



L-R: Ms. Rose Gamwera, Secretary General ULGA; Mr. Ben Kumumanya, PS. MoLG and Dr. Arthur Bainomugisha, Executive Director ACODE in a group photo with award winners at the launch of the 8th Local Government Councils Scorecard Report FY 2018/19 at Hotel Africana in Kampala on 10th March 2020

1.0 Introduction

This brief was developed from the 8th scorecard report titled, “The *Local Government Councils Scorecard FY 2018/19. The Next Big Steps: Consolidating gains of decentralisation and repositioning the local government sector.*” The brief provides key highlights of the performance of elected leaders and Council of Mukono District Local Government during Financial Year 2018/19.

1.1 About the District

Mukono District is located in central Uganda. The District neighbours Wakiso to the west, Kayunga to the north, Buikwe to the east and Kalangala to the south. Mukono has 15 Subcounties, 1 Municipality with 2 divisions and 4 Town Councils. The district has 80 parishes and 592 villages. Mukono District has a total population of approximately 701,400 people (UBOS, 2019).

1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

The main building blocks in LGCSCI are the principles and core responsibilities of Local Governments as set out in Chapter 11 of the Constitution of the Republic of Uganda, the Local Governments Act (CAP 243) under Section 10 (c), (d) and (e). The scorecard comprises of five parameters based on the core responsibilities of the local government Councils, District Chairpersons, Speakers and Individual Councillors. These are classified into five categories: Financial management and oversight; Political functions and representation; Legislation and related functions; Development planning and constituency servicing and Monitoring service delivery. The parameters are broken down into quantitative and qualitative indicators. Separate scorecards are produced for the Chairperson, Speaker of Council, Individual Councillors, and the District Council as a whole.

The major rationale of the LGCSCI is to induce elected political leaders and representative organs to deliver on their electoral promises, improve public service delivery, ensure accountability and promote good governance through periodic assessments.

1.3 Methodology

The FY 2018/19 LGCSCI assessment was conducted from July to September 2019. The scorecard used both qualitative and quantitative tools to collect data. These included: face-to-face structured interviews, civic engagement meetings, documents' review, key informant interviews, field visits and photography. Out of the 34 elected leaders (including District Chairperson and Speaker of Council), a total of 32 members, of which 20 were male and 12 female and Council were assessed. Unfortunately, the district council lost two councillors, Hon. Mastulah Namaganda (Ntenjeru and Mpatta Sub Counties) and Hon. Roy Grace Namayanja (Nakisunga Sub County) during the year under review.

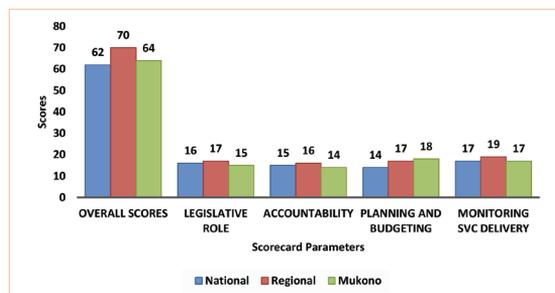
2.0 Results of the Assessment

This section highlights the performance of the Council, Chairperson, Speaker of Council and Councillors of Mukono District Local Government during the FY 2018/19.

2.1 Performance of Mukono District Council

Mukono District Local Government Council has a total of 32 members including the Chairperson and Speaker. The total number of council members should have been 34, unfortunately 2 (two) councillors passed away that is Hon. Roy Grace Namayanja (Nakisunga Sub County) and Hon. Mastulah Namaganda (Ntenjeru and Mpatta Sub Counties). In terms of performance, Mukono District Council scored 64 points out of the 100 possible points, an improvement from the previous assessment where council obtained 50 points out of 100 possible points. During FY2018/19 council's performance was slightly higher than the national average score at 62 out of 100 points but lower

Figure 1: Performance of Mukono District Council on Key Parameters Relative to National and Regional Average Performances



