GAPP was involved in training LGPAC members.

6

RECOMMENDATIONS



The assessment team made the following recommendations:

- District councils should endeavour to collect more local revenue and allocate an adequate portion to district LGPAC activities. At the same time, District Councils should lobby Central Government to increase the funding for LGPAC. The lobbying for more LGPAC budget allocations may take a multi-stakeholder approach.
- It was established that LGPACs receive funds late and very often funds are diverted. The diversion leads to delays in facilitating activities of LGPAC. To avoid the delays in funding LGPAC activities, LG should refrain from fund diversion. In addition, the chairperson of LGPAC should be given access to information about funds releases on a quarterly basis. Furthermore, while budgeting, accounting officers have to estimate for LGPAC activities separately and not intermingle with activities of other statutory bodies. In all the budgeting preparation process, at least one member of the LG PAC must be involved. This will increase transparency and reduce tendencies of diverting funds.
- Regarding the insufficient budget allocations given to LGPAC activities, the study established that some Local Governments use local revenue to supplement the LGPAC budget. The consultant recommends that LGs should improve the LGPAC budget line by using local revenue. Furthermore, given the importance of LGPAC activities, LGs should consider increasing the ceiling for LGPAC budget line. At the same time, budget advocacy groups may help in lobbying Central Government to increase the funding for LGPAC activities through participatory engagement in Budget Framework Papers since it is indicated in this report that LGPACs have backlogs of work.
- The study identified capacity gaps among LGPAC members in executing their duties. To

improve capacity, LGs should forge partnerships with development partners and civil society organizations to build capacity among members of LGPACs. This can be through short training programmes facilitated by the NGOs or the Civil Society Groups. In addition to partnerships, Districts should plan for capacity development for members of LGPAC. They can utilize a percentage of Development Grants. Capacity development of LGPAC members should be incorporated in districts' annual work plans.

- The members of LGPACs are appointed outside the district council. It is perceived that the work of LGPAC is voluntary hence the low motivation among members. The consultant recommends that LGPAC members should be elected members of council. This is expected to improve commitment of LGPAC. This practice is not new; the same practice is used in South Africa by Municipal councils. However, to fulfil this, there is need to advocate for an amendment of the Local Government Act (1997) to introduce level of education as a criterion for LC V councillorship.
- All districts appoint LGPAC members from senior citizens who have retired in service. This brings a lot of maturity and experience in service delivery. However, for LGPACs to serve well, LGs should consider appointing more energetic and youthful people who are very vibrant in pursuing issues. The consultant recommends appointing a mixture of senior citizens and young professionals to make a vibrant combination of LGPAC membership.
- The CTC who is the secretary to LGPAC is a civil servant who performs a responsibility assigned by the Chief Administrative Officer. The officers who are assigned this responsibility occupy other offices where they are supposed to give accountability for funds disbursed to them. The CTC is likely to delay calling meetings in case they are implicated in Audit reports or may interfere with evidence. The consultant recommends that

the CTC should be an independent civil servant, specifically appointed to perform duties of secretary to Board and Committees rather than a position of secondment. This may not only promote transparency; it also promotes independence for LG PACs.


- From Table 2, the financial expenditure is volatile. We recommend more sensitization and advocacy for consistency in budgeting and spending for LGPAC activities. Civil Society Organisations and NGOs should reach out to district authorities and advocate for stability in LGPAC allocation and expenditure.
- There is a challenge of slow implementation of LGPAC recommendations. In order to reverse this position, a Treasury memorandum should regularly be prepared. In addition, the Permanent Secretary to Ministry of Local Government should annually issue circulars reminding vote holders on their obligation to implement LGPAC recommendations. In the same vein, copies of minutes from finance committees and board of survey reports must be regularly served to LGPACs.
- Being a body overseeing the LG works, LGPAC should be provided with space where its records can be kept privately. This space can also be utilized for LGPAC meetings.
- Whereas the functions of LGPACs are prescribed by the Local Government Act (1997) and, therefore, similar throughout the country, the level of implementation and achievement is different among the LGPACs in Uganda. There is need to conduct study visits for learning purposes.
- The functionality of every institution may not be well checked if there are no proper evaluation criteria. There is need to have an annual evaluation of the performance of LGPACs based on the functionality as prescribed in the Local Government Act.
- Finally, the appointment of LGPACs is at district level. To promote total independence in future, the LGPAC appointment should be from the Ministry of Local Government. This, however, should be by secondment from the District Councils.

