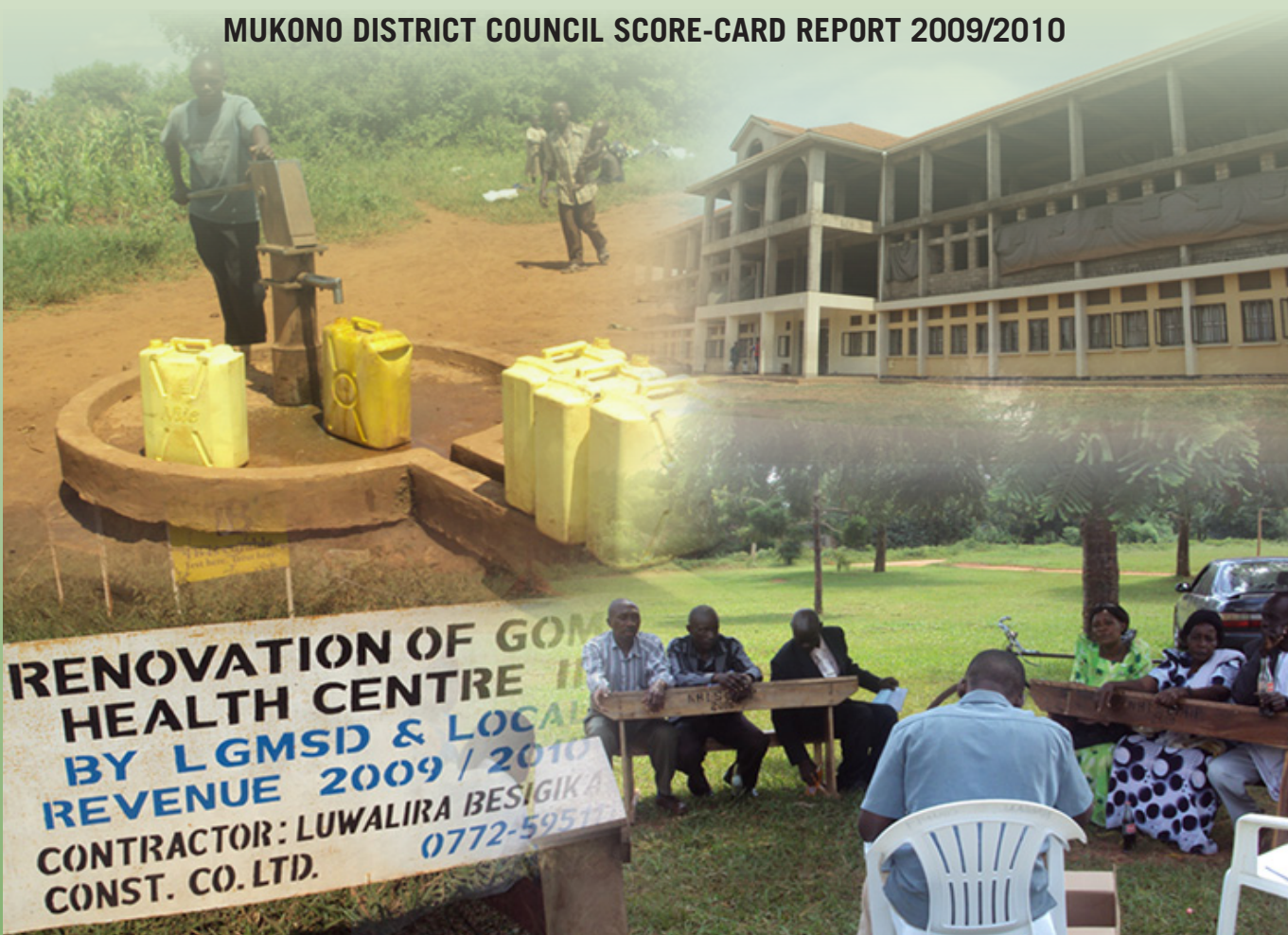




LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

MUKONO DISTRICT COUNCIL SCORE-CARD REPORT 2009/2010



Lillian Muyomba-Tamale
Godber W. Tumushabe
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Abbreviations

ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
CBO	Community Based Organization
CSO	Civil Society Organization
DCC	District Contact Committee
DDP	District Development Plan
DP	Democratic Party
DSC	District Service Commission
ENR	Environment and Natural Resource
FAL	Functional Adult Literacy
FDC	Forum for Democratic Party
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
LC	Local Council
LG	Local Government
LGCSC	Local Government Councils' Score-card
LGCSCI	Local Government Councils' Score-card Initiative
LGDP	Local Government Development Programme
LLG	Lower Local Government
MoLG	Ministry of Local Government
MOU	Memorandum of Understanding
NAADS	National Agriculture Advisory Services
NGO	Non Governmental Organization
NPPA	National Priority Programme Areas
NRM	National Resistance Movement
NWSC	National Water and Sewerage Corporation
PHC	Primary Health Care
PLE	Primary Leaving Examinations
PWD	People with Disabilities
SCOUL	Sugar Corporation of Uganda
TPC	Technical Planning Committee
UBOS	Uganda Bureau of Statistics
ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education

Acknowledgements

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

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

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

Advocates Coalition for Development and Environment

Executive Summary

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

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

For the FY 2009/10, the assessment focused on the district chairperson, the district speaker, the 26 councilors and the district council as an independent corporate body. The themes of assessment were premised on political leaders' roles and responsibilities as outlined in the Local Government Act. Although the scope of the study is FY 2009/10, effort was made to cross check for evidence from the previous financial years for comparison purposes.

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

In terms of Score-card performance, the district council garnered 60 points out of 100 total points. The Chairman, Mr. Lukooya Mukoome scored 54 out of 100 total points with his best performance registered under contact with the electorate. The district speaker on the other hand scored 58 out of 100 points with the best performance registered in his role of presiding and preservation of order in the district council. The performance of individual councilors was generally poor with the highest scoring 66 points while the lowest scored a paltry 17 points out of a total of 100 total points. In terms of gender, women councilors performed better than their male counterparts with an average score of 38 and 35 respectively. With a few exceptions, the majority of councilors registered their best performance in their role of contact with the electorate while monitoring of the NPPAs was the worst performed parameter, a situation that could perhaps explain the poor state of affairs of the majority of social services in the district.

Arising from the analysis of the state of service delivery in the district and score-card performance, key recommendations are made in this paper to be adopted at two levels. At the national, there is need to:

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

At the district level there is need to:

- Strengthen monitoring of government programs with specific focus on the involvement of the political leaders.
- The district council should introduce a mandatory requirement for councilors to produce individual monitoring reports from their constituencies.
- Improve civic awareness with regard to the understanding of the role of political leaders. This will go a long way in enhancing the demand for accountability
- Political leaders need to improve contact with the electorate as this interface will enhance candid discussion on key issues in a more informal but business-like manner.

1. INTRODUCTION

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

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

The first Local Government Councils' Score-card covering the Financial Year 2008/09 was conducted in 10 local governments.² The second score-card assessment covering the Financial Year 2009/10 covers 20 local government councils including Mukono

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

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

District Local Government Council.³ This is, therefore, the first score-card report for Mukono District Local Government.

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

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

2. METHODOLOGY

The Local Government Councils' Score-card uses a standard methodology and a set of qualitative and quantitative indicators to assess the performance of Local Government Council leaders. The score-card was initially developed in 2009. Following the publication of the first score-card⁴ and the feedback from the outreach process, the indicators were revised to address a number of deficiencies that became apparent. The revised score-card departs from the original one in three fundamental ways. First, the revised indicators are more aligned to service delivery objectives where councilors are assessed by their substantive contributions to monitoring and promoting the delivery of public services across the five national priority programme areas (NPPAs). Second, local government councils are assessed on the extent to which they address national public policy issues such as corruption, governance and respect for human rights. Finally, a set of indicators that measure the extent to which councilors provide feedback to their constituencies are included in the score-card.

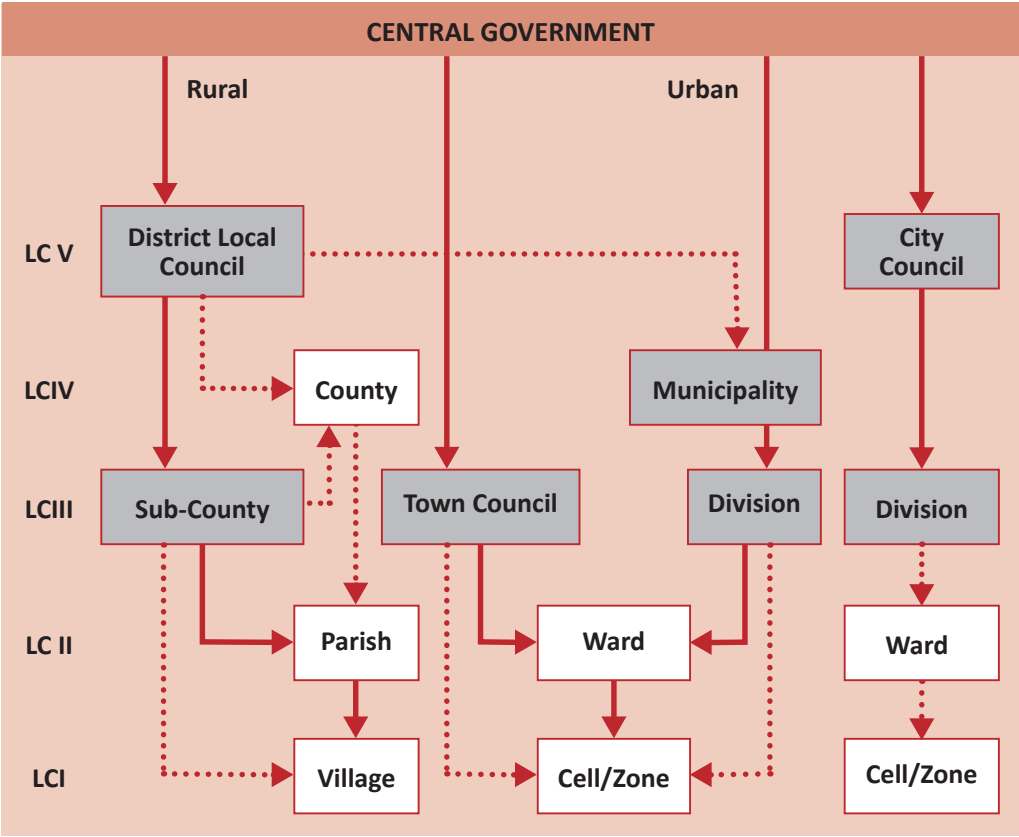
2.1 Building Block for the Score-card Indicators: Who is assessed?

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

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

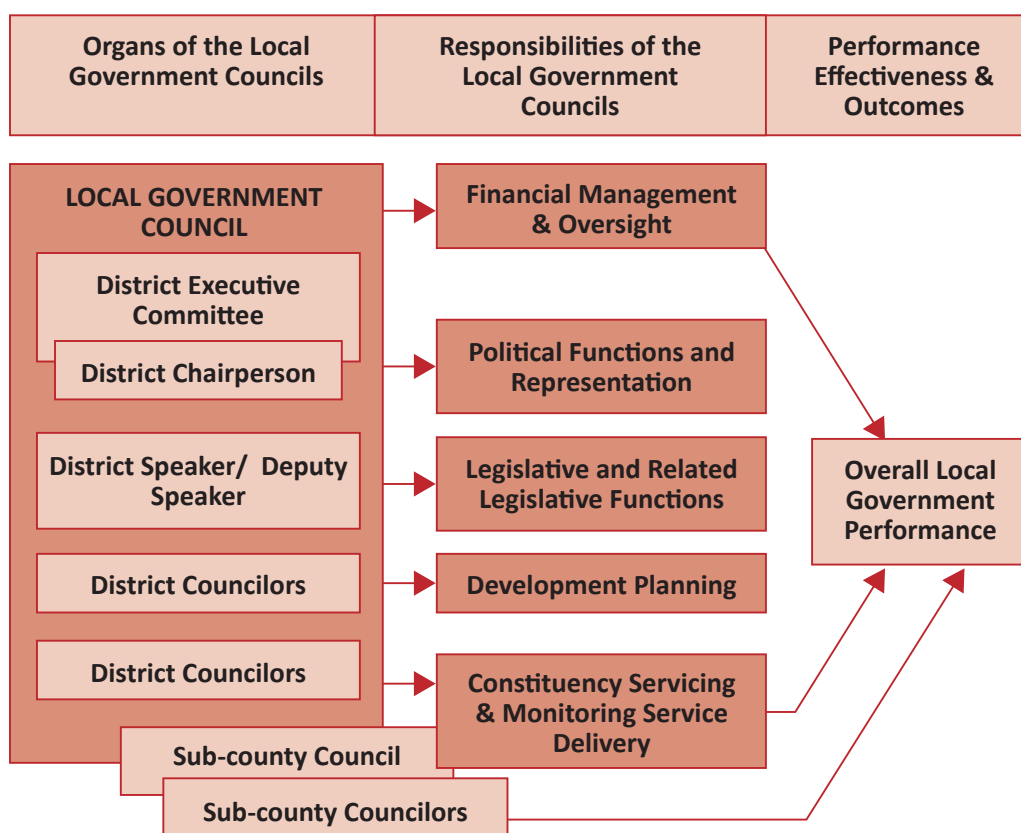
5 See Section 6 of the Local Government Act Cap.243 as amended

Figure 1: Structure of District Local Governments in Uganda



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

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

Figure 2: Key Aspects of the Local Government Councils Performance

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

2.3 Score-card Assessment Methodology

The methodology for undertaking the score-card is designed to achieve a number of objectives. The methods used include: literature review; inception meetings; interviews;

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

and Focus Group Discussions (FGDs). First and foremost, the primary objective is to collect qualitative and quantitative data on the status and trends on key service delivery indicators in the selected local governments. Secondly, the process of undertaking the assessment helps the councils learn more about their roles and how best they can perform those roles and effectively represent the interests of their electorate. Thirdly, while focus group discussions are designed to collect information on the perceptions of voters and validate the data and information from councilors, the meetings also act as civic empowerment platforms.