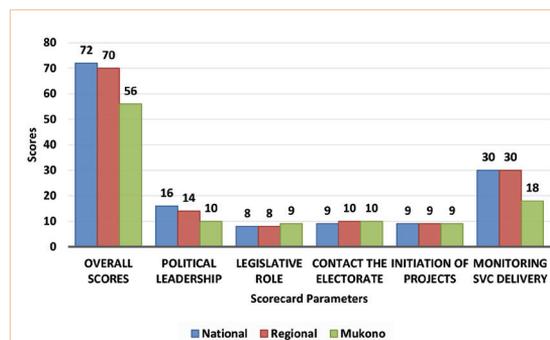
Source: Local Government Council Scorecard Assessment FY 2018/19

than the regional average score at 70 out of 100 points. Council's performance under the parameter of planning and budgeting was exceptional having attained 18 points out of the 20 possible points. This was a high score considering that the national and regional average scores were 14 out of 20 points and 17 out of 20 points respectively. Despite the tremendous performance under the planning and budgeting, Council registered a weak performance on monitoring service delivery with 17 out of a possible 30 points. This was because the monitoring exercise was not sufficiently done and in cases where it was done, there was no evidence of monitoring reports produced as well as follow up actions undertaken from the issues that arose. However, the District Council's scores under monitoring service delivery units were similar to those at the national level but lower than the regional average scores at 19 out of 30 possible points. Table 1 shows the performance of Mukono District Council.

2.2 Performance of the District Chairperson

During the year of review, Hon. Andrew Ssenyonga was the District Chairperson and was serving his first term. He subscribes to the NRM political party. The chairperson scored 56 points out of the 100 possible points. Although this was lower than the regional and national averages which stood at 72 out of 100 points and 70 out of 100 points respectively, the chairperson made an improvement of 24 points from the previous assessment. His best performance was on the initiation of projects where he scored 9 out of the 10 points and this average ran through at both national and regional levels. Hon. Ssenyonga also registered exceptional performance on contact with the electorate where he scored 10 out of the 10 points which was equivalent to the

Figure 2: Performance of Mukono District Chairperson on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Council Scorecard Assessment FY 2018/19

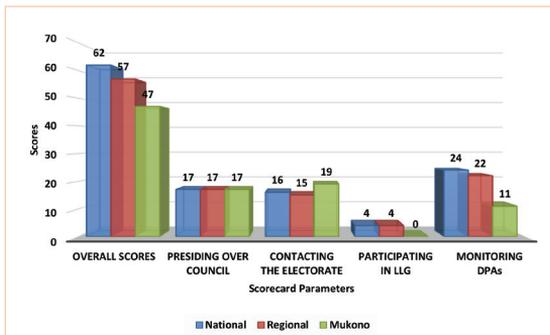
scores at regional level with 9 out of 10 points at national level.

As a political head, the chairperson obtained an average performance on the parameter of provision of political leadership where he scored 10 out of 20 points which was lower than both the regional and national averages at 14 out of 20 points and 16 out of 20 points respectively. With regard to monitoring service delivery, Hon. Senyonga realized a weak performance of 18 out of 45 points because he had no evidence of monitoring reports. Table 2 shows the performance of Mukono District Chairperson.

2.3 Performance of the Speaker of Council

During the year under review, Hon. Emmanuel Mbonye was the Mukono District Speaker of Council. He subscribes to the NRM political party and was serving in this office for the first time but this was his second term as councillor for Mpatta Sub County. Hon. Mbonye scored 47 out of 100 points which was 14 points lower than his score in the previous assessment. This was also lower than both the regional and national average scores which were at 57 out of 100 points and 62 out of 100 points respectively. His best performance was realized on his contact with the electorate where he scored 19 out of 20 points. This was higher than the regional and national averages at 15 out of 20 and 16 out of 20 points respectively. Hon. Mbonye also performed well on the parameter of presiding over council where he obtained 17 out of the 25 which was the same average across the national and regional levels. However, the Speaker's performance on monitoring service delivery was below average since he only obtained 11 points out of 45 possible points. The regional and national averages under this parameter were 22 out of 45 points and 24 out of 45 points respectively. Like in the previous assessment, Hon.

Figure 3: Speaker of Council's Performance on Key Parameters Relative to National and Regional Average Performances



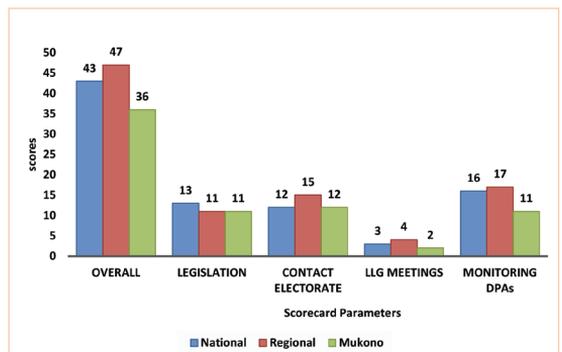
Source: Local Government Council Scorecard Assessment FY 2018/19

Mbonye's performance on participation in lower local governments was found wanting. He did not earn any point, although the regional and national averages were quite low too, at 4 out of 10 possible points. Table 3 illustrates the performance of the Speaker of Mukono District Council.

