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

### Mukono District Council Score-Card Report FY 2013/2014

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#### BACKGROUND AND RATIONALE

This brief presents findings from the 2013/14 assessment of Mukono District Local Government under the Local Government Councils' Score-card Initiative (LGCSCI), an evidence based project implemented by ACODE in partnership with ULGA with support from DGF. It seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. The initiative uses the score-card – an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councilors with focus on their roles and responsibilities as stipulated in the Local Government Act (as amended).

The rigorous assessment process is guided by a deliberate methodology and is conducted by an assorted team of researchers that is trained on an annual basis. The process involves: review of key district documents, interviews with key respondents, consultation with citizens through focus group discussions, analysis of data collected and finally, production and dissemination of findings. The findings are compiled into a report and disseminated at national and district levels (available online; <http://www.acode-u.org/>).

#### OVERVIEW OF MUKONO DISTRICT DURING FY2013/14

Mukono District is managed by the political and technical leadership which complement each other. The political wing is headed by Mr. Francis Lukooya Mukoome, the District Chairperson who works with a council of 28 elected councilors, 19 of whom are male and 11 female. Mr. Luke Lukoda on the other

hand manages the technical wing which comprises several specialized departments that deliver a host of services to a population of about 550000 that grows annually at a rate of 2.6%. This population vis-à-vis the available resources and quality of leadership of the district greatly determine the level and quality of service delivery in the district. A number of indicators provide a glimpse into the state of service delivery for the district. Table 1 shows the level of achievement of the district during FY 2013/14.

**Table 1: Level of achievement of the district during FY 2013/14**

Sector	Indicators	Level of achievement 2013/14
Education - Primary Education	Children of primary school going age (6-12 yrs)	74,724
	Enrolment	74,724
	Pupil Classroom Ratio (PCR)	49:1
	Pupil-Teacher Ratio (PTR)	47:1
	Pupil-to-Desk Ratio (PDR)	5:1
	PLE Performance	Div 1(10.2%) Div 2.40.7%) Div 3. (22.1%) Div 4: (12.7%) Div u:(14.4%)
Health Care services	ANC 4th Visit	7784 (28%)
	Deliveries in Health Centres	46%
	Total beds	-
	Access to Maternity services	-
	MMR	423 per 100,000 live births
	IMR	57 per 1,000 live births
	Staffing Levels	84%
	Latrine Coverage	64%
Road Sub-Sector	Km of roads under routine maintenance	1184.51km (planned)
	Km of roads rehabilitated	36.30km (planned)
	Km of roads under periodic maintenance	103.94km (planned)
	Proportion of roads in good condition	Not known
	Construction of bridges	None
	Opening up new community roads	

Water and sanitation	Water coverage	65%
	Number of boreholes sunk	15 (planned)
	Number of boreholes rehabilitated	-
	Functionality of water sources	92%
	Proportion of the population within 1km of an improved water source	-
	Pit latrine coverage	72.8%
	Access to safe water	-
	Water source with active water user committee	52%
Agriculture	Number of extension workers per sub-county	No information
	Number of service points	No information
	Number of demonstration farms	No information
	Technical back-up visits	No information
FAL	Number of instructors	231
	Number of participants	2,379
	Number of service centres	-
	Level of coverage	Not known
Environment and Natural Resources	Staffing Level	lacking fiscal planner, Registrar of Titles, District Valuer.
	Conduct Environmental monitoring and assessment	13 district-level projects
	Production and update District State of the Environment Report (DSOER)	The District lacks a wetlands management plan
	District Environment Action Plan	None
	Preparation of District Wetland Ordinance	Not done
	Monitor wetland systems in the district	90 sites (fragile ecosystems)
	Establishment of Agro-forestry nurseries	-
	Produced District Forest Development Plan	1
	Prepared Community Action Wetland Plan	1
	District Wetland Action Plan	Not developed.