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

Based on the data and information derived from the literature review, the fieldwork took the form of interviews and focus group discussions. Individual interviews were organized with the district Councilors, the Chairperson and the Speaker. The interviews provided the opportunity to discuss with the respondents the scores that they might obtain based on the information and documentation available about their performance. For the 2009/10 Financial Year, Mukono District Local Government Council had a total of 26 councilors including the Chairperson. All the councilors participated in the assessment. Focus group discussions were organized in each of the 13 sub-counties. As already alluded to above, besides providing an opportunity for validating the reports from councilors, FGDs also provided an opportunity for civic education for the participating members. In Mukono District local government, the FGDs were attended by 261 participants of whom 99 were women and 162 men. A standard guideline (Annex 2) was used for conducting the FGDs.

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

3. DISTRICT BACKGROUND

3.1 Geopolitics and Demographic Characteristics

Mukono district local government was first created in 1980.⁷ It originally comprised the Buganda Kingdom counties of Kyagwe, Bugerere and Buvuma. Over the last decade, the district has not escaped the phenomenon of administrative engineering which has seen many Ugandan districts parceled up in smaller administrative, often ethnically based units. In December 2000, Bugerere County was constituted into the current Kayunga District, while part of Kyagwe was carved into Buikwe District in 2009.⁸ The most recent addition is Buvuma district which was carved out of Buvuma County in 2010.⁹

Consequently, at the moment, Mukono district local government is made up of the two counties of Nakifuma and Mukono.¹⁰ In its current form, Mukono district local government is bordered by Buikwe to the East, Kayunga along river Sezibwa to the North, Luweero to the Northwest, Wakiso to the South West and Buvuma, Lake Victoria and Tanzania to the South. It is this diminished geo-political entity that is the focus of the 2009/10 score-card assessment.

Mukono's proximity to the capital city means that the district plays host to large number of residents and workers from neighbouring districts. With a total population of 795,393 persons, Mukono District local government is Uganda's fourth most populous district after Kampala, Mbarara and Arua.¹¹ Available demographic information further shows that Mukono District local government has a high population growth rate of over 2.6% with an estimated population density of 256 persons per sq. km. Table 1 shows the population trends for district over the last 5 years.

Table 1: Population Projections

Year	2005	2006	2007	2008	2009	2010 ¹²
Male	424,200	435,000	446,800	459,400	471,000	486,800
Female	435,600	446,500	457,900	469,800	481,300	494,800
Total	859,800	881,500	904,700	929,200	952,300	981,600

Source: UBOS 2011

7 The district was carved out of Northern Buganda province after the abolition of provinces in 1980. Available at <http://www.statoids.com/uug.html>

8 See Report of the Sessional Committee on Public Service and Local Government on the creation of Zumbo, Amudat, Otuke, Lamwo, Kyegegwa, Buikwe, Namayingo, Kiyunga, Kiryandongo, Kibuuku, Serere, Alebtong, Gomba, Kalungu, Buvuma, Butambala, Bulambuli, Kyankwanzi and Buyende districts, June 2009.

9 Ibid.

10 As of August 2011, Mukono district local government has five urban centres within its borders: Mukono Municipality, Nakifuma T.C, Kalagi T.C, Naggalama T.C and Namataba T.C.

11 2002 National Population Statistics.

12 The projections are inclusive of the new districts of Buikwe and Buvuma.

Suffice it to note that the high urbanization rate of the district (17%) makes the district not only a pedestal for industrialization but also a destination for youth in search of employment. In Table 2 we present a contrasting analysis of selected demographic indicators of the district compared with the central region and the national level.

Table 2: Demographic characteristics of Mukono district local government compared to regional and national statistics

Factor	Mukono	Central Region	National
Total Population (2010?)			
Population density	256 p'ple per km ²	175.7 p'ple per km ²	124 p'ple per km ²
Annual Growth Rate	2.6 %	2.6 %	3.3 %
Urbanization level	17 %	25 %	12 %
Homeless population	2,113	5,051	29,949
Infant population below 1 year	29,307	244,994	1,007,407
Population under 5 years	142,438	1,133,633	4,544,423
Children of primary school age (6 to 12 years)	178,409	1,421,189	5,373,678
Adolescents (10 – 24 years)	272,783	2,378,914	8,392,872
Population under 18 years	443,946	3,596,929	13,708,263
Adults above 18 years	351,447	2,978,496	10,733,821
Youth (18-30 years)	175,708	1,598,825	5,472,062
Elderly (60+ years)	38,975	291,799	1,101,039
Orphans (Less than 18 years)	65,709	583,037	1,796,343
PWDs	24,120	205,165	844,841

Source: Mukono District Local Government Development Plan 2009/10

Mukono district local government comprises 13 sub-counties of Nama, Nakisunga, Ntenjeru, Koome, Ntunda, Nagojje, Kyampisi, Kasawo, Kimyenyedde, Seeta-Namuganga, Nabbale, Mpunge and Mukono Town Council that has since become a municipality. The district administrative headquarters are located at the heart of the district, within the municipality. Mukono district local government is headed by an elected council comprising the LCV chairperson and supported by an executive committee drawn from the elected councilors. The council conducts business through five sectoral committees which include: Finance, Planning and Technical Services; Production, Natural Resources and Island Development; Health; Gender and Community Based Services; Education and Security.¹² Table 3 indicates the four sectoral committees and their secretaries during the year under review.

Table 3: Secretaries of Council Sectoral Committees

Sectoral Committee	Secretary	Constituency
Finance, Planning Works and Technical Services	Hon. Asuman Muwumuza	Koome
Production, Natural Resources and Island Development	Hon. Kigundu Musa	Kyampisi
Gender, Health and Community Based Services	Hon. Robinah Muwonge	Kasawo/Namuganga
Education and Security	Mr. Francis Lukooza Mukoome	District Chairperson

Source: Mukono District Local Government

¹² During the year under review, Council conducted business with only four sectoral committees after the two districts of Buvuma and Buikwe had been carved out.

3.2 The Local Economy and Economic Opportunities

Before its dismemberment, the greater Mukono district local government took pride in enormous economic opportunities that made it a major economic powerhouse compared to many districts of Uganda. Now nursing wounds of territorial loss, the district bequeathed significant and outstanding industries such as the Sugar Corporation of Uganda (SCOUL), Cable Corporation, UGMA, Tembo steel manufacturing industry, a railway station, all of which are now part of the newly created Buikwe District. Similarly, the only government hospital for the district, Kawolo Hospital was lost to Buikwe District. Further economic losses were registered as a result of the loss of other key industries including Nile Breweries, Picfare Textile industry, Nalubaale power generating station, Gulu foam industry, all of which were in the then Njeru Town Council which is now part of Buikwe District.

Indeed, the territorial concessions made to pave way for the creation of Buikwe District have diminished the political and economic influence of Mukono District. However, even in its diminished form, Mukono district local government still boasts of major aspects of economic infrastructure that could be harnessed to increase revenue, ensure jobs growth, and enhance the delivery of public goods and services. Notable aspects of economic infrastructure include: Lwanyonyi – Industrial Park, Kyetume Abattoir, Railway, hotels such as Colline Hotel, Ankrah Foundation, Patron Hotel and a network of guest houses. Furthermore, the establishment of Uganda Christian University has increased institutional and private sector activities in the district. In Seeta, the district hosts Namanve Industrial Zone with Century Bottling plant for soft drinks, African Poly Bags producing polyethylene bags and Biyinzika Poultry Breeders.

4. THE STATE OF SERVICE DELIVERY IN MUKONO DISTRICT LOCAL GOVERNMENT: ANALYSIS OF LOCAL GOVERNMENT COUNCIL ACTIONS AND RESPONSES

The effective performance of a district local government can best be assessed by considering the status of key social economic indicators for the district. The adoption of the decentralization policy in 1992, and the associated subsequent reforms, placed the delivery of primary education, health, rural roads, water and sanitation, community services, and agriculture extension services, among others, in the hands of local government councils. Local government council leaders are also supposed to ensure that central government services are effectively delivered to their electorate. Essentially, well performing local governments should lead to improvements in key indicators for these services. Even in systems where the central government remains a key player in the delivery of such services, the local government complements the work of the central government or focuses on ensuring that the central government fulfils its development and governance commitments to the population.

This section of the report provides a succinct review of key socio-economic indicators of Mukono district local government. An attempt is made to compare the indicators at the end of the Financial Year under assessment with the same indicators at the period when the current district council leadership assumed office in 2006. The section also analyzes the actions or lack thereof of Mukono district local government Council and its respective organs in addressing the service delivery deficiencies affecting the electorate and citizens in the district. This comparison provides a good basis to examine whether there is any change, (quantitative and qualitative) in key selected indicators over the five-year period when the council being assessed was in leadership. Similar deductions can also be made by comparing the indicators for 2007/08 and those of 2009/10.

4.1 Primary Education Services

4.1.1 Access and quality indicators

The analysis of the state of education in Mukono district local government presents an array of contrasting realities that range from access to functionality of education services. In terms of access, the district had a total of 813 primary schools during the year under review, 48 percent of which are government aided.¹³ Available statistics reveal a steady increase in net intake¹⁴ and net enrolment¹⁵ rates in these schools over the years. This

13 These directly receive funding from the central government in form of Universal Primary Education (UPE) funds, teacher salaries and School Facilitation Grants (SFG).

14 The ratio of the pupils aged six in primary one to the country total population aged 6 years.

15 Refers to the ratio of pupils in primary school aged 6 – 12 to the country total population aged 6 -12 years.

perhaps explains the increased demand for education services in the district. Quality enhancement indicators, on the other hand, show the district lagging behind the set national standards with a pupil- teacher ratio of 40:1 and pupil-classroom ratio of 54:1. Table 5 provides a trend of both access and quality indicators for the district since 2005.

Table 4: Education Statistics for Mukono District

		2005	2006	2007	2008	2009
	No. of primary schools					813 ¹⁶
Accessibility Indicators	Net Intake			50.3	50.9	65.1
	Net Enrolment			83.7	86	102
Quality Enhancement	Pupil teacher ratio ¹⁷		41	51	40	40
	Pupil classroom ratio ¹⁸		58	57	56	54

Source: UBOS Statistical abstract 2009, 2010, 2011

Suffice it to note is the apparent discrepancy between the national statistics and the reality on the ground. Evidence from the 92 primary schools visited during the assessment suggests major service delivery issues regarding the provision of primary education in the district.¹⁹ First, the district has a high pupil-teacher ratio that is evidenced by overcrowding in most primary schools in the district. Physical visits to the primary schools of Buntaba²⁰ in Kyampisi Sub-county, Bukerere in Goma Sub-county, Katoogo in Nama Sub-county and Koome in Koome Sub-county revealed overcrowded classrooms being attended to by a single teacher.

Second, the physical state of the infrastructure at the schools left a lot to be desired

Figure 3: Overcrowded P.3 classroom in Bukerere P/S in Goma sub-county.



Source: ACODE Digital Library, May 2011

16 Source: Mukono District Local Government Development Plan 2009/10

17 Total number of pupils enrolled in a given school divided by the total number of teachers in the same school.

18 Average number of primary school pupils per primary school classrooms.

19 The research team visited 6 primary schools in each of the sub counties in the district.

20 The research team visited 6 primary schools in each of the sub counties in the district.

with often dilapidated structures being used as classrooms. A classical example is a roofless classroom block (Figure 4) at Buntaba PS that is used by primary 2 and 3 pupils. This situation is exacerbated by the apparent slow response by the school authorities to renovate the collapsing buildings. For example, despite the appalling state of the classroom block at Buntaba PS, no visible interventions had been instigated. In addition, even the schools with good classroom blocks still lacked concrete floors and were dusty. This made pupils susceptible to health hazards such as jiggers. Dusty classrooms were particularly found in Kisowera PS, Nama Sub-county, Bunankanda PS in Ntenjeru Sub-county and Maziba PS in Nakisunga Sub-county.

Figure 4: A roofless classroom block at Buntaba P.S in Kyampisi Sub-county.



Figure 4: A roofless classroom block at Buntaba P.S in Kyampisi Sub-county.