IT WAS ESTABLISHED THAT LGPACS RECEIVE FUNDS LATE AND VERY OFTEN FUNDS ARE DIVERTED. THE DIVERSION LEADS TO DELAYS IN FACILITATING ACTIVITIES OF LGPAC. TO AVOID THE DELAYS IN FUNDING LGPAC ACTIVITIES, LG SHOULD REFRAIN FROM FUND DIVERSION. IN ADDITION, THE CHAIRPERSON OF LGPAC SHOULD BE GIVEN ACCESS TO INFORMATION ABOUT FUNDS RELEASES ON A QUARTERLY BASIS.

Appendix 1. List of respondents

Name of respondent	District	Designation	Telephone Contact
Mr. Okello Godfrey	Abim	Chairman LG PAC	0773968877
Mr. Joshua Akmu	Abim	Secretary LGPAC	0775240766
Mr. John Oyaro	Agago	Chairman LG PAC	0786652587
Mr. Juru Charles	Agago	Secretary LGPAC	0772356433
Mr. Dison Stephen Kalebo	Budaka	Chairperson LG PAC	0772518461
Mr. Tabitya David	Budaka	Secretary LGPAC	0773221421
Mr. Mugisha Ampaire	Kanungu	Chairman LGPAC	0775451395
Mr. Nakabugo Monica	Kanungu	Secretary LGPAC	0778132313
Mr. Karasi Emanuel	Bushenyi	Chairman LGPAC	0702477607
Mr. Beatrice Kyomugisha	Bushenyi	Secretary LGPAC	0701673822
Mr. James Talimusa	Kibuku	Chairman LGPAC	0772837104
Ms. Rose	Kibuku	Secretary LGPAC	0774697938
Mr. John Mwesigye	Sheema	Chairman PAC	0772499987
Mr. Mugenyi Julius	Sheema	Secretary LGPAC	0772899144
Mr. Kanyesigye Didas	Kabale	Chairman PAC	0772486194
Mr. Alfred Nkerabigwi	Kabale	Secretary LGPAC	0782669948
Mr. Godfrey Kasanga Muhonge	Kibaale	Chairman PAC	0778053697
Mr. Mugerwa Edward	Kibaale	Secretary LGPAC	0777760470
Mr. Omony Ogaba	Pader	Chairman PAC	0772411761
Mr. Okwi Robert	Pader	Secretary LGPAC	0773998399

Appendix 2: Questionnaire

DISTRICT Intermediate Indicators and MOV - Public Accounts Committee Performance Assessment - CSBAG									
									
