

Roles and Responsibilities of District and Sub-County Political and Administrative Leaders, Civil Society Organizations & Citizens in ENHANCING SOCIAL ACCOUNTABILITY



WOMEN'S DEMOCRACY NETWORK
Empowering women to Lead
Uganda Chapter

April 2013

About the Women's Democracy Network-Uganda Chapter

Women's Democracy Network (WDN)-Uganda Chapter is a local civil society organization affiliated to Women's Democracy Network (WDN) that seeks to empower women to pursue activism and leadership in the public sphere. Since its establishment in 2011, WDN-Uganda Chapter has sought to ensure gender parity in political office by providing capacity building training for women leaders and leagues of political parties in leadership, advocacy, political campaigning, strategic planning, and the use of new technology. The Chapter has identified challenges faced by women politicians and has developed training modules and handbooks on best practices. At the local level, the Chapter has worked to improve the technological literacy of women elected officials and has trained women councillors in using email, social media and the internet to communicate and network with counterparts, access information, and enhance their performance as leaders. The Chapter has established internet hubs in pilot districts for women councillors in collaboration with its local partners. WDN-Uganda Chapter also empowers citizens and leaders with knowledge and skills to enable them to constructively engage in order to find solutions to issues that affect accountability and service delivery in their respective communities.

Contact:

Women's Democracy Network-Uganda Chapter
Plot 933, Kireka-Namugongo Road
P.O. Box 8203, Kampala-Uganda
Tel: +256 0790-912976/0752-792031
Email: paritua@wdnuganda.org
www.wdnuganda.org

Responsible for publication:

Executive Director: Perry Aritua

© Women's Democracy Network-Uganda Chapter 2013

All rights reserved. Reproduction of all or selected portions of the Handbook for educational or other non-commercial purposes is authorised without prior written permission from the copyright holder provided the source is fully acknowledged and any alterations to its integrity are indicated.

Reproduction of the handbook for sale or other commercial purposes is prohibited without prior written consent of the copyright holder.

Disclaimer

The content in this manual is for educational and discussion purposes only. The opinions expressed herein are those of the author(s) and do not necessarily reflect the views of WDN-Uganda Chapter. Every effort has been made to ensure the accuracy of this publication. WDN-Uganda Chapter, its authors and editors, do not accept responsibility for any omission, act, loss, damage, or the consequence thereof occasioned by the reliance of any person upon the contents of this publication. Women's Democracy Network-Uganda Chapter should be notified immediately of any errors in this publication so that the necessary correction and or clarification can be made.

Acknowledgements

Women's Democracy Network (WDN)-Uganda Chapter is grateful to the Executive Director Ms. Perry Aritua for developing the handbook. WDN-Uganda Chapter acknowledges the National Endowment for Democracy (NED) for the financial support to its social accountability project in West Nile region.

Table of Contents

About WDN-Uganda Chapter.....	1
Acknowledgement.....	2
About the Handbook.....	4
Administrative leaders in local governments.....	5
1. Chief Administrative Officer.....	5
1.1.2. Whom does the CAO report to.....	5
1. Roles and responsibilities of the Chief Administrative Officer.....	5
2. Deputy Chief Administrative Officer.....	5
1.2.1. Why are Assistant Chief Administrative Officers relevant?.....	5
1.2.2. What are the roles and responsibilities of ACAOs.....	5
1.3. Assistant Chief Administrative Officer in charge of a county.....	6
1.3.1. What are the roles and responsibilities of the ACAO in charge of a county?.....	6
1.4. The Sub-County Chief.....	6
1.4.1. What are the roles and responsibilities of the Sub-County Chief?.....	7
1.5. Parish Chief.....	7
1.5.1. What are the roles and responsibilities of the Parish Chief?.....	7
1.6. Resident District Commissioner.....	7
1.6.1. Who is a Resident District Commissioner?.....	7
1.6.2. Who is an assistant RDC?.....	7
1.6.3. What are the roles and responsibilities of RDCs?.....	8
1.7. The Police	8
1.7.1. What are the roles and responsibilities of the Uganda Police force?.....	8
1.7.2. What roles does the public need to play to make the Police function well?.....	8
Political leaders in districts.....	9
2.1. What are the roles and responsibilities of local councils?.....	9
Parliament	10
The Judiciary.....	13
Public Participation in enhancing service delivery.....	14
3.1. What are the benefits for public participation in the governance process of their areas?..	14
Conclusion.....	16
Acronyms	
References	
PART TWO.....	19