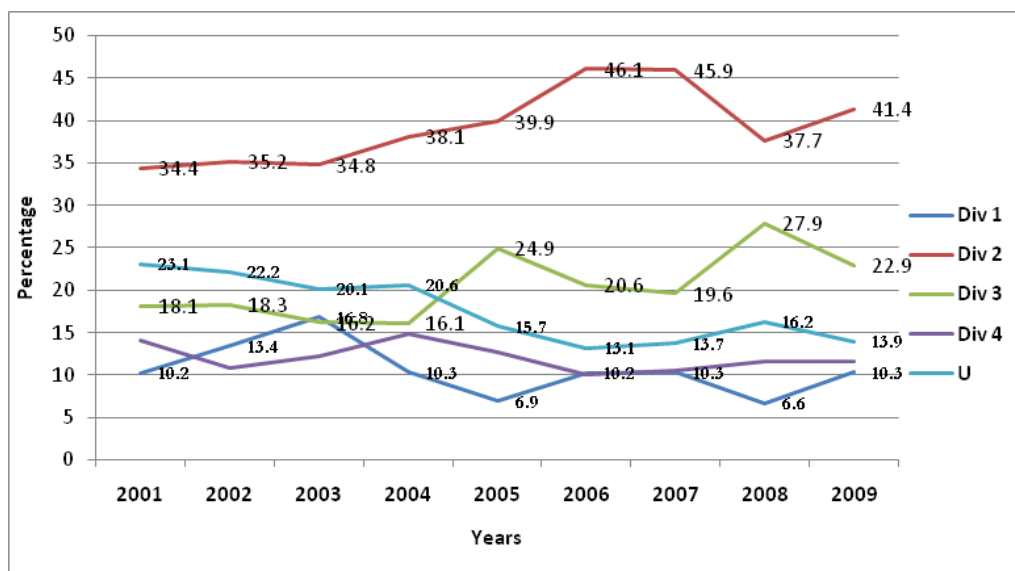
Source: ACODE Digital Library, May 2011

Third, poor sanitation facilities in most of the primary schools were not uncommon. Inadequate and poorly constructed latrines (Nakanyonyi P S-Nabbale Sub-county, Buntaba P S – Kyampisi Sub-county and Kambimbiri P S- Kasawo Sub-county) were the order of the day, while safe drinking water facilities were conspicuously absent.

4.1.2 Performance indicators

Primary Leaving Examination (PLE) results are commonly used as a measure of the quality of output from the primary education system in Uganda.²¹ An analysis of the trends of PLE performance in the district indicates that the majority of the pupils have passed in the second division over the years. Figure 5 below shows PLE performance from 2001-2009.

²¹ Refer to UWEZO survey 'Are Our Children Learning?' as a new method of determining quality that could provide more insights on the quality of education, especially at the lower primary levels.

Figure 5: Trends analysis of PLE performance for Mukono district local government

The trends further reveal a low percentage of pupils passing in division 1. The best performance of the in PLE was recorded in 2003 with only 16.8% of the pupils passing in division 1. Since then, performance dropped to 10% during the year under review. Furthermore, the district's performance of pupils failing in division 4 and U remains significant although the number of pupils in division 4 declined from 16.2% in 2008 to 13.9 in 2009.

4.2 Health services delivery in Mukono district local government

The delivery of effective health services is one of the pressing challenges facing Uganda in general and Mukono district local government in particular. Existing literature suggests that the key indicators for measuring the quality of health care include: Number of health facilities; Pit latrine coverage; Immunization rates; and Health unit utilization.²²

National health statistics for Mukono provide an insight into the state of health services in the district. A critical analysis of these statistics shows that the number of health centres had remained static at 69 from 2006 to 2008 but increased to 77 in the year under review. Pitlatrine coverage in the district has declined over the years from 86 percent in 2007 to 73 percent during the year under review. With regard to health unit utilization, outpatient (OPD) is very low while deliveries in health units have been declining over the years. Table 6 below provides details of other key health indicators for Mukono district local government.

²² Uganda Bureau of Statistics (UBOS)

Table 5: Key health indicators for Mukono district local government

Parameter	Indicator	2005	2006	2007	2008	2009
Health Facilities	Number of Health Facilities		69	69	69	77
Public Health	Pit latrine coverage (%)			86	81	73
Immunization rates	BCG	116	98	101	85	78
	Measles	103	95	102	74	66
	OPV3		88	89	75	71
	DPT3		89	89	75	64
Health Unit utilization	OPD (%)			0.7	0.6	0.7
	Deliveries in health units (%)			40	41	37
	HIV/AIDS Service Availability (%)			58	91	99
	Pregnant women receiving 2nd dose Fansidar for IPT (%)			55	53	52

Source: UBOS, 2011

The physical infrastructure of health facilities in the district was commendable with a provision for staff accommodation. Goma HC II in Goma Sub-county, Mpoma HC II in Nama Sub-county and Kasawo HC III in Kasawo Sub-county were all found to have adequate accommodation for the medical staff. Similarly, a number of health centres were reported to always be well stocked with drugs for basic illnesses and straightforward injuries. Some examples include Kasawo HC III in Kasawo Sub-county, Mpuunge HC II in Ntenjeru Sub-county as well as Mpoma HC II in Nama Sub-county.

However, the health sector in the district is faced with a number of challenges. First, despite the availability of staff accommodation for the medical personnel, it was observed that a number of health centres registered unreasonable opening and closing hours at HC IIIs and IVs, contrary to the ministry of health guidelines.²³ Second, there was an apparent high medical personnel: patient ratio manifested in overcrowding at most of the health centres. This is explained by the challenge of understaffing in the district. At Kasawo HC III, Kimenyedde HC II in Kimenyedde Sub-county, Kyabalogo HC II in Nakisunga Sub-county and Namilyango HC II in Goma Sub-county, for example, large crowds of patients, some of whom had waited for over 6 hours, were common occurrences.

Third, the distribution of health centres across the district presented a challenge to the patients. Through discussions with focus group discussants and in-charges at the HCs, it was revealed that distance played a big role in timely access to health centres. This was particularly true for pregnant women who often opted to deliver from HC IIs despite the fact that these lacked maternity facilities. Fourth was the lack of safe and clean drinking water in the majority of the health centres. Most HC IIs were not connected to piped water, borehole or rain water harvesting systems. Classic examples of this water deficiency included Kyabalogo HC II in Nakisunga Sub-county, Mpoma HC II in Nama Sub-county, Goma HC II in Goma Sub-county and Kasawo HC III in Kasawo Sub-county.

²³ Under the Ministry of Health guidelines, HC IIIs and IVs are expected to remain open for 24 hours day.

Figure 6: An overcrowded Kasawo HC III

Source: ACODE Digital Library, May 2011

4.3 Road Network

Besides a growing industrial base, the dominant economic activity in Mukono district local government is agriculture. Agriculture employs over 80 percent²⁴ of the population and provides the bulk of the raw materials that feed the growing industrial facilities. Consequently, an intensive and quality road network is the backbone of social economic activities in the district. Table 6 shows the road network by road category in Mukono district local government at the start of term of office of the Local Government Council in 2006 compared to the end of the Financial Year 2009/10.

Table 6: Mukono district local government Road Network

	Length of the Roads in Kms
Road Category	June 30, 2010
National roads	
District roads	795
Urban roads	
Community access roads	700
Total	

As indicated in the Table 6 above, the bulk of the district is served by community access roads (700kms) that connect rural communities to the sub-county and by district roads (795kms) that connect sub-counties to the district. The only two tarmac roads in Mukono (Kampala-Jinja highway and Mukono-Cayuga road) are national roads under the jurisdiction of Uganda National Roads Authority (UNRA). Despite the importance of the district and community access roads to the livelihood of the Mukono populace, 70% of the feeder roads are in a deplorable state, and thus limit easy transportation of agricultural produce, fish and other commercial goods to markets.²⁵ These roads are not only narrow but also dusty, full of potholes and impassable, especially during the rainy season. The increased traffic of heavy trucks that transport sand (from Katosi), timber

²⁴ See Mukono District Development Plan

²⁵ Source: Mukono District Local Government Development Plan 2009/2010.

and stones²⁶ on the roads makes their maintenance a major challenge for the district. It was also reported²⁷ that since the district depends on the central government transfers for the maintenance of the road network, the budget cuts at national level hampered planned road works in the year under review.

4.4 Access to Water and Sanitation

Access to safe water and sanitation is one of the key public services that determine the quality of life of the population. Mukono district local government is served by 2,694 domestic water points that include boreholes, shallow wells, protected springs, rain water harvesting tanks and public taps. At least 48 of these water points have been non-functional for over five years and are considered abandoned. The main water supply sources in the district are the protected springs, accounting for 54% of all water sources in the district. In addition, the district has eight piped systems (of which four are pumped, three ground water-based, one surface water-based) and four gravity flow schemes, serving approximately 18 % of the population having access to safe water, while 82 % of the population is served by point water sources.²⁸ Mukono Town water supply is managed by NWSC. Table 7 provides the key indicators for water access in the district.

Table 7: Indicators for Water Services in Mukono district local government

	Total	Urban	Rural
Population	981,600	168,800	812,800
Population Served	657,915	99,690	558,225
Access	67%	59%	69%
Equity	473		
Management (functionality of Water Source Committees)	19%		
Gender (Water Source Committees with women in key positions)	45%		
Functionality		89%	84%
	Functional	Non Functional	Total
Protected Springs	1203	123	1326
Shallow wells	325	129	454
Deep boreholes	412	90	502
Rain harvesting tanks	177	57	134
Water for Production			
Dams	3	1	4

Source: Department for Water Development, Ministry of Water and Environment, 2010

The major issues raised with water supply in the district were the urban rural disparity and functionality of the water sources. While the town of Mukono is well served by the National Water and Sewerage corporation, access to water in rural areas is a big challenge. Boreholes are often broken, and take long to be repaired. This was prominent in the rural sub-counties of Kasawo and Nagojje where citizens had complained of non-functional boreholes for years, forcing them to resort to using streams and wells.

26 Mukono is a major source of building materials like sand, stones and bricks for most of the construction industry.

27 See Mukono District Local Government Development Plan 2009/2010

28 Source: Water Atlas, Department for Water Development, Ministry of Water and Environment, 2010.

Figure 7: The only safe water source in Nabbale Sub-county. Residents noted that the water levels were not only low but that borehole often broke down.



Source: ACODE Digital Library, May 2011

4.5 Agriculture and NAADS

Although slowly emerging as one of the country's new industrial hubs, Mukono district local government still remains largely agricultural, and studies have deemed it to be the most food-secure district in the central region²⁹, placing agriculture at the heart of the district. NAADS is the main framework through which central government provides agricultural advisory services to local farmers in the district. During a series of FGDs within the communities, the citizens noted the challenge of the politicization of NAADS, and lamented that often services were offered to people of a particular political inclination. This issue was raised by farmers at Kasawo Sub-county, citizens at Mukono Town Council and FGD participants in Namuganga Parish. Furthermore, Namuganga respondents in FGDs indicated that the NAADS Programme habitually claimed ownership of projects belonging to progressive farmers who were not necessarily beneficiaries of central government funding under the programme.

The issue of hiked prices was also revealed as most of the NAADS resources were priced much more highly in comparison to prevailing market prices, which made farmers reject NAADS support, as it was no longer in their interests financially. For example, in Kasawo Sub-county, farmers lamented the high cost of NAADS goats which were being sold at Ug. Shs 120,000 and yet community members could access goats at Ug. Shs 80,000 in the markets. Community members also mentioned the challenge of corruption in the management of NAADS, citing that during the year under review, residents in Mukono Town Council were told to form groups in order to access NAADS projects but did not receive the quantities previously agreed. All in all, the discussions with the community members during the research revealed that there was a reduction in food production which had an overall negative impact on a seemingly food-secure district.

4.6 Environment and Natural Resources

The environment in Mukono is undergoing many changes, some of which are not positive. First of all, findings from the assessment revealed that there was generally poor performance on the part of the councilors in regard to monitoring the environment

²⁹ See Agri-foods systems governance in Uganda: the case of Mukono District, ACODE Policy Research Series (unpublished)

and natural resource sector, with councilors often referring to the environment as only forests and trees. This disinterest is not surprising as the current District Development Plan does not allocate any funding to natural resources; and where allocations were made, it is minimal contributions to the human resource, thus stifling any opportunities for the care of natural resources.³⁰ Mukono district local government has also undergone high levels of unregulated stone quarrying by ROKO Construction workers in Goma Sub-county. Wetland degradation in Goma Sub-county, with the Wankoba wetland in Nakisunga also face destruction due to current little or no regulation with regard to the proper and improper use of the wetlands. Bricklaying in the wetlands was also acknowledged as an issue in the Central Division as it remained unregulated with little consideration for the impact that the excessive bricklaying might have on the environment. Furthermore, sand mining in Kyetume Parish, Nakisunga Sub-county, was another major problem with regard to environmental degradation and improper use of natural resources.

4.7 Mukono Local Government efforts to address gaps in social sectors

An analysis of the Mukono District Local Government Council deliberations reveals a sharp contrast between the gaps in the sectors and what council actually deliberated upon during the year under review. While mention of the broad strategic goals and programmes made in the district planning documents, especially the District Development Plan is made, most of these issues remain the preserve of the implementing technical persons and rarely find their way on the floor of the District Council.

Despite complaints by the community with regard to health (overcrowding and staffing levels), education (dilapidated structures and poor sanitation), roads (narrow and of poor quality), agriculture (few people benefiting from NAADS), water (low functionality) and environment (high prevalence of wetland reclamation and charcoal burning), a scrutiny of the Minutes of Council indicates a conspicuous absence of the real issues. As Table 8 below shows, most of the time of council was spent discussing issues that were not directly related to improving the cited gaps in service delivery.