## FACTORS AFFECTING SERVICE DELIVERY IN MUKONO DISTRICT

As observed from the table, the district has made headway in some areas while performance in other areas is still faced with challenges. These challenges are discussed as follows.

- a) **Budgetary Constraints:** The financial resources available to the district remain inadequate amidst low levels of local revenue collection. During the FY 2013/14, the district had a total of 26,559,803 of which only 999,596 (3%) was local revenue. Mukono suffers the fate of most local governments of narrow tax base and the significant decrease in locally raised revenues by UGX 245m, arose from central government taking over of the lands office and services. Given that council activities are dependent on 20

per cent of the locally-raised revenue this greatly affects the performance of council.

- b) **Limited support supervision and operations repairs and maintenance:** There is evident weak support to sectors in terms of effective supervision and inspection, from both the technical and political angles. An audit report indicated that boreholes drilled at UGX 120,087,849 were found producing unsafe water. Construction of staff houses at Namasumbi HCII in which UGX 47,135,660 had already been sunk was incomplete and had been abandoned. Overall, poor management and supervision of contracts was reported by various assessments, noting that six contracts awarded worth UGX 186,283,217 were uncompleted or their works were abandoned.

- c) **Issues related to procurement, poor contract works and accountability:** There were concerns with regard to the slow and bureaucratic system of procurement process leading to the delayed delivery of services. Findings indicated interruptions and delays especially in the engineering and construction works. The concern, however, remains the quality of services as reflected in the various sub-counties. There were cases of sub-standard work seen in the construction of classroom blocks, health centres and sinking of boreholes. Audit findings by the Office of the Auditor General revealed several irregularities.



Above: Culvert casting yard initiated by Mukono District for easing on roads maintenance in FY 2012/13 and Below is a Drilling Rig Unit procured by the District from Malaysia in FY2013/14



## SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act (as amended). While all the four categories are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles. As the political head of the district, the district chairperson is also assessed on their political leadership as well as Initiation and participation in projects in their electoral area. The speaker is assessed primarily as a councillor with an additional function of presiding and preservation order in council. The district council, which is the highest organ in the district, is also assessed against the core function of planning and budgeting as well as providing accountability to citizens.

Mukono District Council comprises 28 councillors, the Speaker and the Chairperson. The District Council scored 72 out of 100 possible points. This good performance was attributed to the introduction of accountability meetings at sub-county level. The District Chairperson, Lukooya Francis Mukoome, scored 80 points, while the District Speaker scored 89 points (Overall Best Speaker). With an average score of 69 points, the councillors' performance reflected constant improvement when compared to the score of 53 per cent for the preceding FY(2012/13). With 76 points, Hon. Jane Mukasa Ssozi of Ntenjeru and Mpatta sub-counties doubled as the best female and also best overall performer, while Hon. Musa Kiggundu of Kyampisi sub-county was the best male councillor for FY 2013/14. Notable among the new improving councillors were Hon. Isabirye of Nama Sub-county who performed extremely well in monitoring service delivery and reporting, while his counterpart in Nakisunga Sub-county, Hon. Ssekikubo also performed well.

Table 2: District Council Score-card FY 2013/14

		2011/12	78	100	
		2012/13	67	100	
		2013/14	69	100	
		% change	3		
Performance					
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	Council NOT fully paid up member to ULGA Policy on client charter, anti-corruption, and graduated tax compensation passed Ordinance on sanitation at H/Cs Petitioned NFA for degazetting Namyoya CFR  A resource centre established with IT facilities.	
	Membership to ULGA	0	2		
	Committees of Council	2	3		
	Motions passed	2	3		
	Ordinances	0	3		
	Conflict Resolution	1	1		
	Public Hearings	0	2		
	Legislative resources	4	4		
	Petitions	2	2		
	Capacity building	2	3		
	<b>Sub total</b>	<b>15</b>	<b>25</b>		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	Information is displayed on sub-county notice boards 12 MOUs signed for partnership activities Budget conferences attended with different stakeholders Client charter displayed at CAOs notice board.	
	Political Accountability	4	8		
	Administrative Accountability	4	8		
	Involvement of CSO	2	2		
	Principles of accountability	3	3		
	<b>Sub total</b>	<b>17</b>	<b>25</b>		
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	Lobbying central gov't for more funds as graduated tax compensation.	
	District Budget	4	4		
	Local Revenue	6	11		
	<b>Sub total</b>	<b>15</b>	<b>20</b>		
MONITORING SERVICE DELIVERY ON NPPAS	Education	3	5	Efforts were made in all the sectors by the standing committees. However committee no involvement in FAL activities and no reports were received.	
	Health	5	5		
	Water and sanitation	3	4		
	Roads	4	4		
	Agriculture	3	4		
	FAL	0	4		
	ENR	4	4		
	<b>Sub total</b>	<b>22</b>	<b>30</b>		