About the Handbook

Citizens require information on the plans, budgets and programs of their governments at national, district and sub-county level if they are to effectively participate in improving service delivery in their areas. This information is usually privy to political and administrative leaders. In order for citizens to effectively engage and share information with public officials who are entrusted with implementing programs and providing services to the communities, information on the persons responsible for implementing each service must be available to citizens. They should also know the roles of their political and administrative leaders and have knowledge on the systems that they can use if they are dissatisfied with service delivery in their communities. The handbook is written bearing in mind the limited information that citizens have on the roles and responsibilities of both their political and administrative leaders. Each of the leaders has defined roles and responsibilities that should ultimately ensure that services are delivered to citizens. The main objectives of the handbook are:

1. To provide information to citizens on the roles and responsibilities of political and administrative leaders in their districts;
2. To create awareness amongst citizens on the different stages at which they can participate in governance processes; and
3. To provide information on the roles and responsibilities of citizens and Civil Society Organizations (CSOs) in social accountability.

Part one of the handbook addresses objectives 1&2.

The first section of part one of the handbook outlines the roles and responsibilities of administrative leaders. The second section outlines the roles and responsibilities of political leaders. The third section highlights the various stages in the governance process in which citizens can participate. The fourth section is a conclusion of the handbook on the roles and responsibilities of political and administrative leaders in enhancing social accountability.

Part two of the handbook explains the roles and responsibilities of CSOs and citizens in enhancing social accountability. Details of part two of the handbook including the table of contents are highlighted separately in the handbook.

PART ONE

ROLES & RESPONSIBILITIES OF ADMINISTRATIVE & POLITICAL LEADERS IN SOCIAL ACCOUNTABILITY

SECTION ONE:

Administrative Leaders in Local Governments

1.1. The Chief Administrative Officer

The Chief Administrative Officer (CAO) is the head of administrative wing in the district. CAOs are appointed by the Central Government through the Public Service Commission. The CAO is deputized by the Assistant CAOs. The CAO is responsible for supervising the deputy CAO(s), the Chief Finance Officer, the District Education Officer, the District Health Officer, the District Planner, The Human Resource Officer, the District Engineer, the District Natural Resources Officer and the District Community Based Services Officer.

1.1.2. Whom does the CAO report to in the district?

The CAO reports to the district chairperson.

1.1.3. What are the roles and responsibilities of the CAO?

1. The CAO is the head of the District Public Service and provides leadership in developing district plans, reviewing, monitoring and implementation of government policies and plans of Central government and District council;

2. Ensures that planning is done;
3. The CAO oversees the use of public resources and ensures that they are used well and accounted for;
4. He/she ensures that lawful district council decisions are implemented;
5. Provides technical advice and guidance to district political leadership to ensure effective and lawful council decision making;
6. Advises and guides local councils and the departments responsible for implementing government programs on education, health, roads, water, agriculture among others;
7. The CAO must ensure that accountability for public resources is done and that they are used transparently;
8. Supervises district and lower council staff and ensures that they implement their activities as planned;
9. Coordinates district and lower council staff and monitors implementation of Central government and district programs;
10. Acts as a liaison between the district councils and Central government to ensure that government policies are effectively implemented and that national objectives of the country are achieved;

11. Ensures safe custody of district properties, records and documents of council;
12. In partnership with security agencies in the district, the CAO ensures that law, order and security in the district is maintained.