30 Refer to the Mukono DDP, pp. 86-87.

Table 8: Summary of issues discussed in Mukono District Council plenary sessions in the Financial Year 2009/2010

Council Meeting Dates	No. of Councilors Attending	No. of Councilors not Attending	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
27/08/2009	26	0								<p>Motion on adoption on the revised rules of procedure adopted with minor amendments (Min.93/COU/09)</p> <p>Motion for council approval of 1) district recurrent budget estimates, 2) Three Year Development Plan, 3) Revenue Enhancement Plan, 4) Capacity Building Plan, 5) District Charging Policy, 6) Procurement Work Plan adopted (Min.94/COU/09)</p>	<p>No attribution of individual contributions by councilors.</p> <p>No attribution of individual contributions by councilors.</p> <p>No recording of the time of start or end of meeting.</p> <p>Attendance not recorded as part of the record of the council proceedings but available as part of the official register.</p>
23/12/09	26	0									<p>No council debate recorded for this meeting. The record shows that the meeting was mainly a briefing session focusing largely in security issues.</p>

Council Meeting Dates	No. of Councilors Attending	No. of Councilors not Attending	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
22/03/2010	26	0								<p>Petition by 23 district councilors for the removal/transfer of CAO Gakwandi Eustace (Min.4/COU/10)</p> <p>Decision based on Speaker's ruling to refer the matter to the Solicitor General for Legal Opinion. Meeting adjourned to March 20, 2010.</p>	<p>Council dissolved itself into a whole committee to debate the petition.</p> <p>Council has no powers to either discipline or seek the removal/transfer of the CAO implies that the local government council has no full political/administrative authority in the LG.</p> <p>Besides the motions that were moved on the floor, there is no attribution of contributions by the councilors on the debate.</p> <p>No attendance record (refer to council register) and no time recorded for the start of end of meeting.</p> <p>Order paper not attached on the record of council proceedings.</p>

Council Meeting Dates	No. of Councilors Attending	No. of Councilors not Attending	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
31/03/2010	26	0	Adopted motion in coding/ grant aiding of primary schools. (Min.10/ COU/10)	Motion for the creation of a district hospital for Mukono district (Min. 14/COU/10)					Motion for approval of Mukono TC (service fee) Bye Law 2007 (Min.11/ COU/10)	<p>Keefa Sengendo Kaweesa nominated and elected Deputy Speaker (Min. 9/COU/10)</p> <p>Motion for approval of Mukono TC solid waste management Bye Law 2008 and (Markets) Bye Law 2008.</p> <p>Motion for the creation of Sejja sub-county out of Narambi sub-county.</p> <p>Motion by the Chairperson for the membership of standing committees: the Land Board and the District Executive Committee Approved (Min. 15/ COU/10)</p> <p>Councilor Mononye Sooka (Nakisunga) made a personal statement stating that the road from Kayanja to Seeta in his constituency was in a very sorry state and needed Council's urgent attention.</p>	<p>Speaker ruled to resolve the issues of removal of speaker and no further debate was allowed.</p> <p>No attribution of contributions of council and the schools are not mentioned in the Council proceedings. This implies that voters would never know which schools were included or even know if their councilors made the necessary contributions in the debate.</p> <p>Bye Laws referred to the relevant committees for scrutiny.</p> <p>No clear decision as the record talk about the follow up on Buwooya and Mpunge sub-counties which had been approved earlier.</p> <p>Speaker ruled to resolve the issues of removal of speaker and no further debate was allowed.</p> <p>No record that the statement was ever debated or action taken by council.</p>

5. BUDGET AND REVENUE ARCHITECTURE OF MUKONO DISTRICT LOCAL GOVERNMENT

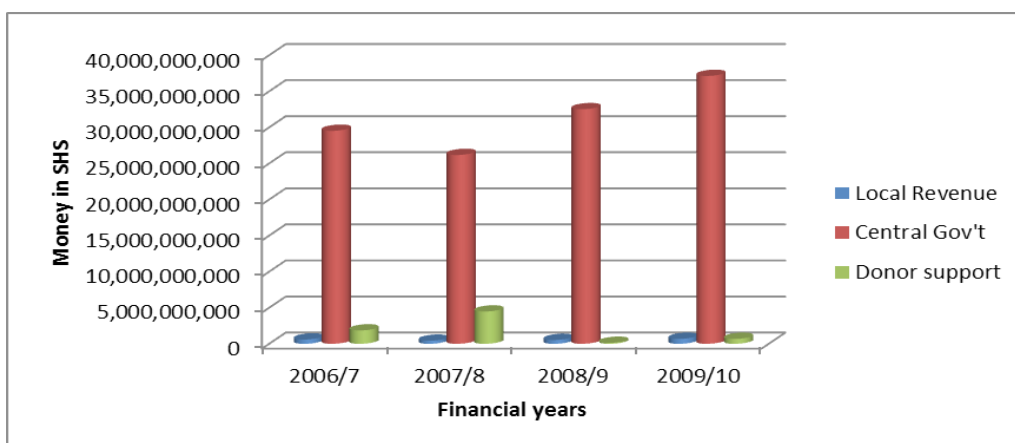
The socio-economic indicators described above show that the quality of public service delivery in Mukono district local government remains dismal. The review of the Mukono local government council proceedings also show that the council has not engaged in any robust and strategic discussion on what needs to be done to move those indicators in the desired direction. Clearly, there are no council discussions on the poor performance of primary seven pupils or the quality or the overcrowding in classrooms. The review shows that there is no deliberate council effort to respond to these service delivery concerns.

It is tenable to argue that the absence of a systematic response from the council is linked to the current architecture of the budget for the local governments. For any government including local governments, the budget is the primary policy tool through which it can intervene to address development priorities and improve the quality of public service delivery. Indeed, the Constitution provides that “there shall be established for each local government unit a sound financial base with reliable sources of revenue”.³¹ The score-card therefore assesses the architecture of the local government budgets and their local revenue and the implication of this architecture for effective intervention. The analysis examines the composition of the local government budget resources, the intra-budget allocation of these resources, the level of local revenue contribution to the local government budget and the authority of the local government over its budget.

5.1 Mukono District Local Government Budget

The budget of Mukono Local Government comprises three revenue sources: central government grants, local revenue and donor funding. Central government grants comprise of unconditional grants and conditional grants. Local revenues comprise funds collected from sources that have been designated as local revenue sources by Parliament. It is important that all the major revenue sources from businesses located in the district are collected as central government revenue. Donor revenues are funds that are provided directly to the district through donations and grants.

31 See Constitution of the Republic of Uganda Chapter 11, section 176 (2) (d)

Figure 8: Budget trends analysis over the last 5 years

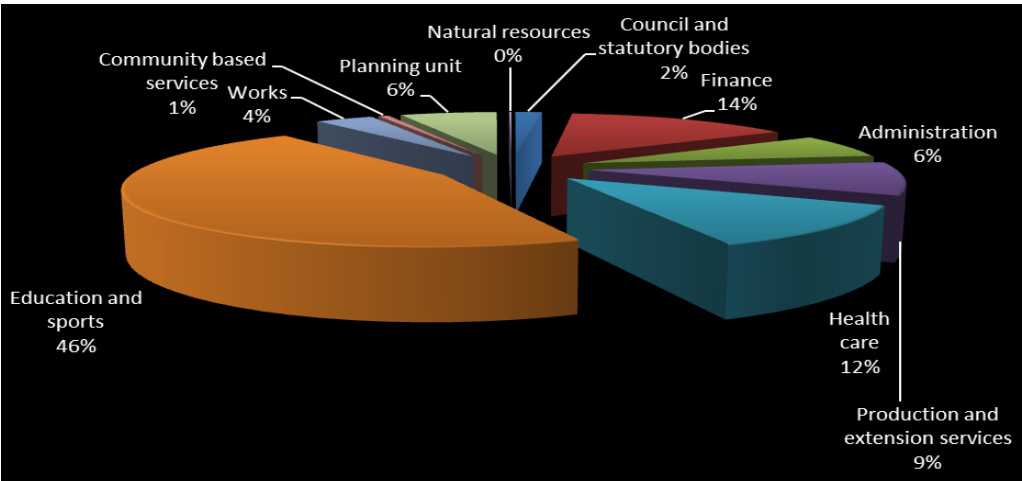
Source: Mukono District Local Government Budget (2006 – 2010)

Mukono district local government is heavily dependent on sources from central government as can be seen in the graph above. Donor funds and local revenues are almost negligible. In 2009/10, central government contributed 96% of all the funds, with local revenue and donor support each contributing 2%. This indicates that the capacity of the district to plan for local priorities is greatly undermined since most of the central government transfers are conditional in nature with little or no room for change or adjustment according to the local priorities.

5.2 Intra-sector Budget Allocations and Implications for Service Delivery

During the financial year 2009/10, the education sector took the highest share of the budget with 46%; yet, with such a large allocation, the reality of the education sector did not reflect the amounts spent. Finance took the second largest part of the budget at 14%, with health care receiving only 12%. Surprisingly, natural resources received almost zero percent of the budget, which perhaps explains why councilors performed poorly in this area as there were no government programmes for them to monitor. The low funding allocation also explains the high levels of disinterest and low awareness of issues regarding environmental protection and regulated use of natural resources. The production and extension services sector had 9% while the council body had only 2%.

Figure 9: Budget allocations by sector for financial year 2009/10 (%)



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

6. SCORE-CARD FINDINGS AND INTERPRETATION

6.1 District Chairperson

The Chairperson of Mukono district local government during the year under review was Francis Mukoome Lukooya. Chairman Lukooya belongs to the National Resistance Movement. At the time of the assessment, he was serving his second term in office, having been first elected in the 2001 Local Government Council Elections.³² Local government council chairpersons are assessed on five performance parameters, namely: political leadership; legislative performance; the degree of contact with the electorate; participation in communal and development activities; and monitoring of service delivery on national priority programme areas (NPPAs). The effectiveness of the local government council chairpersons is important for the overall development of the respective local government systems because they hold political as well as executive authority. The score-card indicators therefore assess the extent to which chairpersons provide political and executive leadership to the district local government.

6.1.1 Political Leadership

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

During the year under review, Chairman Lukooya provided effective political leadership and scored 21 points out of a total of 30 points. Key highlights of the chairperson's performance included presiding over the meetings of the executive committee as well as effectively delegating to the vice chairperson.³³

Evidence shows that the chairperson took specific actions to ensure the proper administration of the district, including convening evaluation meetings and resolving disputes forwarded from the lower local governments. For example, a misunderstanding between taxi operators in Katosi Town Council and the Sub-county Chief was effectively handled to the satisfaction of the parties.³⁴

³² The Uganda Gazette, March 27 Vol. XCVIX, No. 19.

³³ The chairperson delegated 3 meetings to his vice chairperson.

³⁴ This was further verified by the sub-county chief at Katosi who confirmed the chairperson's interventions. A letter from the district chairperson to the town council was accessed.

The chairman also ensured that the District Service Commission (DSC) was fully constituted and functional. Generally, there was no documentary evidence to suggest that the chairman had engaged in overseeing the performance of the public servants in the district as provided for under the Local Government Act.

6.1.2 Legislative Functions of the Chairperson and the District Executive Committee

The local government chairpersons and their executive committees are enjoined with and under authority to prepare and present to the councils bills and motions that can support the development agenda of the district. However, during the year under review, Chairman Lukooya and his government had only presented two motions,³⁵ while no single bill had been presented. It is important to point out that while Mukono district local government is heavily dependent on conditional central government transfers,³⁶ during the year under review, the chairperson and his government never presented any motions or bills to ensure financial autonomy of Mukono district local government. Based on this record, the chairman scored 4 out of 15 points allotted for this parameter.

6.1.3 Contact with the Electorate

Effective representation presupposes that political leaders make themselves available to the electorate. That way, the service delivery deficiencies and other concerns that the voters have can be communicated directly to the political leaders. Chairman Lukooya has a fairly good record of keeping in physical contact with his electorate, manifested in a score of 8 out of a total of 10 points allotted for this parameter. During the year under review, the chairman had a clearly spelt out programme for meetings with the electorate, held at least three meetings in various sub-counties,³⁷ and on many occasions featured in the print media particularly presiding over the commissioning of public service facilities such as road works, water points and the monitoring of the NAADS programme.

6.1.4 Participation in Communal Development Activities

As part of their mandate, local government council chairpersons are expected to make direct and indirect contributions to communal development projects in their local governments. The score-card therefore considers the initiation of development projects, advisory and material contributions to specific projects, and linking communities to potential funders as indicators for assessing the level of execution of this mandate. In this regard, Chairman Lukooya scored 6 out of a total of 10 points allotted for this parameter. In as much as the Chairman mentioned that he had initiated over six projects,³⁸ there was no written evidence to validate these claims

35 The council passed a motion compelling parents to provide food to their children in UPE schools. The second motion was on accountability and regarded the need to hold the municipality accountable over the sub-standard quality of work on the road to Kasawo.

36 See Mukono district local government budget trends analysis over the last 5 years; Figure 8.

37 Records available at the sub-counties revealed that the chairperson made routine quarterly visits to all the 13 sub-counties. This was further verified through checking of the sub-county visitors' books in which he signed after every time he visited.

38 During the year under review, the chairman worked with his council to lobby and initiate projects including the procurement of the district graders, the model village concept and the local chicken multiplication centre. However, there was no evidence of signed MOUs between the donors and the district.

6.1.5 Monitoring of Service Delivery in National Priority Programme Areas

Monitoring and ensuring the delivery of public services is perhaps the single most important function of local government chairpersons. Because citizens pay chairpersons a salary and maintenance of the operation of their governments and offices, they ought to be at the frontline of the efforts to ensure public services are delivered to every citizen in a cost effective manner. For purposes of the score-card, the performance of the chairpersons with regard to service delivery is measured based on the priority programmes of the central government. In this regard, Chairman Lukooya scored 15 out of a total of 35 points allotted for this parameter. In particular, no evidence was found to suggest that the chairperson or his government had produced the four quarterly monitoring reports. This implies that it was also difficult to assess whether there was any effective follow up on key service delivery concerns of the electorate in the district. However, the chairman's monitoring efforts in the roads sub-sector where he scored the full 5 points is a good indicator of what could be done with the rest of the NPPA sub-sectors.