**Table 3: Chairperson's Score-card FY2013/14**

Francis Lukooya Mukoome				
Trends in performance	2011/12	80	100	
	2012/13	80	100	
	2013/14	80	100	
	% change	0		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	2	3	Attended 5 council sittings Bills on land recentralization of office by the council being non accountable.
	Monitoring admin	5	5	
	State of affairs	2	2	
	Oversight civil servants	2	4	
	Commissions/Boards	2	2	
	Central gov't	4	4	
	<b>Sub Total</b>	<b>17</b>	<b>20</b>	
LEGISLATIVE ROLE	Council	2	2	Program of meetings evidenced on report formats developed, Diary and notebooks in office. Issues raised evidenced in DEC minutes Public notification of decisions evidence seen in Barazas to electorate and communities.
	Motions Executive	4	6	
	Bills by Executive	2	7	
	<b>Sub Total</b>	<b>8</b>	<b>15</b>	
CONTACT WITH ELECTORATE	Meetings Electorate	3	5	Public notification of decisions evidence seen in Barazas to electorate and communities.
	Issues by electorate	5	5	
	<b>Sub Total</b>	<b>8</b>	<b>10</b>	
PROJECTS	Projects Initiated	3	3	Initiated a number of projects including the procurement of drilling machine for the district and making own culverts for the district.
	Communal Projects	2	2	
	NGOs	3	5	
	<b>Sub Total</b>	<b>8</b>	<b>10</b>	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	6	7	Monitored service delivery units and made necessary follow up actions apart from FAL.
	Health	6	7	
	Schools	7	7	
	Roads	6	7	
	Water Sources	7	7	
	FAL	4	5	
	Environment	3	5	
	<b>Sub Total</b>	<b>39</b>	<b>45</b>	

**Table 4: Speaker's Score-card FY 2013/14**

Trends in performance	Name	James Kezaala Kunobwa		
	District	Mukono		
	Political Party	NRM		
	Constituency	Nagojje		
	Gender	Male		
	Terms	3		
Trends in Performance	2011/12	73	100	
	2012/13	79	100	
	2013/14	89	100	
	% change	13		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	Chaired 5 council sittings but did not delegate any. Production of minutes NOT timely! Presided over 5 business committees.
	Rules of procedure	7	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	5	5	
<b>Sub Total</b>	<b>23</b>	<b>25</b>		
Contact with Electorate	Meetings Electorate	11	11	Evidence of meetings with Namataba Town Board, Nakaseeta Community Polytechnic. Evidence on circular to sub counties and community meeting.
	coordinating center	9	9	
	<b>Sub Total</b>	<b>20</b>	<b>20</b>	
LLG	Participation in LLG	10	10	Attended 4 sub-county council meetings at Nagojje Sub-county.
Monitoring NPPAs	Health	7	7	Monitored service delivery units and made necessary follow up actions apart from FAL.
	Education	5	7	
	Agriculture	3	7	
	Water	7	7	
	Roads	7	7	
	FAL	3	5	
	Environment	4	5	
	<b>Sub total</b>	<b>36</b>	<b>45</b>	