1.2. Deputy Chief Administrative Officers

Deputy CAOs are commonly called Assistant Chief Administrative Officers (ACAOs). The ACAO reports to the CAO. A district will usually have a deputy CAO and ACAOs in charge of a county.

1.2.1. Why are ACAOs relevant?

They deputize the CAO in managing and coordinating the implementation of government and council policies and laws in order to improve the welfare of citizens in the areas in which they work.

1.2.2. What are the roles and responsibilities of ACAOs?

1. Provide administrative support services to the District Council and the technical Departments;
2. Initiate and formulate/develop District policies, plans, strategies and bye-laws in partnership/ liaison with other Heads of Department;
3. Supervise and coordinate proper management of the human resource issues in the District;
4. Manage and provide efficient utilization and accountability of all resources of the Administration Department;
1. Carry out the role of deputizing for the CAO;
2. Provide technical support and guidance to the technical departments on matters relating to administration.
3. Coordinate safe custody and proper management of Council records; and
4. Supervise the upkeep and provision of the safe custody of Council properties and assets.

1.3. Assistant Chief Administrative Officer (ACAO) in charge of a county

The ACAO in charge of a county reports to the Deputy Chief Administrative Officer. The ACAO in charge of a county assists the CAO in coordinating and monitoring all administrative and development programs in the county.

1.3.1. What are the roles and responsibilities of the ACAO in charge of a county?

1. Enforce accountability for financial and other public resources in the County;
2. Assess the service delivery performance levels in the County;
3. Enforce compliance to Government policies by NGOs in the County;
1. Monitor County abidance/adherence to National and District priorities, policies, programmes and legal obligations;
2. Prepare periodic Reports regarding activities in the County and submitting them to the relevant authorities; and
1. Provide technical support on implementation of Government policies in the county.

1.4. The Sub-County Chief

The sub-county chief is appointed by the District Service Commission after successfully passing through an interview. The Sub-County Chief reports to the Local Council III chairperson and the CAO.

The Sub-County Chief supervises the Community Development Officer (CDO), Agricultural Officer, Veterinary Officer, Fisheries Officer, Parish Chief, Senior Accounts Assistant and Head Teachers of Primary schools.

1.4.1. What are the roles and responsibilities of the Sub-County Chief?

2. Manage the implementation of all District bye-laws and Government policies, projects, programmes and lawful directives;
3. Carry out general administration of the sub-

county in conformity with Government regulations and policies; District Ordinances or bye-laws; and Trust Fund or Secretariat by lower Councils;

1. Collect and account for Local Government revenue in the sub-county;
2. Execute orders and warrants issued by any court of competent jurisdiction;
3. Assist in the prevention of crime and maintenance of law, order and security in the Sub-County;
4. Collect date and keep records of Council;
5. Provide technical support to the Local Council III in planning, budgeting and Implementation of Government programmes; and
6. Supervise and monitor the implementation of socio-economic development projects.

1.5. Parish Chief

The parish chief carries out the overall administration and management of a Parish Unit in the Local Government. He/she reports to the Sub-County Chief.

1.5.1. What are the roles and responsibilities of the Parish Chief?

1. Prepares and compiles reports on parish operations for the attention of the Sub-County Chief;
2. Collects and accounts for Local revenue in the Parish;
3. Prepares work plans and budgets for the operations of the Parish;
4. Enforces the implementation of National and Local Government policies, programmes and Council bye-laws in the Parish;
5. Undertakes the mobilization of the Parish Community for Government development programmes and projects; and
1. Provides technical support to the Parish Council on any matters relating to lower Local Government governance.

1.6. Resident District Commissioner

1.6.1. Who is a Resident District Commissioner?

The Resident District Commissioner (RDC) is a public officer appointed by the President in accordance with Article 203 of the Constitution of Uganda as amended. They are part of the Executive arm of government.

1.6.2. Who is an assistant RDC?

An assistant RDC deputizes the RDC. In the absence of the RDC he/she carries out the roles and functions of the RDC.