6.2 District Speaker

The speaker of Mukono district local government during the year under review was James K. Kunoobwa, and subscribed to the ruling NRM party. At the time of the assessment, the speaker was serving his first term in office, having been elected by Mukono district local government council in 2001.³⁹

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

6.2.1 Presiding and preservation of order in council

The Local Government Act enjoins the district speaker, to not only preside at all meetings of the council but also entrusts him/her with the overall authority for the preservation of order in the council and the enforcement of the rules of procedure of the council. As a matter of fact, the district speaker is obliged to perform functions which are similar to those of the speaker of parliament as may be consistent with the Act. In essence, the speaker is the lifeline of the functioning of the district council with full-time roles and responsibilities.⁴⁰

³⁹ In terms of academic qualifications, the district speaker is a graduate with extensive experience in public administration. The speaker has also undergone a number of local and internal short-term management courses including Adult training.

⁴⁰ A district speaker is paid a monthly salary with a functional office at the district.

During the year under review, the district speaker exhibited good performance while presiding and preserving order in council, where he scored 23 out of 30 points. Although the district speaker scooped the full marks for chairing council sessions, it should be noted that the district only held four council meetings⁴¹ and the district speaker chaired all four meetings, abstaining from delegating, which did not reflect well on his ability as a political leader. On a positive note, there was evidence of adoption of the district rules of procedure by the council as well as their regular enforcement, which contributed positively to the running of district council. Mukono district local government also had a functional business committee that was ably presided over by the district speaker. Copies of the business committee minutes were readily available to verify this.⁴² In terms of organization of business of council, a very meticulous record was discovered in the form of books and petitions presented to the speaker's office, most of which were from lower local governments. However, there was no evidence of such issues being translated into motions and bills to be presented to council. Finally, the speaker used his professional skills to guide council. In particular, he organised a workshop on model rules of procedure that benefited the council at the beginning of their term of office.

6.2.3 Contact with the electorate

The fact that a district speaker is first of all elected as a councilor before being elected as a speaker means that he remains with the responsibility of representing his constituency through keeping in close contact with them and channelling their service delivery and other concerns to the council and local administration for attention. The district speaker scored 15 out of a possible 23 points. As a councilor representing Nagojje sub-county, the speaker had programmes of meetings which were verified through a displayed schedule of the meetings he had had with various communities in his sub-county during the year under review. There was evidence regarding four official meetings that had been held in Namataba, Namagunga, Nagojje and Kayanja villages on issues of access to water and the quality of schools in those communities. The speaker also had a co-coordinating centre at his home in Namugunga Parish which was physically visited for verification and found with records and documented evidence of his activities.⁴³ However, the speaker's participation in lower local governments was found wanting as he scored a paltry 2 out of 5 possible points. While records of the minutes of Nagojje Sub-county showed that he had attended four sub-county meetings, there was no evidence of the speaker's effort to make official communication whilst in the sub-county council.

6.2.4 Monitoring NPPAs

During the year under review, the main ruination of the speakers' performance was in this role where he scored only 18 out of 42 possible points. In sectors such as health and education where he had monitored at least half of the facilities, the speaker did not have documented reports or evidence of follow-up actions taken as a result of monitoring. Overall, there was poor performance when it came to evidence of follow-up actions as in many cases, there were no reports. In such a situation, one cannot expect much

41 This was against the law as local governments are expected to hold a minimum of six council meetings annually. In defence of the status quo, the speaker acknowledged that the district did not have adequate funds to hold all the statutory meetings.

42 The business committee met four times to discuss and agree on the agenda of the four council meetings.

43 Discussions with residents at Namagunga verified that the speaker's office was open to members of the public on appointment.

in terms of the follow-up actions. Like the chairman, the speaker scored full marks on monitoring natural resources and the environment, despite the dismal district allocation of funding to the sector.

6.3 Mukono Local Government Council

The Local Government Council is the highest authority within a local government with political, legislative, administrative and executive powers.⁴⁴ The score-card for the council is derived from the functions of the local government councils as stipulated under the Local Government Act. The assessment of the local government councils is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within their jurisdiction. The council is the platform where councilors can raise issues affecting their electorate and ensure that appropriate plans are put in place and the fiscal and other assets of the local government channeled towards addressing those issues. During the year under review, the district council of Mukono was composed of twenty six (26) councilors including the district chairman.⁴⁵ The district council was assessed on four parameters:

- (i) legislative role,
- (ii) accountability to citizens,
- (iii) planning and budgeting, and
- (iv) monitoring service delivery on NPPAs. Overall, Mukono district local government council scored a total of 60 out of a possible 100 points.

6.3.1 Legislative Representation

Mukono Local Government Council scored 17 out of a total of 25 points with respect to legislative representation. During the year under review, the council had adopted and operationalized the model rules of procedure for conducting council business.⁴⁶ The council also had the required legislative resources including a library, an office for the clerk to council and council chambers. The council also received and handled petitions and letters submitted to it by the electorate. The council had also undertaken focused tours, presented appropriate reports and action taken. Although the council had not debated or passed any ordinances, it had passed a byelaw and referred two other byelaws to its committees.⁴⁷ The major problem with the legislative work of the council was that there was no evidence of public involvement. There was no record for example, of any public hearing being organized on any issues that came before the council during the year under review.

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

45 In terms of gender, the district council comprised 9 women councilors, all of whom were elected as women councilors while the rest were all male.

46 See Min.93/COU/09, Minutes of the Mukono district local government council meeting held on August 27, 2009.

47 See Min.11/COU/10, Minutes of Mukono district local government council meeting held on March 31, 2010.

6.3.2 Accountability to Citizens

Local government councils discharge their mandate on behalf of the citizens and especially the voters who elect the councilors. In this regard, they are expected to be accountable to the citizens with regard to what they do, not only by accounting to the voters but also by demanding accountability from the central government. The indicators for measuring accountability therefore cover: fiscal, political and administrative accountability in addition to involvement of CSOs, CBOs and citizens in the business of council. Mukono district local government council scored 16 out of 25 points. The council had an established practice of displaying public funds and ongoing projects on public notice boards. The display of funds was common at both the district as well as sub-county headquarters. Figure 10, for example, shows the display of funds at Nabbale Sub-county. The council also has a chamber with a citizens' gallery which enabled interested citizens to witness council proceedings. The systems to ensure administrative accountability were in place and the relevant discussions regarding major issues such as Audit and Public Accounts Committee (PAC) reports had been addressed.⁴⁸

However, besides the annual local government assessment,⁴⁹ no independent evaluations about the performance of the district had been undertaken. Equally important, there was no record to suggest that important national policy issues such as those related to constitutionalism, corruption or human rights had featured at all in council deliberations or actions.

6.3.3 Planning and Budgeting

Planning and budgeting is one of the core functions of the district council. These two functions are central to whether any local government council is able to respond to any service delivery issues that may be raised by the voters. As shown in section 5, Mukono district local government relies heavily on central government conditional grants to finance its budget. Yet, to be effective, the council must have the independence

Figure 10: Display of ongoing projects in Nabbale Sub-county

PROJECTS	PARISH	LOCATION	C/PERSON P.M.C	FUNDS
CONSTRUCTION OF A SHELTER OF 2 STANCES AT MAKANYONYA	MAKANYONYA	MAKANYONYA	WAGABA FRANCIS	\$500,000
PARISH HALL	MAKANYONYA	MAKANYONYA		
GRABING AND INSULATION OF CULVERTS AT KIJJO-KYAGALANYA 3 KM	MAKANYONYA	KIJJO-KYAGALANYA	KAKOZA JOSEPH	2,557,740

⁴⁸ Ibid

⁴⁹ Assessment of Minimum Conditions and Performance Measures for Local Governments 2010: Mukono district local government report, March 2011.

and autonomy to budget and allocate resources. The indicators used, therefore seek to establish whether the council has the appropriate planning and budget instruments but also the efforts invested in securing its autonomy over the budget. During the year under review, the district council scored 12 out of 25 points.

The Council had approved all the basic budget and planning instruments. These include: the district budget framework paper; the three-year district development plan; the district capacity building plan; the district revenue enhancement plan and the district work plan.⁵⁰ Although there were reported initiatives by council to raise local revenue and engage central government on revenue enhancement, there was no increase in local revenue or discretionary funding which would increase the planning and budgeting autonomy of the council.

6.3.4 Monitoring of public service delivery

The local government is the frontline entity for the delivery of public services. Besides being the employer of all staff in the district, article 176(2) (g) of the constitution provides that “the local government shall oversee the performance of persons employed by the government to provide services in their areas and monitor the provision of government services or the implementation of projects in their areas”. The primary responsibility of ensuring that this responsibility is discharged falls on the local government council and the planning authority of the district. During the year under review, the district council scored 16 out of 25 points. This performance is attributed to the fact that while councilors undertook monitoring of the various service delivery units, there was neither quarterly reports being produced nor follow up actions on the issues that could have been raised from the monitoring. A critical review of the two sets of minutes further reveals that the district council’s deliberations often fell short of service delivery discussions.

6.4 District Councilors

Under the Local Government Act, district councils are vested with wide ranging powers and responsibilities. They are empowered to discharge legislative and executive functions within their areas of jurisdiction. They are established as the planning authorities of their districts and vested with powers to collect local revenue and adopt budgets designed to ensure effective development of their local governments. However, these functions are largely undertaken by individual councilors who form the corporate body called the Council. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. Consequently, the Local Government Councils Score-card includes a score-card for individual council members. The councilors are assessed on the following four performance parameters: (i) legislative functions and representation; (ii) contact with the electorate; (iii) participation in lower local governments; and (iv) monitoring service delivery on NPPAs. During the year under review, Mukono district local government council had a total of 24 councilors⁵¹ (with almost equal representation of men and women councilors - 13:11 respectively)

⁵⁰ Min.94/COU/09, Minutes of Mukono district local government council meeting held on August 27, 2009.

⁵¹ This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

all of whom were assessed.

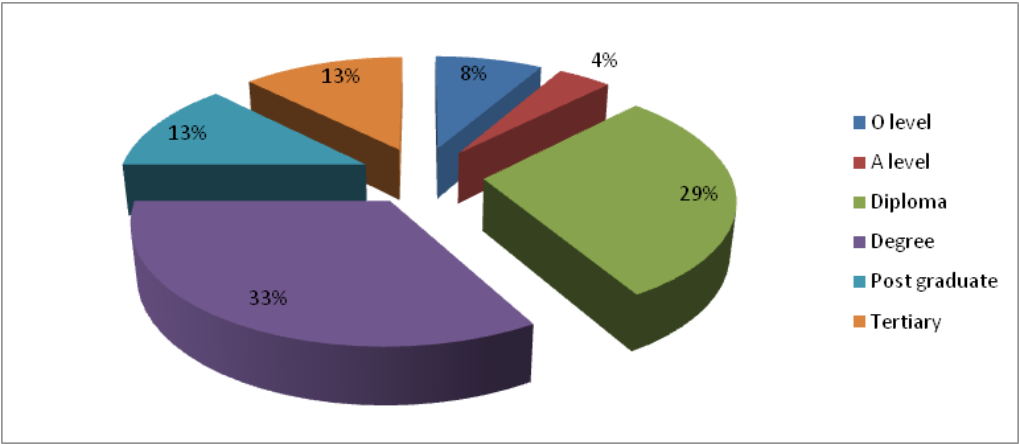
6.4.1 Cross variation analysis

In a bid to understand the quality, capacity and factors that may affect or influence the performance of councilors in the district, the score-card seeks to establish facts regarding each individual councilors’ level of education, their gender, political party affiliation and the number of terms served as variables. Using statistical analysis, some of the variables are cross tabulated to further appreciate the level of influence one variable may have on another in the execution of councilors’ roles and responsibilities and the subsequent impact on service delivery.

a) Level of Education

There is no doubt about the fact that the quality of councilors is likely to be affected by the level education. At the moment, there is no minimum education requirement for anyone to hold the office of a district councilor in Mukono district local government, as is the case in all other districts. In fact, councilors are not required to submit any academic papers as part of the eligibility requirements to contest for the office of councilor. Findings from the analysis revealed that councilors with the lowest levels of education (‘O’Level which was only 8%) registered their worst performance in the legislative role; especially during plenary, as some could not make written contributions to any committee. The low levels of education undermined effective debate and interaction among councilors and the highly educated technical staff whom they are presumably supposed to supervise. Without a doubt, the correlation between the level of education and performance was seen among the 13% of councilors who not only possessed post-graduate degrees but emerged to be the four best-performing councilors in the district. Similarly, the best-performing female councilors also debated and contributed more significantly and objectively during plenary and committee meetings.