Table 5: Summary performance of Mukono District Councilors FY 2013/14

Identifiers	Trends in Performance				Legislative role				Contact with electorate			Monitoring NPPA											
	2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total			
Name	Political Party	Sub-county	Gender	Terms	Maximum Score																		
Jane Mukasa Ssozi	NRM	Ntenjeru, Mpatta	F	2	36	64	77	19	8	8	5	0	21	9	9	18	10	7	3	3	2	28	
Musa Kiggundu	NRM	Kyampisi	M	2	81	64	72	11	8	1	5	1	15	9	9	18	6	7	3	5	7	3	33
John Bosco Isabirye	NRM	Nama	M	1	43	55	69	24	8	8	0	0	16	9	9	18	6	5	1	7	7	0	29
Asuman Mwuumuza	NRM	Koome	M	2	54	53	66	23	8	8	5	0	21	5	5	10	6	7	1	5	7	0	29
Mubarak Ssekikubo	NRM	Nakisunga	M	1	49	64	61	-6	8	8	0	0	16	9	9	18	6	5	1	5	3	1	21
Samuel Okoth	NRM	Mpunge	M	1	24	55	59	5	8	8	0	0	16	9	9	18	0	7	1	7	1	0	25
Emmanuel Mbonye	NRM	Mpatta	M	1	18	53	57	6	8	8	0	0	16	9	9	18	4	1	3	1	5	7	19
Lyton Nabukenya	NRM	Youth	F	1	30	66	57	-15	8	8	0	0	16	9	9	18	2	5	5	1	7	1	21
Evastiso Kaluuma	Ind	Seeta Namuganga	M	2	60	59	57	-5	8	8	0	0	16	9	9	18	0	5	5	1	5	0	23
Annet Nakanwagi	NRM	PWD	F	2	45	55	56	0	8	8	0	1	17	9	9	18	6	3	3	3	0	1	15
Roy Grace Nammayanja	NRM	Nakisunga	F	2	43	62	56	-11	8	8	0	1	17	9	5	14	4	3	3	1	7	7	21
Florence Nakamya Kaate	NRM	Seeta Namuganga	F	1	60	45	54	18	5	8	0	0	13	3	9	12	10	1	7	7	1	0	19
Alice Namanda	NRM	Kimenyedde, Nabbaale	F	1	37	44	54	20	8	8	0	1	17	9	9	18	10	1	3	3	1	1	9
Julius Ddamulira Ssemakula	DP	Mukono Central Division	M	1	51	64	53	-19	8	8	0	0	16	9	9	18	6	3	3	1	0	5	13
Godfrey Nsubuga	NRM	PWD	M	1		41	52	24	8	8	5	0	21	9	9	18	0	1	1	7	1	1	13
Godfrey Musanje Kikulwe	NRM	Kasawo	M	5	25	65	52	-22	8	8	0	0	16	5	9	14	4	1	3	3	5	0	18
Hardson Kiyaga Robison	NRM	Ntenjeru	M	1	39	56	50	-13	8	4	0	0	12	5	5	10	10	3	1	3	1	7	18
Husein Mubiru	Ind	Kimenyedda	M	1	19	49	50	0	8	8	0	1	17	9	9	18	0	3	1	3	3	0	15
Hajara Nakiguli	NRM	Kasaawo	F	1	48	61	50	-20	4	4	0	0	8	9	9	18	6	3	3	1	7	1	18
Lukeman Ssegayi	DP	Goma	M	1		63	49	-24	1	8	0	0	9	9	9	18	8	3	1	1	3	3	14
Teopista Galabuzi	DP	Goma	F	1	27	41	49	17	4	8	0	0	12	9	9	18	4	3	1	3	3	0	15
Anna Lubulwa	NRM	Ntunda, Nagojje	F	2	67	51	49	-6	8	8	2	0	18	9	5	14	6	3	3	1	1	1	11
Rose Babirye	DP	Mukono Central Division	F	1	31	45	48	4	1	8	0	1	10	9	9	18	10	1	1	1	3	1	10
Joachim Mukasa	NRM	Youth	M	1	33	40	47	15	8	8	0	0	16	5	6	11	6	5	1	1	1	3	14
Kaweesa Kaweesa	Ind	Ntunda	M	1	53	41	43	2	8	8	0	0	16	5	9	14	6	1	1	1	1	1	7
Noelina Nabuyange	NRM	Nama, Kyampisi	F	1	14	40	41	0	8	8	0	0	16	9	9	18	2	0	1	1	1	1	5
Jamil Kawooya	NRM	Nabbaale	M	2	33	27	36	30	8	8	0	0	16	2	5	7	0	1	1	7	1	1	13
Anuriata Nambi	NRM	Koome, Mpunge	F	1	21	58	31	-48	1	8	0	0	9	7	9	16	0	1	1	1	1	0	6
<b>Average</b>				<b>1</b>	<b>40</b>	<b>53</b>	<b>53</b>	<b>1</b>	<b>7</b>	<b>7</b>	<b>1</b>	<b>0</b>	<b>15</b>	<b>8</b>	<b>8</b>	<b>16</b>	<b>5</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>1</b>	<b>17</b>