1.6.3. What are the roles and responsibilities of RDCs?

The roles and responsibilities of the RDC are provided for in the Constitution of Uganda and include:

1. Coordinate the administration of government services in the district;
2. Monitor and oversee the implementation of government programs more generally on behalf of Central government. In this regard they should ensure value for money and service delivery to the citizens of Uganda. They among others do this by organizing "barazas" during which they explain to the people what they should expect from government so that the people are able to fast track the implementation of projects and monitor their implementation;
3. They are the Chairpersons of the District Security Committee in their respective districts and must ensure that peace and security prevails in the district;
4. Advise the district chairperson on matters of a national nature that may affect the district or its plans and programs and particularly the relationship between the district and the government; and
5. Carry out such other functions as may be assigned by the president or prescribed by parliament.

1.7. The Police

The Uganda Police Force is provided for under Article 211 of the Constitution of Uganda and regulated by the Police Act.

1.7.1. What are the roles and responsibilities of the Uganda Police Force?

1. To protect life, property and other rights of the individual;
2. To maintain security within Uganda;
3. To enforce the laws of Uganda;
4. To ensure public safety and order;
5. To prevent and detect crime in society; and
6. To cooperate with the civilian authority and other security organs like the army, local defence units among others and with the general population of Uganda.
7. To perform any other functions assigned to it under the Police Act.

1.7.2. What roles does the public need to play to make the Police function well?

1. Report any wrongdoers to the nearest police station in your community;
2. Share information with police on any matter that affects law and order in the community;
3. Attend meetings organized by the police force to sensitize the community on security matters and other issues that are relevant for enabling the police perform its roles;
4. Come forward as witnesses in cases where their input is required to enable the courts to punish wrongdoers;

1.7.2 What can the police force do to gain public trust?

1. Educate the public about their roles and responsibilities;
2. Address the issues of corruption and bribery that has characterized and affected the image of the police force and reduced public trust and respect for it;
3. Work with the media to eradicate the negative perception of the police force by the public;
4. Dialogue with the media to strengthen their understanding of how the police force does it work and to enhance objective reporting;
5. Government and other stakeholders should invest in training for police officers on how to effectively relate with the public in the performance of their duties;
6. Abide by its rules and regulations and punish errant officers who abuse their powers;
7. Establish a cordial working relationship with the citizens;
8. Strengthen oversight units of the police force and enforce its code of conduct;
9. Organize Police-CSO dialogues aimed at engaging the police on critical issues as and when they unfold to ensure continued and constructive engagement;
10. Organize Police-citizen dialogues aimed at engaging the police on critical issues as and when they unfold to ensure continued and constructive engagement.

SECTION TWO:

Political Leaders in Districts

The administrative officers in the district work hand in hand with the politically elected leaders and the RDC's office to ensure that government programs are implemented in line with national and district policies, plans and budgets.

The political head of the district is the local council V Chairperson. At the local council III level (sub-county) the LCIII chairperson is the political head of the sub-county. In municipalities (LC IV) the Mayor is the political head of a municipality. The LCV and III chairperson and the Mayor work with councillors to enable the district and central government to achieve its objectives. The district councils, LCIVs and III councils are set up in a way that enables them perform their functions. Each council has an Executive Committee and Standing/Working committees through which council conducts its business and makes decisions. Each council elects a Speaker to oversee council business.

Within council, an Executive committee is appointed by the LC chairperson and approved by council. Each Executive committee is made up of at five persons at least one of whom should be female. This does not prevent the chairperson from appointing more females on the Executive committee of a local council at the three levels.

The roles and responsibilities of local councils at various levels are spelt out in the Constitution of Uganda and the Local Government Act.

What are the roles and responsibilities of local councils?