2.4 Performance of the District Councillors

The average score for councillors was 36 points out of 100 possible points, 2 (two) points lower than in the previous assessment. The Councillors' performance was very low, considering the regional and national averages which were at 47 out of 100 points and 43 out of 100 points respectively. During the year under review, Hon. Stephen Mufuwa (Nakisunga Sub County) emerged as the best male councillor with 75 out of 100 points, an improvement by 13 points from the previous assessment. On the other hand, Hon. Sylvia Kyobe (Nama/Kyampisi) emerged as the best female councillor in Mukono District Council obtaining 68 out of 100 points, a remarkable improvement by 30 points from the previous assessment. Overall, the councillors' best performance was under the parameter of contact with the electorate whose average was 12 out of 20 points. This was similar to the national average but below the regional average which was at 15 out of 20 points. Generally, the performance of councillors in the other parameters (Legislation (11 out of 25 points), Participation in LLGs (2 out of 10 points) and Monitoring service delivery (11 out of 45 points)) was wanting as it was below average. Majority of the councillors did not perform well in monitoring service delivery because they had no evidence of monitoring reports as well as follow up actions of issues that arose, in cases where they endeavored to monitor. In addition, several councillors also did

Figure 4: Performance of Mukono District Councillors on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Council Scorecard Assessment FY 2018/19

not meet the threshold of attending LLG council meetings (at least 4 (four) times) claiming that they were not invited or the district council schedule of meetings collided with that of LLGs hence the poor performance. Table 4 shows the performance of Mukono District Councillors.

3.0 Critical Factors Affecting Performance

3.1 Key Factors Enabling Good Performance

- **Availability of coordinating centres:** All councillors had designated coordinating centers where they can be reached by their electorate which enhances accountability and improved service delivery.
- **Membership to District Executive Committee:** Councillors who were members of the District Executive Committee had an added advantage for instance, they had access to offices and additional resources to carry out council activities like monitoring service delivery.

3.2 Key Factors Affecting Performance

- **Unavailable minutes:** The minutes from some committees were not easily available so the councillors did not perform well under the parameter of legislation since it could not be ascertained whether or not they had attended those meetings. This equally impacted on the Speaker's performance especially on the indicator of timely production of minutes.
- **Lack of a substantive clerk to council:** At the time of the assessment, the clerk to council who had served under the year that was being assessed had long handed over the office and so the incoming clerk did not have sufficient information. Worse still, towards the end of the assessment, a new clerk to council assumed office. Therefore, the lack of a substantive clerk to council worked against the councillors and council.
- **Poor documentation of issues:** Whereas councillors reported on issues raised during council meetings, many of such were not easy to trace in the minutes, something which cost performance due to lack of evidence for their claims. In the same way, councillors failed to produce activity and monitoring reports to back their claims of having carried out such activities/ monitoring.

- **Restriction of moving motions to committee chairpersons:** The way council business is conducted in Mukono is such that only committee chairpersons are allowed to move motions after agreeing on issues within the committees. Ordinary councillors are deprived of performing this duty during council meetings which jeopardized their performance.
- **Low civic awareness among community members:** From the various community engagement meetings conducted, as well as interactions with district officials, it was noted that the majority of citizens make demands outside the mandate of councillors. It was for such a reason numerous councillors felt uncomfortable keeping in contact with their electorate.
- **Low attendance of lower local government meetings:** Failure of councillors to attend lower local government meetings affected their performance. They claimed that they were not invited or invited late or worse still blamed it on the collision of the schedules of meetings at the various levels.

4.0 Recommendations

- There is need for the district council to advocate a substantive clerk to council who should undergo capacity building on proper documentation and management of records.
- Councillors should increase sensitization efforts for citizens to understand their obligations such as the importance and role of keeping children in school as well as provision of food to the children while at school. Otherwise citizens will continue to demand the wrong things from councillors.
- The district council should identify new sources of local revenue to increase funds for the facilitation of council operations like monitoring service delivery. In addition, the council should devise means of sealing off of all leakages of revenues being lost during collection in the district.
- All political leaders in the district should improve on record keeping of the activities they participate in on behalf of council and on their own behalf.
- The Speaker should communicate and share the council schedule with LLGs, such that the meetings for the respective councils are not colliding.