## KEY FACTORS AFFECTING PERFORMANCE OF MUKONO DISTRICT

- a) **Unfulfilling political promises:** A good number of councilors find their expectations have not been met, hence the seemingly low morale in the execution of their duties. But most profoundly, poor facilitation emerged as the most critical factor constraining performance, as they could not conduct regular monitoring as well as organize community meetings to account to their voters.
- b) **Roles and Responsibilities:** There is an apparent failure on the part of some councilors to distinguish between the functions of the political and technical arms of the local government.
- c) **Challenges to keeping contact with the electorate:** It was observed that district councilors did not have officially laid out plans for meetings with the electorate and therefore did not conduct formal meetings. The few councilors that sustained their contact with the electorate continued to do so during social functions such as church services, weddings and burials.
- d) **Low levels of participation in sub-county council meetings:** It was evidently observed from the study that there was poor performance in regard to the required attendance of sub-county council meetings by district councilors.
- e) **Low civic awareness among community members:** A key finding from the various FGDs conducted with communities, as well as interactions with district officials, noted that the majority of citizens were largely ignorant of the mandate of councilors. This in essence meant that councilors were not held accountable by the electorate for their actions while in council.

## POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

- a) **Identify and Utilize Local Revenue Source Potential:** Mukono District has enormous untapped local revenue potential. The district should increase revenue through popularizing the Local Economic Development (LED) agenda.
- b) **Strengthen Local Accountability Mechanisms:** Mukono boasts of some initiatives that have been instrumental in championing accountability, and these include: accountability meetings by the CAO, Mukono Day led by the RDC, and the public display of leaders' phone numbers spearheaded by the Chairperson. This should be consolidated
- c) **Recruitment of Staff:** The survey revealed significant staff gaps across all departments in the district. Mukono District Local Government should therefore consider recruitment and

deployment of staff across sectors beginning with the critical ones.

- d) **Effective Coordination between the District and LLGs:** This will ensure effective accountability by leaders to the citizens. At the LLGs, it is good practice to share a schedule of council meetings with the district to avoid scheduling overlaps and clash of activities planned.
- e) **Orientation of District Councilors:** Role clarity is key to effective functionality of local governments. It is imperative that efforts to orient councilors on their designated roles and responsibilities be given due attention.
- f) **Improve Civic Awareness and Engagement:** For citizens to effectively hold their leaders accountable, they should know what those leaders should do for them. More emphasis should be put on using the radio to remind communities about the district's development agenda.
- g) **Improve contact with the electorate:** Councilors' contacts with the electorate should be improved through councilor-community meetings and attendance of sub-county meetings.

The full report on these findings can be accessed on ACODE's online information center at:

<http://www.acode-u.org/>

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