1. Financial management and oversight: Local councils at LCV, IV and III levels are responsible for monitoring and evaluating delivery of government programs. In collaboration with the administrative leaders in the district, they monitor and evaluate government programs to ensure that there is value for money. In cases where they detect anomalies, they should bring their findings to the attention of the CAO and relevant head of department.
2. Political functions & Representation: Local councillors are elected every five years to represent Ugandans of various categories including: men, women, youth and People with Disabilities (PWDs). As representatives of the people, they are charged with the responsibility of finding out the concerns of their electorate and ensuring that these concerns are brought before council and to the attention of the CAO and relevant head of department for discussion and redress where possible. They are also required to give feedback to their electorate

on decisions that are made by councillors and administrative leaders. In giving feedback, they are expected to be objective and share factual information on the issues they communicate.

3. Legislative and related legislative functions: Local councils at district level make ordinances while those at Sub-County level make bye-laws. These laws are made to address arising concerns in the absence of legislation. For instance, where councillors detect gaps in education provision, child labour or drug abuse and there are no national laws or local ordinances or byelaws in place to address the gaps, they can make ordinances at district level or bye-laws at sub-county level to address the problem. It should be noted here that laws are made to address a problem particularly where none is in place to deal with the issue at hand.
4. Development Planning: Local councils are responsible for planning for their districts, municipalities, sub-counties and parishes. In order for them to be effective, government through the Ministry of Local Government has put in place a planning and budgeting cycle to guide their work right from the Parish Development Committee. The councils are charged with the responsibility of ensuring that citizens participate in the planning and budgeting cycle. This process is important because it enables the citizens to communicate their priorities to leaders in order to inform the plans and budgets of their areas. This process works well if citizens voluntarily and effectively participate in the meetings and other platforms provided by local councilors, administrative leaders, media and CSOs to enable them contribute to the planning process.
5. Constituency servicing and monitoring service delivery: Leaders are expected to address issues affecting their electorate. They can do this in a number of ways. For instance, they can work with various partners in Non-governmental Organizations, Private sector and individuals to address the challenges facing their constituencies. In order to effectively

do this, they must identify the concerns of their electorate and network with partners who can complement existing government programs to address arising issues in their constituencies. For example, some councillors have successfully partnered with NGOs to provide bursaries to the best performing boys and girls in their sub-counties, others have advocated for improved water services in their electoral areas while others have attracted private sector investment in their constituencies to address unemployment and low revenue collection sources in the district.

6. Attend meetings of lower local councils: This enables councillors to listen to issues and concerns of their sub-counties. In some cases, councillors at district level have used the meetings to communicate to local councillors at sub-county level on pertinent issues and also provided guidance to the lower local councils on issues where they may not have knowledge and expertise.

Parliament

The Parliament is established under Article 77 of the Constitution of Uganda. The current 9th Parliament of Uganda is made up of 375 members. Of these 112 are district women members of Parliament (MPs); 10 represent the army; 5 represent the youth, 5 represent persons with disabilities (PWDs) and 5 represent workers. The others not elected by citizens are appointed by the President. An example of MPs not appointed by citizens was the former Prime Minister of Uganda Hon. Apollo Nsibambi. Most of the work of Parliament is done through committees.

What are the roles and responsibilities of Members of Parliament?

1. To make laws for peace, order, development and good governance in Uganda;
2. Oversight role: Just like local councillors Parliament oversees how public funds are used. Special committees of Parliament like the Public Accounts Committee oversee the

usage of public resources and among others probe cases where misappropriation of funds are detected;

3. Conduct investigations and enquiries: Through the various committees discussed below, parliament investigates and makes enquiries over the use of public funds and management of public affairs.
4. Constituency servicing: Just like local councillors, MPs network and attract support for their constituencies through NGOs and the private sector.
5. Attend meetings of local councils as ex-officio members;
6. Allocate budgets to the executive for implementing government programs;
7. Vet presidential appointees;

2.2.2 Standing Committees

There are 11 standing Committees and each of the members of these committees is responsible for carrying out the specific functions of the Committee as follows;