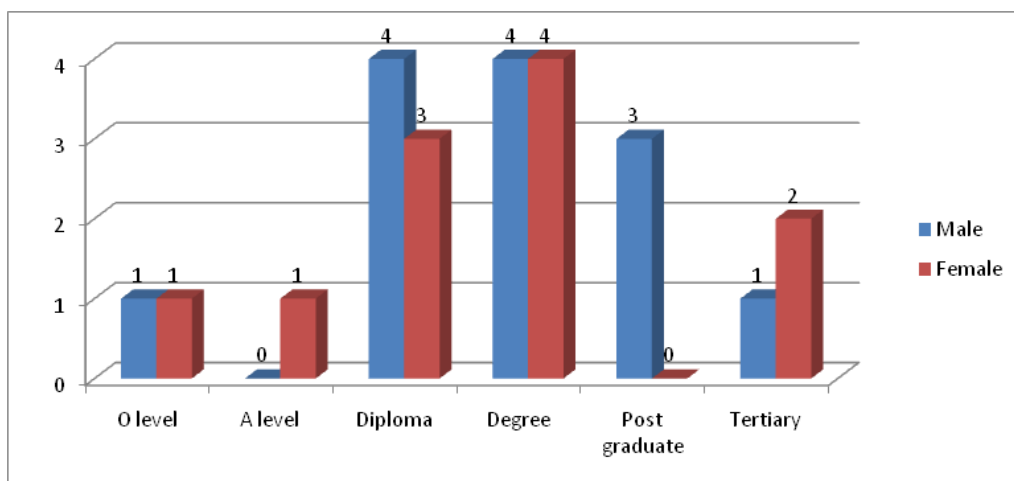
Figure 11: Level of education



b) Gender and level of education

Evidence from the analysis revealed that there was no significant variation between men and women in terms of their levels of education. Intrinsically, women were as well qualified as their male counterparts as indicated in Figure 12 below. For instance, among the eight district councilors who possessed degrees, four were female while three out of the total seven councilors with diplomas were female. In terms of political performance, this analysis further confirmed that the three best-performing female councilors had degrees while the best-performing male councilor also had a degree.

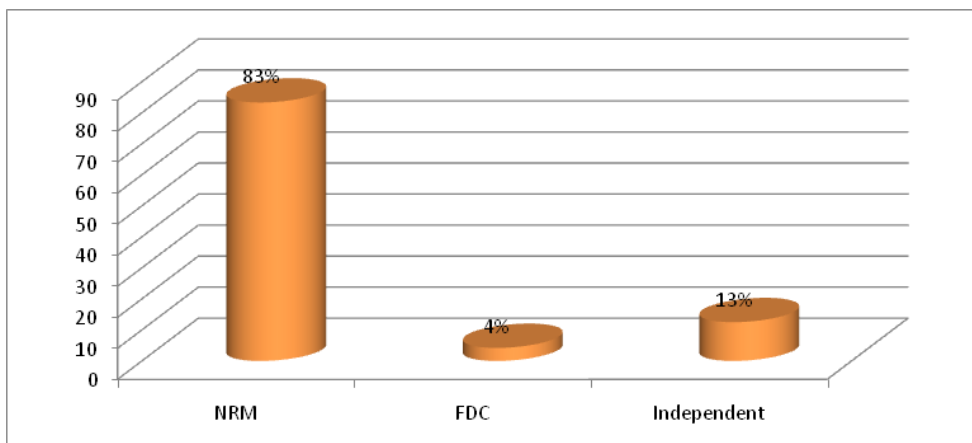
Figure 12: Gender and level of education



c) Political Party Affiliation

Although the majority (83%) of the district councilors in Mukono district local government subscribed to the ruling party during the year under review, there was no concrete evidence to conclude that affiliation to a particular political party may have any impact on their performance in council.

Figure 13: Political Party Affiliation

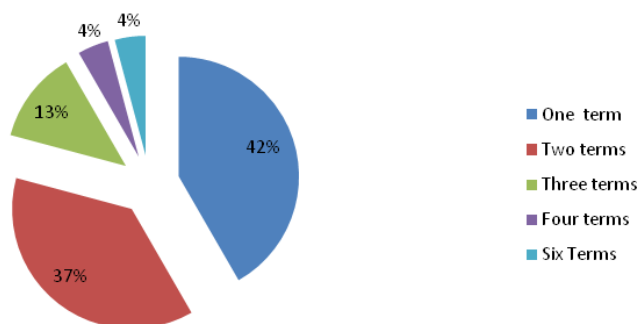


In fact, the aggregate of 83% was responsible for both the best and worst-performing councilors as indicated in Figure 13 above. Besides, the only DP councilor did not only perform well but also came second among his male counterparts. It should be noted that although 13% of the councilors identified themselves as independent, they were all NRM-leaning during the year under review.⁵²

d) Number of terms Served

Analysis from the findings did not reveal any correlation between the number of terms served and the performance of the district councilors. The general perception that politicians need to stay in power longer in order to serve better was contradicted during the study. In reality, the best-performing male⁵³ and female⁵⁴ councilors had only served one and two terms respectively. In effect, it is not so much about how long leaders stay in council, but rather their understanding and appreciation of their roles and responsibilities that matters in executing their work. Overall, as indicated in Figure 14 below, although the general performance of councilors in Mukono district local government was found wanting, councilors who had served one term (42%) performed better than those who had served three or four terms.

Figure 14: Number of terms Served



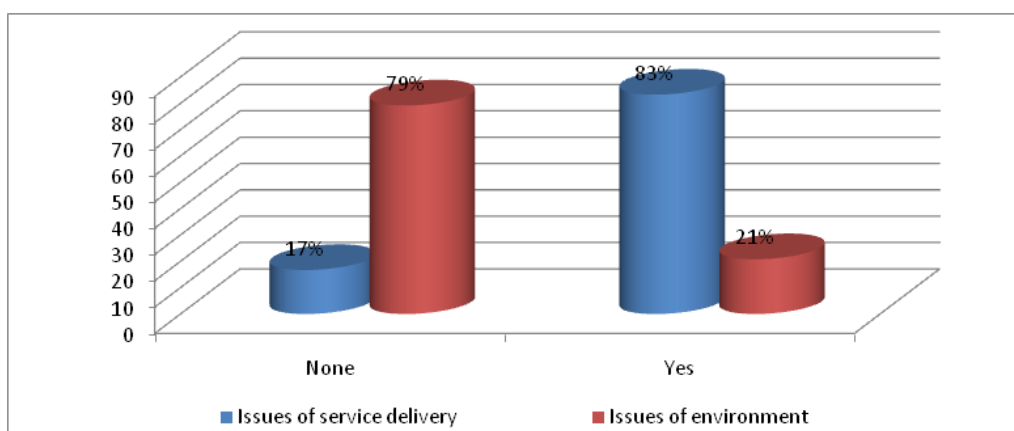
e) Debate on issues of environment and service delivery

Whilst councilors are assigned a wide range of roles and responsibilities (executive, social and legislative), at the end of the day, their output and impact can only be measured by the quality of service delivery in the district. A critical analysis of Mukono district local government councilors' contributions to debates on issues of environment and service delivery reveals a big gap between debates on the NPPAs and those on issues of environment as shown in Figure 15 below where 79% of the district councilors had not debated anything related to the environment and its protection during the year under review.

⁵² Although elected as independents, the councilors originally subscribed to the NRM party and only stood as independents after their party fronted new party members as candidates.

⁵³ The best male councilor who was also the best-performing councilor overall, Edward Mutebi (66%) as well as the second best male councilor, Mansur Kakembo (53%) had both served for only one term.

⁵⁴ The best female councilor Mukasa Jane Ssozi (57%) and the second-best female councilor, Robinah Muwonge (54%) had only served for two terms in office.

Figure 15: Debate on issues of environment and service delivery

6.4.1 Councilors' General Performance

In aggregate terms, the performance of individual councilors was generally poor, with the highest scoring 66 points while the lowest scored a paltry 17 points out of a total of 100 points. With a few exceptions, the majority of councilors registered their best performance under their role of contact with the electorate. On the contrary, councilors' worst performance was found to be their monitoring of the NPPAs, a situation that can explain the poor state of the majority of social services in the district. This can perhaps be best explained by the fact that during the assessment exercise, although a number of councilors claimed to have monitored some services, the number of service centres visited was not only found to be low, but councilors also failed to provide evidence to support their claims. In terms of gender, women councilors performed better than their male counterparts, with an average score of 38 points as compared to 35 points for the latter.

Table 9: Performance of Mukono District Councilors disaggregated by Gender

Name:	Gender	Legislative Role (30)	Contact with Electorate (23)	Participation in Lower Local Governments (5)	Monitoring Service Delivery on NPPAs (42)	Total (100)
Edward Mutebi	Male	13	23	5	25	66
Mansur Kakembo Jamil	Male	20	17	2	14	53
Claudia Kamyia	Male	10	18	5	8	41
Wilson Njuki Lubega	Male	16	12	5	8	41
Musa Kiggundu	Male	20	12	2	6	40
Kefa Kaweesa Sengendo	Male	7	13	5	14	39
David Wambogo Wapakhabulo	Male	9	13	2	9	33
Lawrence Katende Ssemakula	Male	11	13	0	8	32

Ali Kalungi	Male	13	6	2	10	31
Asuman Lubowa Muwumuza	Male	6	10	0	15	31
Godfrey Kikulwe Musanje	Male	10	7	0	12	29
Michael Wampamba	Male	6	2	5	16	29
Evaristo Kaluuma	Male	11	6	0	8	25
Muninye Makanga	Male	8	5	0	8	21
Saula Sophan	Male	6	5	2	4	17
Average Score Male		11	11	2	11	35
Jane Mukasa Ssozi	Female	16	23	2	16	57
Robinah Muwonge	Female	14	20	5	15	54
Roy Namayanja	Female	12	19	0	17	48
Lillian Nakaweesi	Female	7	13	2	13	35
Ahairwe Lubuulwa	Female	10	12	2	11	35
Annet Nakanwagi	Female	8	15	2	8	33
Sarah Babirye	Female	6	17	2	7	32
Fatuma Nabikofu	Female	6	15	2	5	28
Noeline Nabuyange	Female	8	10	0	3	21
Average Score Female		10	16	2	11	38

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

7. MUKONO DISTRICT LOCAL GOVERNMENT PERFORMANCE AND THE QUALITY OF PUBLIC SERVICES

7.1 Introduction

On the whole, findings from the Mukono district local government assessment reveal that the fair performance of the district council (60%) coupled with poor performance by the majority of councilors (38% female and 35% male) could not miraculously translate into good quality service delivery in the district. There is general consensus and widespread public opinion from community members that the actual performance of Mukono district local government is waning. In the education sector, Mukono has not only lost what it considered its best schools but also suffers from declining performance when considered on the basis of PLE statistics. In the health sector, the unending challenges of drug stock outs, understaffing and inadequate staff quarters continue to bedevil the sector at the cost of community members who remain in dire need of quality health services. As if that is not enough, the road sector infrastructure presents a situation of a typical rural district with only two main tarmac roads in a district that is highly agricultural and therefore needs effective transport of farmers' produce to the markets. In terms of political leadership, a number of factors that affected the performance of the councilors and the subsequent quality of service delivery in the district were eminent.

7.2 Endogenous Factors

7.2.1 Contact with electorate

Evidence from the various FGDs conducted at the sub-county level points to poor contact between councilors and their electorate. In a number of cases, citizens were often unsure of who was representing them and unable to name their local councilor. At the political leadership level, the majority of councilors did not have official programmes to meet the electorate and most claimed to use burial ceremonies, community parties and weddings to meet local citizens.⁵⁵ The citizens noted that the only time they were guaranteed to see their councilor was during election time. For example, in Nama Sub-county, the majority of respondents that researchers spoke to expressed ignorance regarding who their local area councilor was, claiming that they had not seen him since the election period. This is common practice among councilors who often wait for the election period to make contact with the electorate. Despite the many challenges, most councilors had co-ordinating centres, most of which were their homes.

⁵⁵ Among the 26 district councilors, only three were found in possession of programmes which they used to meet their electorate in Nagojje, Goma and Mukono Town Council.

7.1.2 Low civic competence of councilor awareness of their job roles

Councilors in Mukono had a basic understanding of their job roles, in so far as representation is concerned. However, there was a knowledge gap regarding in-depth knowledge of exactly what the constitution requires of them.⁵⁶ For example, in terms of the legislative role there was generally poor performance by councilors on the aspect of moving motions and bills – something that councilors claim they are not supposed to do. However, their claim cannot be sustained as entirely untrue. In accordance with part seven of the district rules of procedure; it is very clear that a member may propose a subject for discussion or a draft resolution for approval by the council. In essence, any councilor has a right to move any motion, be it private or public. Their failure to do so would tend to reflect either inadequate understanding of their roles and responsibilities or poor drive and lack of creativity. The same inadequacies were reflected in cases where councilors who attended sub-county council meetings alleged that they did not debate because they were ex-officio – as if ex-officio were barred by regulations from contributing to debates in the sub-county council meetings.⁵⁷

7.1.3 Poor participation in Lower Local Government Councils

The findings from the study revealed poor participation of councilors' attendance of sub-county council meetings with the majority of councilors not attending and those who attended not making official contributions during council debates. This lack of official communication made their presence almost pointless as they did not make any substantial contributions. Some councilors claimed that they were not being invited to sub-county council meetings; whilst those who were invited claimed their failure to attend the meetings was due to late receipt of such invitations.

7.1.4 Poor monitoring of government projects

Whilst many councilors claimed to monitor government projects, they often failed to produce any formal documentation as evidence of their monitoring. This made it extremely hard to verify what was true and what was not. In terms of the score-card indicators the majority of councilors performed dismally on producing reports as well as any follow-up activities taken due to a lack of documented evidence. This certainly undermines their roles as political leaders as monitoring is a vital part of what councilors do since it can make such a huge difference when undertaken effectively. Furthermore, councilors regularly monitored as part of a committee which often meant they focused only on service delivery areas related to their committee and overlooked other sectors of service delivery. Monitoring was associated with committee monitoring as opposed to individual political monitoring, which meant that it was not being implemented as stipulated in the Local Government Act.

56 For the majority of councilors that were reviewed, they argued that speaking in council is the most important, thereby disregarding the need to regularly maintain contact with their electorate as well as their attendance at sub county council meetings. In terms of monitoring, councilors only monitored sectors for which they were members of the committee while relegating their individual monitoring roles.