Table 1: Performance of Mukono District Council FY2018/19

Performance		Legislation										Accountability					Planning and Budgeting				Monitoring Service Delivery											
	2016/17	2018/19	Rules of Procedure	Membership to ULGA	Committees of Council	Motions Passed by the Council	Ordinances	Conflict Resolution	Initiatives	Public Hearings	Legislative Resources	Petitions	Capacity Building	Sub Total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of Accountability	Sub Total	Plans, Vision and Mission	District Budget	Local Revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	ENR	Sub Total
Max Score	100	100	2	2	3	3	3	1	2	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	4	30
Mukono	50	64	2	1	1	3	3	1	0	2	2	1	1	15	3	3	6	2	0	14	5	4	9	18	4	4	3	3	1	1	17	
Average	51	62	2	1	2	2	2	1	1	1	3	1	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	17	

Table 2: Performance of the District Chairperson

Identifiers		Performance		Political Leadership								Legislative Role				Contact with Electorate		Initiation of Projects				Monitoring Service Delivery							
Name	Gender	2016/17	2018/19	DEC	Monitoring Admin	State of Affairs	Oversight Civil Servants	Commissions/Boards	Central Gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues by Electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
Andrew Ssenyonga	M	32	56	2	5	2	0	1	2	10	2	4	3	9	5	5	10	3	1	5	10	7	7	2	2	2	0	4	18
Average Score		62	72	2	4	2	3	2	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	4	2	3	29	

Table 3: Speaker of Council's Performance FY 2018/19

Name	Identifiers		Performance		Presiding over Council						Contact Electorate			LLG	Monitoring Service Delivery												
	Political Party	Constituency	District	Gender	Terms Served	2016/17	2018/19	% Change	Chairing Council	Rules of Procedure	Business Committee	Records Book	Record of Motions	Special Skills	Sub Total	Meetings	Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
Maximum Scores						100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	5	5	45
Emmanuel Mbonye	NRM	Mpatta	Mukono	M	1	61	47	-23	3	7	2	2	3	0	17	10	9	19	0	5	1	1	1	1	1	11	
Average					2	57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	4	1	3	24

Table 4: Performance of District Councillors FY 2018/19

Name	Political	Constituency	Gender	Terms Served	Performance		Legislation				Contact Electorate			LLG	Monitoring Service Delivery									
					2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting	Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
Stephen Mufuwa	NRM	Nakisunga S/C	M	1	62	75	21	8	8	5	0	21	11	9	20	6	3	7	3	7	7	0	1	28
Sylvia Kyobe	NRM	Nama/Kyampisi	F	1	38	68	79	8	8	5	4	25	11	9	20	2	7	4	5	0	1	0	4	21
Abbas Kabenge	NRM	Nabbale S/C	M	1	52	61	17	3	8	0	0	11	11	9	20	6	7	6	5	0	1	0	5	24
Lukeman Ssegayi	DP	Goma Div	M	2	32	57	78	3	8	5	0	16	11	9	20	6	1	1	1	0	7	1	4	15
Lawrence Semakula	NRM	Mpunge S/C	M	2	41	55	34	8	8	5	0	21	11	2	13	0	5	1	1	5	5	0	4	21
Faisal Kigongo Luggya	NRM	Youth	M	1	42	54	29	8	8	5	0	21	0	9	9	6	3	3	3	3	1	0	5	18
Anna Lubulwa*	NRM	Nagojje/Ntunda S/C	F	1	48	53	10	3	8	2	1	14	7	2	9	4	5	4	5	4	1	3	4	26
Francis Lukyamuzi	DP	Ntenjeru S/C	M	1	55	50	-9	1	8	5	0	14	7	9	16	6	1	3	3	5	1	0	1	14