- a. The Public Accounts Committee; examines the audited accounts showing the appropriation of the sums granted by Parliament to meet the public expenditure of the Central Government and the Judiciary. The Chairperson of the Public Accounts Committee scrutinises and guides the debate of the Auditor-General's report by the House.
- b. The Committee on Rules, Privileges and Discipline; enquires into any complaint of contempt of Parliament or breach of privilege or any matter of privilege which may be referred to it and recommends to the House the action to be taken.
- c. The Committee on the National Economy; reviews, considers, and scrutinizes all matters relating to National Economy generally, finance and any other matter referred to it by the House.
- d. The Committee on Appointments; Is responsible for approving on behalf of Parliament, the appointment of persons nominated for appointment by the President under the Constitution or any other appointment required to be approved by Parliament under any law.
- e. The Committee on Government Assurances; Scrutinises the assurances, promises and undertakings given by Ministers and other agents of Government in Parliament from time to time and report on;
 - i. The extent to which those assurances, promises and undertakings, have been implemented; and
 - ii. Where implemented whether the implementation has taken place within the minimum time necessary for the purpose.
- f. The Committee on Commissions, Statutory Authorities and State Enterprises; Examines the reports and audited accounts of Statutory Authorities, Corporations and public enterprises and in the context of their autonomy and efficiency, to ascertain whether their operations are being managed in accordance with the required competence and where applicable in accordance with sound business principles and prudent commercial practices;
- g. The Committee on Equal Opportunities; Monitors and promotes measures designed to enhance the equalization of opportunities and improvement in the quality of life and status of all peoples including the marginalized groups on the basis of gender, age (elderly, youth, children) disability or any other reason created by history, tradition or custom for the purpose of redressing imbalances which exist against them.
- h. The Committee on HIV/AIDS and related matters; Coordinates HIV/AIDS activities of Parliament and provides a link between Parliament and the Uganda AIDS Commission in combating the epidemic in Uganda;
- i. The Committee on Science and Technology; reviews, discusses and makes recommendations on scientific and technological content of all

Bills laid before Parliament; initiates Bills on strategic issues of science and technology for national development and continuously monitors, evaluates and assesses activities in public institutions and any other bodies engaged in national science and technology development.

- j. The Budget Committee; considers the national Budget and compile amendments and refer them to the relevant Committees and carries out other functions relating to the national Budget as may be assigned to it by Parliament or any Act.
- k. The committee on Local Government Accounts; Examines the audited accounts in relation to the report laid before Parliament by the Minister for Local Government showing the appropriation of the sums granted by Parliament to Local Governments. The Committee reports to Parliament twice a year.

Where a member of the public feels that a certain issue such as mismanagement of funds at the local Government level, or commitments and pledges by Government Ministries have not been fulfilled they can raise the issue for investigation with a specific committee of Parliament through a letter or direct interface with the chairperson of the committee or any of the members.

1. Sessional Committees

Sessional Committees have the following functions-

1. To examine and comment on policy matters affecting the Ministries covered by them;
2. To initiate or evaluate action programmes of those Ministries and Sectors and to make appropriate recommendations on them;
3. To examine critically Bills brought by Government before the House prior to debate on them;
4. To critically examine Government recurrent and capital budget estimates and make recommendations on them for general debate in the House;

5. To monitor the performance of Ministries and Departments; and
6. To ensure Government compliance.

They include; The Committee on Information and Communication Technology; Committee on Defence and Internal Affairs; Committee on Physical Infrastructure; Committee on Gender, Labour and Social Development; Committee on Finance, Planning and Economic Development; Committee on Social Services; Committee on Foreign Affairs, Committee on Presidential Affairs, Committee on Legal and Parliamentary Affairs; Committee on Public Service and Local Government; Committee on Agriculture, Animal Industry and Fisheries; Committee on Natural Resources; and Committee on Tourism, Trade and Industry.

Similarly it is possible for a member of the public to initiate dialogue with the members of these committees on areas of concern.