57 As ex-officials, the only right councilors do not have is the right to vote, otherwise, councilors are obliged to debate and give guidance and feedback from the district and deliberations as a means of ensuring downward accountability.

7.1.5 Poor record keeping among councilors

It was apparent that councilors did not regard record keeping as a priority since only few had official programmes, diaries and documentation to back up the workload they claimed to have undertaken. For example, with the exception of three councilors who verified their claims with evidence, the researchers were regularly told to go the clerk for documents to verify councilors' claims. Despite their claims to have met their electorate, the councilors did not have written out programmes, with details of meeting venues, dates and names of participants, etc.

7.2 Exogenous Factors

7.2.1 Low civic awareness among community members

Findings from the research revealed that there was a generally low level of awareness of councilors' roles and responsibilities among the community members. For example, community members were shocked when researchers enumerated the roles and responsibilities of the councilors, especially regarding the need to meet and exchange views with the electorate and undertake monitoring of service delivery programmes. The community was unaware of their right to hold councilors accountable on these issues and had almost given up any hope of advocating for change from a grassroots level. A typical example was found in Goma Sub-county where the community had a perpetual water problem which the local area councilor influenced the council to solve through the provision of taps. In response, the citizens felt that the councilor had done them a favour, yet it was his job and the community were entitled to councilor support as a means of increasing the effectiveness of local services. There was a perceived breakdown in the political service delivery chain where the majority of local citizens thought that the president was better equipped to improve local services than their councilors. For example, FGD participants in Kasawo Sub-county noted that the president would deliver NAADS better; whilst Kyampisi community members believed that the president, and only the president, would improve the local health services.

7.2.2 The effect of administrative engineering

It is very easy to critique the performance of a local government if we do not understand the underlying political and socio-economic challenges the district faces. For example, during the year under review, Mukono district local government was further split to create two new districts (Buikwe and Buvuma⁵⁹) which have put an excessive strain on its local revenue base as well as human resources. Some of the biggest sources of revenue- SCOL, UGMA and Mabira forest - now belong to one of the new districts (Buikwe) which has reduced local revenue drastically in Mukono and further undermined its ability to realize financial autonomy, hence also increasing its reliance on central government funding. Similarly, the lucrative fishing business that was once a significant source of revenue to Mukono district local government has been made part

59 Buikwe District was carved out of Mukono in 2009 while Buvuma was carved out in 2010.

of Buvuma district, again drastically cutting the local revenue available to Mukono. Whilst the creation of new districts is not in itself negative, government should take cautious and well considered measures to ensure that the creation of a new district does not stunt the growth or capability of the old one.

7.2.3 High dependence on Central Government funding – the budget architecture

Mukono district local government is highly dependent on central government for its budget. As discussed in Section 5 of this report, over 96% of the budget revenue is raised through central government grants. This level of dependency affects service delivery and overall performance of the district. Most grants from the central government are conditional and therefore earmarked for specific services. Only a slight degree of flexibility is permissible, but even so with restrictions. The unconditional grant, which is the only grant that LGs may use as part of their revenues, is mainly used to pay staff salaries. In many instances, these funds are not adequate and thus create a funding gap. This gap means that the district has to operate below the acceptable minimum personnel structures.

7.2.4 Decentralization Vs Recentralization

Findings from almost all community focus groups revealed an apparent collapse of the bottom-up planning approach – a very key principle in the decentralization framework as decisions for service planning were being made by the central government. In Kasawo Sub-county, for example, influential community members that were interviewed lamented that there are no planning meetings and yet priorities continue to be set with budgets allocated to them. This means that local priorities are set for the local communities by the central government with little or no communication as to community preference on matters of service delivery.

7.2.5 Political power without authority with planning and budgeting

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

8. GENERAL CONCLUSION AND RECOMMENDATIONS

8.1 Conclusion

If the vision of the district which is to improve the quality of life for the people of Mukono by reducing poverty levels is anything to go by, then the district has a lot of work to do in order to achieve this vision. Our detailed analysis points to a generally negative trend of service delivery and unveils a gap between the technical implementation and the political leadership. At the national level, the increase in central government funding means that instead of strengthening local government, it is simply weakening the latter as it increases financial reliance on the central government to dictate the implementation of local service delivery projects. At the local government level, Mukono district local government has recently fallen victim to the continued administrative engineering. It is easy to overlook the implications of the loss of territory to two new districts, but the net result is that it has become increasingly difficult for Mukono to increase its collection of local revenue to support its autonomy. Prior to the further creation of districts, Mukono only collected a diminutive amount of revenue and the situation has gone from bad to worse in such a way that alarm bells should be ringing with regard to effective service delivery in the district.

8.2 Recommendations

8.2.1 Undertake effective monitoring

There is no doubt about the positive impact that can accrue from effective political monitoring. Since political leaders do not undertake technical implementation of activities, their most important role in the service delivery chain is that of monitoring. In any case, it is only effective monitoring that can positively impact on the quality of local service delivery. For that matter, political leaders (district chairman and councilors) should strengthen their monitoring in order to ensure that the right quality and quantity of services are delivered to the electorate because they are people's representatives and their monitoring roles must be taken seriously. Most importantly, individual and group monitoring reports should be emphasized for ease of follow up. If the district of Mukono with its budget of over UGX. 38 billion allocates 46 percent of the budget to the education sector; the councilors have a big role to play in order to track the money from the point of district budget allocations to outputs in the education sector. On the other end of the scale, councilors should also take keen interest in financially orphaned sectors such as that of the environment and natural resources which was allocated a meagre part of the budget during the year under review.

8.2.2 Mandatory quarterly reports from councilors

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

8.2.3 Improve civic awareness - Demand accountability deficit

On the basis of their experience with the majority of the community meetings, the researchers noted the high levels of ignorance regarding councilors' roles and responsibilities. This means that there is a knowledge gap that undermines the community members' capacity to demand for accountability as they cannot do so when they do not know what they are entitled to. At the political leadership level there is need for continuous councilor orientation and training to remind them of their constitutional obligations. The fact that councilors associate their good performances with the number of burial ceremonies and other social functions they attend clearly shows misunderstanding of councilor roles and responsibilities and undoubtedly impacts negatively on the quality of service delivery.

8.2.4 Advocacy for changed budget architecture

A critical analysis of the Mukono district local government budget of the year under review reveals high dependence on the central government for funding. This dependence makes Mukono district local government a mere agent of the central government rather than a fully fledged local government as envisioned under the Local Government Act. In essence, Mukono district local government cannot be expected to drastically improve local service delivery with the current local budget architecture and needs to work closely with other local governments to lobby to change the current budget architecture. At the end of the day, the national budget should be shared equally between the central government and all the local governments and financial distribution should reflect the equal importance of all districts.

8.2.5 Remuneration for councilors

Councilors have many responsibilities as stipulated in the Local Government Act and, at the very least; their expenditures on council business or activities that are part of their responsibilities need to be reimbursed. It is also recommended that on top of reimbursement, a substantial financial incentive be added to increase councilors' motivation to assume their job roles and responsibilities more effectively. Councilors' residence in their constituency and in close proximity to the community means that they are the lifeline of communication from the citizens to the district and need adequate facilitation to allow them perform their job roles and responsibilities to their maximum potential.

8.2.6 Contact with the electorate

The first assessment of the performance of the political leadership in Mukono revealed pitiable levels of contact between the councilors and their electorate. At the district level, accessing public information from the district was not easy, a situation that partly explains the low civic competence among the majority of community members in the sub-counties. The district should take more deliberate steps to establish more meaningful interface with the citizens. There is clearly no platform where the district chairman and other political leaders engage in a dialogue with the district residents. It is recommended that a "District Town Hall Platform" be convened every quarter where the district political leaders and technical staff can engage with the electorate to discuss their concerns in a rather informal but business-like manner. This will infuse more ideas into how the district should be run and help build confidence and trust among the district leadership and the residents. It will also provide opportunities to educate the communities about the roles and responsibilities of the councilors and the need for the community members to use such benchmarks to assess their leaders' performance.

8.2.7 Orientation of district councilors

It is not true that a political leader who assumes office at the district level automatically knows their duties and responsibilities. The fact that findings from the assessment revealed that a number of councilors did not appreciate their roles and responsibilities in their entirety means that there is a knowledge gap that needs to be addressed. Councilors should be trained on an annual basis about their roles and responsibilities, report writing and how to monitor effectively. Efforts such as the Local Government Council Score-card Inception meetings and community Focus Group Discussion at district and sub county level should be applauded and upheld as important avenues through which councilors and citizens learn about their political roles. At the administrative level councilors should be trained in advocacy and the chain of administrative communication so they know who to raise their issues to and can effectively instigate change through the policy of decentralization.

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ANNEX 1: Mukono District Local Government Council 2009/10

Name		Constituency
1	Francis Lukooya	District Chairperson
2	James K. Kunoobwa	Nagojje
3	Ali Kalungi	Kimenyedde
4	Godfrey Kikulwe Musanje	Kasawo
5	Claudia Kanya	Nabbale/Kimenyedde
6	Ahairwe Lubuulwa	Nagojje/Ntunda
7	Roy Grace Nabayanja	Nakisunga
8	Edward Mutebi	Goma
9	Noelina Nabuyange	Kyampisi>Nama
10	Jamil Mansur Kakembo	Mukono T.C
11	Musa Kiggundu	Kyampisi
12	Annet Nakanwagi	PWDs
13	Makanga Munonye	Nakisunga
14	Asuman Lubowa Muwumuza	Koome
15	Michael Wampamba	Nabbale
16	Sarah Babirye	Youth
17	Kawesa Kefa Sengendo	Nama
18	Njuki Wilson Lubega	Ntunda
19	Lawrence Katende Semakula	Ntenjeru
20	SophanSaula	Youth
21	Jane Ssozi Mukasa	Mpatta/Ntenjeru
22	David Wambogo	PWDs
23	Evaristo Kaluuma	Namuganga
24	Fatuma Nabikofu	Goma
25	Lillian Nakawesi	Mukono Central
26	Robinah Muwonge	Kasawo/Namuganga

ANNEX 2: FOCUS GROUP DISCUSSION GUIDE FOR THE LOCAL GOVERNMENT COUNCILS SCORECARD INITIATIVE

Procedure:

- a) Hold at least one FDG in every sub county (division).
- b) Mobilize between 8 -12 community members in each sub county (division).
- c) Register all members in attendance.
- d) DO NOT give community members money for anything (transport etc). Instead, researchers can buy water or soda for the members in attendance.

General introduction:

ACODE

LGSCSI

A. Ice breaking and general questions

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

B. Civic awareness and competence

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

C. Identification of a councillor

- Do you know the names of the sub county councillor (probe for both male and female)?
- How long has he/she been a councillor for this area?
- In your opinion what is the main role of a councillor?
- What has been his/her main contribution to this sub county

- Does the councillor have an office in your sub county?
- How often do you interact with the councillor
- What are the major avenues for interaction with the councillor

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

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

Tools for Citizens Expression in Demanding for Accountability

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

Engagement:

Citizens' demand for performance and accountability through **engagement** is the epitome of a democratic society. Citizens engage in processes such as budgeting, elections, citizens' forums, etc because they have confidence that they are listened to and their views are taken into account. In the case of Uganda, this is the situation that obtained during the 1990s as epitomized through the constitution making processes, the Poverty Eradication Action Plan (PEAP) process and the introduction of participatory budgeting processes.

Written Expressions:

However, sometimes states enter into a democratic reversal process. In that state (i)

citizens feel that they are not listened to; (ii) the accountability responsibilities of state institutions are either no longer clear or overlap hence creating institutional inertia; and even if citizens engage, it is apparent that their proposals and concerns are not reflected in policy and decision making. When a state enters into a democratic reversal process, citizens shift from the engagement mode to using written expressions to demand for accountability. Citizens are therefore more likely to write letters to their leaders, or letters and opinions to the media, make telephone calls or use SMS media to mobilize citizen action. In the case of Uganda, open air talk shows have also been used as a tool to demand accountability from leaders.

Civil Action:

Civil action tools are mainly used when there is a breakdown and loss of trust in governments and, the utility of demanding accountability and performance through a democracy process is severely diminished. When citizens lose trust in the ability of government systems and institutions to address their concerns and grievances, they turn to civil actions such as demonstrations, civil disobedience, boycotts or even recalls of elected leaders. For example, the 2006 demonstrations to safeguard Mabira Central Forest Reserve were a citizens' response to the failure of Government to respond to demands for more responsible stewardship of the environment by state agencies and the President.