Name	Political	Identifiers		Performance		Legislation				Contact Electorate			LLG	Monitoring Service Delivery										
		Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total		Meeting	Office	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
Asuman L. Muwumuza	NRM	Koome S/C	M	5	32	47	47	3	8	5	0	16	7	2	9	10	1	1	1	1	7	0	1	12
Specioza Nassolo	DP	Goma Div	F	1	33	45	36	8	8	0	0	16	11	9	20	0	1	1	0	5	1	0	1	9
Ronald Kayanja	NRM	Seeta Namuganga	M	1	42	44	5	8	8	0	0	16	11	0	11	8	1	2	1	1	3	0	1	9
Edward Mutebi																								
Kiwanuka	NRM	Kimenyedde S/C	M	1	25	43	72	8	8	0	0	16	4	2	6	2	7	7	3	1	1	0	0	19
Fred Musonge Nkajja	NRM	Nama S/C	M	1	62	41	-34	1	8	5	0	14	4	5	9	0	1	1	3	3	2	5	18	
Betty Nakasi	DP	Central Div	F	1	33	40	21	8	8	5	0	21	1	9	10	0	1	1	0	1	0	5	9	
Timothy Kisakye	IND	Ntunda S/C	M	1	34	38	12	1	1	0	0	2	11	9	20	0	5	1	1	0	5	0	4	16
Julius D. Ssemakula	DP	Central Div	M	2	49	36	-27	8	3	0	0	11	11	9	20	0	1	1	1	0	1	0	1	5
Betty Nansubuga*	NRM	Nabbaale/Kimenyedde	F	1	34	36	6	1	0	0	1	10	5	15	15	0	1	5	5	4	1	0	4	20
Sarah Kayaga	NRM	Seeta Namuganga	F	1	53	36	-32	8	8	5	0	21	7	2	9	0	1	1	1	1	1	0	1	6
Afuwa Kiiza	NRM	Koome/Mpunge S/C	F	1	32	34	6	1	3	0	0	4	10	2	12	0	5	1	1	5	5	0	1	18
Claudia Kanya	NRM	Older Persons	F	1	38	30	-21	3	1	0	0	4	11	9	20	2	0	0	1	1	1	0	1	4
Annet Nakanwagi	NRM	PWD	F	3	29	28	-3	1	3	0	0	4	11	9	20	0	1	1	1	0	0	0	1	4
Ronald Kikomoko*	DP	Kyampisi S/C	M	1	11	21	91	1	0	0	0	1	7	2	9	0	5	1	0	0	0	0	0	11
Joseph Mukasa Ssozi	NRM	Older Persons	M	1	35	20	-43	1	8	0	1	10	3	2	5	0	0	0	0	0	1	0	4	5
Mariam Mirembe	NRM	Workers	F	1		19		1	0	0	0	1	4	9	13	0	1	1	1	1	0	0	1	5
Abdul Nsubuga*	NRM	PWD	M	1	20	14	-30	1	0	0	1	2	10	2	12	0	0	0	0	0	0	0	0	0
Gonzaga Ssensamba	IND	Workers	M	1		12		8	0	0	0	8	0	2	2	0	1	0	0	0	1	0	2	
Samalie Musenero*	NRM	Kasawo S/C	F	1	56	8	-86	1	0	5	0	6	0	2	2	0	0	0	0	0	0	0	0	0
Joanita Nalweyiso*	NRM	Youth	F	1	17	4	-76	1	0	0	1	2	0	2	2	0	0	0	0	0	0	0	0	0
Sabiti Ssekisambu*	NRM	Kasawo S/C	M	1	25	3	-88	1	0	0	0	1	0	2	2	0	0	0	0	0	0	0	0	0
Davis Lukyamuzi*	NRM	Nagojje S/C	M	1	43	3	-93	1	0	0	0	1	0	2	2	0	0	0	0	0	0	0	0	0
Average					38	36	1	4	5	2	0	11	7	5	12	2	2	2	2	2	2	0	2	11

*Councillors Assessed Using Secondary Data

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About ACODE: The Advocates Coalition for Development and Environment (ACODE) is an independent public policy research and advocacy Think Tank based in Uganda, working in the East and Southern Africa sub-regions on a wide range of public policy issues. Our core business is policy research and analysis, outreach and capacity building. Since its founding 19 years ago, ACODE has emerged as one of the leading regional public policy think tanks in Sub-Saharan Africa. For the last 8 consecutive years, ACODE has been recognized among the Top-100 Think Tanks worldwide by the University of Pennsylvania's annual Global-Go-To Think Tank Index Reports.

About LGCSCI: The Local Government Councils Scorecard Initiative (LGCSCI) is a policy research and capacity building initiative implemented by ACODE and ULGA. The initiative is a strategic social accountability initiative that enables citizens to demand excellence of their local governments and enables local governments to respond effectively and efficiently to those demands with the aim of improving service delivery.

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