	District: Various		Six-month period:		July	Sept			
	Sub-County: Bushenyi		FY:		2018/19				
Key Indicator	Intermediate Indicator			DIS Score	Max Points	Means of Verification Ref	Document	Location	In Place?
	Ref	Description	Ref						
(1) Appointment of LG Public Accounts Committee	1.1	LG PAC committee was appointed by District council	1	5	1.1.1	Appointment letter		<input type="checkbox"/>	<input type="checkbox"/>
	1.2	LG PAC has four members of 'upright' character	1		1.1.2	List of PAC members (probe more)		<input type="checkbox"/>	<input type="checkbox"/>
	1.3	LG PAC 5-years term of office is ongoing	1		1.1.3	Appointment letter		<input type="checkbox"/>	<input type="checkbox"/>
	1.4	All PAC members are trained and oriented to work	1		1.1.4	Orientation/ training report		<input type="checkbox"/>	<input type="checkbox"/>
	1.5	PAC has vital legal documents to aid them in their duties	1		1.1.5	Sample documents given to PAC		<input type="checkbox"/>	<input type="checkbox"/>
	Subtotal			5					
2) Functionality LG Public Accounts Committee	1.1	LG PAC receives Auditor General reports	1	9	1.2.1	Auditor General's report discussed		<input type="checkbox"/>	<input type="checkbox"/>
	1.2	LG PAC receives Internal Auditor's reports	1		1.2.2	Internal Audit Report discussed		<input type="checkbox"/>	<input type="checkbox"/>
	1.3	LG PAC receives reports from commissions of inquiry	1		1.2.3	Report from Commission of Inquiry		<input type="checkbox"/>	<input type="checkbox"/>
	1.4	LG PAC receives reports from Inspectorate of Gov't	1		1.2.4	Report from Inspectorate of Government		<input type="checkbox"/>	<input type="checkbox"/>
	1.5	LG PAC holds meetings to discuss audit queries/complaints	1		1.2.5	Signed and dated minutes of the meeting		<input type="checkbox"/>	<input checked="" type="checkbox"/>

		1.6	CAO/Town Clerk implements all recommendations made PAC	1		1.2.6	Letter forwarding action points		
		1.7	LG PAC Committee undertakes verification/ monitoring visits	1		1.2.7	Report of findings from the field		
		1.8	PAC receives cooperation from people summoned to give clarifications on issues under its inquiries	1		1.2.8	Letters responding to PAC summons		
		1.9	PAC consults RDC in case of appeals	1		1.2.9	Letter forwarding action points		
			PAC investigate all petitions and makes recommendations				PAC investigation reports		<input type="checkbox"/>
			Subtotal	9					<input type="checkbox"/>
3)	LG PAC Reporting.	1.1	LG PAC prepares reports detailing issues and appropriate recommendations	1	4	1.5.1	Copy of the PAC report		<input type="checkbox"/>
		1.2	LG PAC reports are signed by all members of PAC	1		1.5.2	Sample of signed report		<input type="checkbox"/>
		1.3	LG PAC reports submitted to Clerk to council	1		1.5.3	Letter forwarding report to council		
		1.4	LG PAC reports are discussed in council	1		1.5.4	Signed and dated minutes of council meeting		
			Subtotal	4	4				
4)	Financing of Public.	1.1	LG PAC prepares annual workplan and budget	1	3	1.1.1	Support workplan and budget		<input checked="" type="checkbox"/>
	Accounts Committee	1.2	LG PAC Budget is reflected in District approved Budget	1			District Level budget		
			Funds allocated to PAC activities are released on time				Quarterly reports		
		1.3	LG PAC Budget covers all planned activities	1			Workplan and budget		

NAME	SIGNATURE	POSITION	DATE
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_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

QUESTIONS

1. HOW IS LG PAC FINANCED?
2. HOW CAN FINANCING OF LG PAC BE IMPROVED?
3. HOW OFTEN DO LGPACS CONDUCT BUSINESS?
4. WHAT CHALLENGES DO LG PACS FACE WHILE UNDERTAKING THEIR ROLES AND DUTIES?
5. WHAT SHOULD LGPACS DO DIFFERENT TO INCREASE THEIR IMPACT IN THE DISTRICT?

Appendix 3: Documents reviewed

The Local Government Act (1997) with subsequent amendments.

Wehner, P. (2002). Best practices of Public Accounts Committees. Institute of Democracy in South Africa.

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VISION

A Uganda with a people-centred budget that dignifies humanity

MISSION

Working towards ensuring that budgets at local and national levels are financed, designed, implemented and monitored to promote prudent and transparent allocation of national resources for the benefit of marginalized groups

CONTACT INFORMATION

P.O. BOX 660, Ntinda | Plot 11, Vubyabirenge Close, Ntinda | Tel: + 256755202154 | E-mail: csbag@csbag.org | Web www.csbag.org || @CSBAGUGANDA | [CSBAG/Facebook.com](https://www.facebook.com/CSBAG/)