ANNEX 3: DISTRICT COUNCIL SCORE-CARD MUKONO District Local Government

Total Score: 60

Parameter/Indicator	Actual Score	Maximum Scores
1. LEGISLATIVE ROLE	17	25
Adopted model rules of Procedure with/without amendments	2	2
Motions passed by the council	3	4
Ordinances enacted by the council	4	4
Public Hearings	0	5
Evidence of legislative resources	4	4
Petitions	2	2
Focused Tours	2	3
Held council meetings on time	0	1
2. ACCOUNTABILITY TO CITIZENS	15	25
Fiscal Accountability	2	3
Political Accountability	3	10
Administrative Accountability	8	10
Involvement of CSOs, CBOs, Citizens	2	2
3. PLANNING & BUDGETING	12	25
Existence of Plans, Vision and Mission Statement	6	10
ii) Local Revenue	6	15
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES	16	25
Education	3	4
Health	2	4
Water and Sanitation	4	4
Roads	3	3
Agriculture and Extension	3	3
Functional Adult Literacy	0	3
Environment and Natural Resources	1	4
Total	60	100

ANNEX 4: CHAIRPERSON'S SCORE-CARD

Name of Respondent: Francis Lukooya

Constituency: Mukono District

Gender: Male

No. of Terms served: 2

Political Party: NRM

Score: 54

Parameter/Indicator	Actual Scores	Maximum Scores
POLITICAL LEADERSHIP	21	30
Presiding at meetings of Executive Committee	3	3
Monitoring and administration	10	12
Overseeing Performance of civil servants	0	5
Overseeing the functioning of DSC and other boards/committees	4	4
Engagement with central government and national institutions	4	6
2. LEGISLATIVE ROLE	4	15
Regular attendance of council sessions	2	2
Motions presented by the Executive	2	6
Bills presented by the Executive	0	7
3. CONTACT WITH ELECTORATE	8	10
Programme of meetings with Electorate	6	6
Handling of issues raised and feedback to the electorate	2	4
4. INITIATION OF COMMUNAL & DEVELOPMENT ACTIVITIES/ PROJECTS	6	10
Projects initiated	2	2
Contributions to communal Projects/activities	4	4
Linking the community to Development Partners/NGOs	0	4
5. MONITORING NPPAs	15	35
Monitored Agricultural services	2	5
Monitored functional Adult literacy session	0	5
Monitored Health units in every Lower local government	3	5
Monitored schools in every sub-county	0	5
Monitored road works in every sub-county	5	5
Monitored water sources in every sub-county	0	5
Monitored Environment and Natural Resources protection	5	5
Total	54	100

ANNEX 5: SPEAKER'S SCORE-CARD

Name of Respondent: James Kunoobwa

Constituency: Nagojje Sub-county

Gender: Male

No. of Terms served: 1

Political Party: NRM

Score: 58

Parameter/Indicator	Actual Scores	Maximum Scores
1. PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL	23	30
i) Chairing lawful council/ meetings	2	3
ii) Rules of procedure and Minutes	7	10
iii) Business Committee	5	5
Organisation of business of council	6	6
Provided special skills/knowledge to the Council or committees	3	6
2. CONTACT WITH ELECTORATE	15	23
i) Meetings with Electorate	8	16
ii) Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county Council sessions	2	5
4. SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	18	42
Monitoring of Health Service delivery units	3	5
Monitoring Agricultural Projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring Education facilities	1	7
v) Monitoring Road projects	4	7
vi) Monitoring Water facilities	4	7
vii) Monitoring Environment and natural resources	6	6
TOTAL	58	100

ANNEX 6: COUNCILORS' SCORE-CARDS

Name: Edward Mutebi

Gender: Male

Constituency: Goma

Party: NRM

Number terms served: 1

Score: 66

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	13	30
Participation in plenary sessions	8	8
Participation in committees	4	8
Moved a motion in council	0	10
Provided special skills/knowledge to the council or committees	1	4
2. CONTACT WITH ELECTORATE	23	23
Meetings with electorate	16	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	3	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	25	42
Monitoring of health service delivery units	5	5
Monitoring agricultural projects	4	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	7	7
Monitoring road projects	1	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	4	6
TOTAL	66	100

Name: Jane Mukasa Ssozi

Gender: Female

Constituency: Mpatta & Ntenjeru

Party: NRM

Number terms served: 2

Total Score: 57

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	16	30
Participation in plenary sessions	6	8
Participation in committees	8	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	2	4
2. CONTACT WITH ELECTORATE	23	23
Meetings with electorate	16	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	16	42
Monitoring of health Service delivery units	3	5
Monitoring agricultural projects	0	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	4	7
Monitoring road projects	1	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	4	6
TOTAL	57	100

Name: Robinah Muwonge

Gender: Female

Constituency: Kasawo & Namuganga

Party: NRM

Number terms served: 2

Total Score: 54

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	14	30
Participation in plenary sessions	8	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	2	4
2. CONTACT WITH ELECTORATE	20	23
Meetings with electorate	16	16
Office or coordinating centre in the constituency	4	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	3	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	15	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	4	7
Monitoring Functional Adult Literacy programmes	2	3
Monitoring education facilities	4	7
Monitoring road projects	0	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	0	6
TOTAL	54	100

Name: Mansur Kakembo Jamil

Gender: Male

Constituency: Mukono TC

Party: DP

Number terms served: 1

Total Score: 53

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	20	30
Participation in plenary sessions	8	8
Participation in committees	8	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	4	4
2. CONTACT WITH ELECTORATE	17	23
Meetings with electorate	10	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	14	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	4	7
Monitoring road projects	4	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	53	100

Name: Roy Namayanja

Gender: Female

Constituency: Nakisunga

Party: NRM

Number terms served: 2

Total Score: 48

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	12	30
Participation in plenary sessions	2	8
Participation in committees	8	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	2	4
2. CONTACT WITH ELECTORATE	19	23
Meetings with electorate	12	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
Attendance in sub - county council sessions	0	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	17	42
Monitoring of health service delivery units	3	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	2	3
Monitoring education facilities	1	7
Monitoring road projects	4	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	2	6
TOTAL	48	100

Name: Claudia Kamyia

Gender: Male

Constituency: Nabbale & Kimenyedde

Party: NRM

Number terms served: 3

Total Score: 41

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	10	30
Participation in plenary sessions	6	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	18	23
Meetings with electorate	14	16
Office or coordinating centre in the constituency	4	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	3	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	1	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	41	100

Name: Wilson Njuki Lubega

Gender: Male

Constituency: Ntunda

Party: NRM

Number terms served: 3

Total Score: 41

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	16	30
Participation in plenary sessions	6	8
Participation in committees	4	8
Moved a motions in council	6	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	12	23
Meetings with electorate	5	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	3	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	1	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	41	100

Name: Musa Kiggundu

Gender: Female

Constituency: Kyampisi

Party: NRM

Number terms served: 2

Total Score: 40

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	20	30
Participation in plenary sessions	8	8
Participation in committees	6	8
Moved a motions in council	4	10
Provided special skills/knowledge to the council or committees	2	4
2. CONTACT WITH ELECTORATE	12	23
Meetings with electorate	5	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	6	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	0	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	40	100

Name: Kefa Kaweesa Sengendo

Gender: Male

Constituency: Nama

Party: NRM

Number terms served: 4

Total Score: 39

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	7	30
Participation in plenary sessions	2	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	1	4
2. CONTACT WITH ELECTORATE	13	23
Meetings with electorate	6	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	3	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	14	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	0	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	1	7
Monitoring road projects	4	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	4	6
TOTAL	39	100

Name: Lillian Nakaweesi

Gender: Female

Constituency: Mukono central

Party: NRM

Number terms served: 2

Total Score: 35

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	7	30
Participation in plenary sessions	6	8
Participation in committees	0	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	1	4
2. CONTACT WITH ELECTORATE	13	23
Meetings with electorate	6	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	13	42
Monitoring of health service delivery units	3	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	4	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	35	100

Name: Ahairwe Lubuulwa

Gender: Female

Constituency: Nagojje & Ntunda

Party: NRM

Number terms served: 2

Total Score: 35

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	10	30
Participation in plenary sessions	6	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	12	23
Meetings with electorate	5	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	11	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	4	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	1	7
Monitoring road projects	4	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	0	6
TOTAL	35	100

Name: Annet Nakanwagi

Gender: Female

Constituency: PWDs

Party: NRM

Number terms served: 2

Total Score: 33

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	8	30
Participation in plenary sessions	4	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	15	23
Meetings with electorate	13	16
Office or coordinating centre in the constituency	2	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	1	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	33	100

Name: David Wambogo Waphakabulo

Gender: Male

Constituency: PWDs

Party: NRM

Number terms served: 1

Total Score: 33

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	9	30
Participation in plenary sessions	8	8
Participation in committees	0	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	1	4
2. CONTACT WITH ELECTORATE	13	23
Meetings with electorate	6	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	9	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	0	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	4	6
TOTAL	33	100

Name: Lawrence Katende Ssemakula

Gender: Male

Constituency: Ntenjeru

Party: NRM

Number terms served: 1

Total Score: 32

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	11	30
Participation in plenary sessions	6	8
Participation in committees	0	8
Moved a motions in council	4	10
Provided special skills/knowledge to the council or committees	1	4
2. CONTACT WITH ELECTORATE	13	23
Meetings with electorate	11	16
Office or coordinating centre in the constituency	2	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
Attendance in sub - county council sessions	0	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	1	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	32	100

Name: Sarah Babirye

Gender: Female

Constituency: Female Youth

Party: Independent

Number terms served: 1

Total Score: 32

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	6	30
Participation in plenary sessions	2	8
Participation in committees	0	8
Moved a motions in council	4	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	17	23
Meetings with electorate	10	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	7	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	1	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	32	100

Name: Asuman Lubowa Muwumuza

Gender: Female

Constituency: Koome

Party: NRM

Number terms served: 3

Total Score: 31

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	6	30
Participation in plenary sessions	6	8
Participation in committees	0	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	10	23
Meetings with electorate	3	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
Attendance in sub - county council sessions	0	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	15	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	2	3
Monitoring education facilities	4	7
Monitoring road projects	4	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	31	100

Name: Ali Kalungi

Gender: Male

Constituency: Kimenyedde

Party: NRM

Number terms served: 1

Total Score: 31

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	13	30
Participation in plenary sessions	4	8
Participation in committees	8	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	1	4
2. CONTACT WITH ELECTORATE	6	23
Meetings with electorate	4	16
Office or coordinating centre in the constituency	2	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	10	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	1	7
Monitoring road projects	1	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	2	6
TOTAL	31	100

Name: Godfrey Kikulwe Musanje

Gender: Male

Constituency: Kasawo

Party: NRM

Number terms served: 6

Total Score: 29

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	10	30
Participation in plenary sessions	6	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	7	23
Meetings with electorate	3	16
Office or coordinating centre in the constituency	4	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
Attendance in sub - county council sessions	0	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	12	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	4	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	1	7
Monitoring road projects	1	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	0	6
TOTAL	29	100

Name: Michael Wampamba

Gender: Male

Constituency: Nabbale

Party: Independent

Number terms served: 1

Total Score: 29

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	6	30
Participation in plenary sessions	6	8
Participation in committees	0	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	2	23
Meetings with electorate	0	16
Office or coordinating centre in the constituency	2	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
Attendance in sub - county council sessions	5	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	16	42
Monitoring of health service delivery units	3	5
Monitoring agricultural projects	4	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	4	7
Monitoring road projects	1	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	0	6
TOTAL	29	100

Name: Fatuma Nabikofu

Gender: Female

Constituency: Seeta Bagala

Party: NRM

Number terms served: 1

Total Score: 28

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	6	30
Participation in plenary sessions	6	8
Participation in committees	0	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	15	23
Meetings with electorate	8	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	5	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	1	7
Monitoring road projects	0	7
Monitoring water facilities	0	7
Monitoring environment and natural resources	2	6
TOTAL	28	100

Name: Evaristo Kaluuma

Gender: Male

Constituency: Namuganga

Party: NRM

Number terms served: 2

Total Score: 25

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	11	30
Participation in plenary sessions	6	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	1	4
2. CONTACT WITH ELECTORATE	6	23
Meetings with electorate	2	16
Office or coordinating centre in the constituency	4	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
Attendance in sub - county council sessions	0	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	1	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	25	100

Name: Noeline Nabuyange

Gender: Female

Constituency: Kyampisi/Nama

Party: NRM

Number terms served: 2

Total Score: 21

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	8	30
Participation in plenary sessions	4	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	10	23
Meetings with electorate	3	16
Office or coordinating centre in the constituency	7	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
Attendance in sub - county council sessions	0	5
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	3	42
Monitoring of health service delivery units	0	5
Monitoring agricultural projects	1	7
Monitoring Functional Adult Literacy programmes	1	3
Monitoring education facilities	1	7
Monitoring road projects	0	7
Monitoring water facilities	0	7
Monitoring environment and natural resources	0	6
TOTAL	21	100

Name: Muninye Makanga

Gender: Male

Constituency: Nakisunga

Party: NRM

Number terms served: 1

Total Score: 21

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	8	30
Participation in plenary sessions	6	8
Participation in committees	0	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	2	4
2. CONTACT WITH ELECTORATE	5	23
Meetings with electorate	3	16
Office or coordinating centre in the constituency	2	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
Attendance in sub - county council sessions	0	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
Monitoring of health service delivery units	1	5
Monitoring agricultural projects	0	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	1	7
Monitoring road projects	0	7
Monitoring water facilities	4	7
Monitoring environment and natural resources	2	6
TOTAL	21	100

Name: Saula Sophan

Gender: Male

Constituency: Youth Male

Party: Independent

Number terms served: 1

Total Score: 17

PARAMETER/INDICATOR	Actual Score	Maximum Score
1. LEGISLATIVE ROLE	6	30
Participation in plenary sessions	2	8
Participation in committees	4	8
Moved a motions in council	0	10
Provided special skills/knowledge to the council or committees	0	4
2. CONTACT WITH ELECTORATE	5	23
Meetings with electorate	5	16
Office or coordinating centre in the constituency	0	7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county council sessions	2	2
Made atleast 4 official communication to lower local councils	0	3
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	4	42
Monitoring of health service delivery units	0	5
Monitoring agricultural projects	0	7
Monitoring Functional Adult Literacy programmes	0	3
Monitoring education facilities	0	7
Monitoring road projects	1	7
Monitoring water facilities	1	7
Monitoring environment and natural resources	2	6
TOTAL	17	100

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Viola Bwanika-Semyalo is a researcher at ACODE. She is a graduate of Social Sciences from Makerere University with a Masters in Development Management from Agder University in Norway.



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