2.2.4. Select Committees

Parliament may, at any time, upon a motion appoint a Select Committee to be nominated by the Speaker, for the consideration of such matters as the House may refer to the Committee and to report on any such matter to the House.

2.2.5. Ad Hoc Committees

Parliament may at any time, by resolution, appoint an Ad Hoc Committee to investigate any matter of public importance that does not come under the jurisdiction of any Standing or Sessional Committee or has not been dealt with by a Select Committee.

2.6. Oversight role of Parliament

1. Article 164 makes Permanent Secretaries accountable to Parliament for funds in their ministries and gives MPs powers to monitor all expenditure of public funds.
2. Every year, Parliament, through committees, considers the details of how money that was given to Government Departments has been spent in service delivery.

3. The committee members may question ministers and public service officials in the course of committee deliberations of how the money was spent and why it was spent in a particular manner.
4. These checks and balances ensure that Government funds are well spent.
5. A member of the public may write to a specific committee raising concern about the inefficiency or failure by a particular Government body to deliver services.

2.7: The Judiciary

The Judiciary (also known as the judicial system) is the system of courts that interprets and applies the law in the name of the state. The judiciary also provides a mechanism for the resolution of disputes.

2.7.1. What are the roles and functions of the Judiciary?

1. To hear and make a judgement/decision on civil and criminal cases: In Uganda civil and criminal matters are handled by the lower Magistrate courts (Grade One and Grade II and Chief Magistrates) and the superior courts of record on Appeal.
2. To interpret the Constitution and the laws: In Uganda, the judiciary has the power to pronounce laws null and void/non-functional. The Constitutional Court may make a law non-functional if it disagrees with the provisions of the Constitution.
3. To promote human rights, social justice and morality; The constitution provides that judicial power is realized/got from the people and shall be exercised by the courts in the name of the people and in line with law and with the values, norms and aspirations of the people.

SECTION THREE:

Public Participation in Enhancing Service Delivery

Public participation is a key element/factor for good governance.

3.1. What are the benefits of public participation in the governance process of their areas?

1. It leads to informed plans and government policies and programs;
2. Creates ownership for government programs;
3. It creates more transparency and accountability for public resources because people are aware of the money available for implementing government programs and can monitor how it is used;
4. It increases the pace of development as resources are used better;
5. It leads to overall development and improves service delivery;
6. It deepens democracy because leaders become more answerable to the people who elected them;
7. It is a requirement of government of Uganda and international organizations and institutions like the World Bank due to its benefits.

As already enumerated in Section One and Two, the administrative and political leaders in the district have to work together in order to effectively deliver services. In cases where concerns with service delivery are detected, the CAO who is the technical

head of the district and the district chairperson should be informed particularly in instances where lower local government administrative and political leaders like the sub-county chief and LCIII chairperson have failed to address the issue (s). There are different methods that the public can use to bring their issues and concerns to the attention of the CAO and LCV Chairperson. For instance, the concerned communities can:

1. Write a letter to the CAO about the issue and copy the district chairperson. A sample letter to a CAO is attached as Annex II to this handbook.
2. Call in to radio talk shows to express their concerns with implementation of services particularly where the CAO or his/her representative and a political leader(s) is being hosted;
3. Seek for appointment to meet with the CAO and district chairperson;
4. Petition the CAO and copy the district chairperson. A sample petition is attached as Annex I to this handbook.

In all cases, it is important to have facts about the project in question and clearly write down concerns with it. It is also important to first meet with administrative and political leaders in your area before proceeding to meet the CAO or LCV Chairperson because in some cases the issue(s) can be addressed by the lower local governments.

The councillors are responsible in collaboration with the CAO and sector heads to ensure that

public funds are used effectively. Where anomalies are detected, the public can use various methods to bring this to the attention of councillors and technical heads at various levels. For instance, if a road which is being constructed in a village is not being done in accordance with the specifications/contract, the parish chief should be notified. In case a letter is written on the issue, it should be copied to the sub-county chief, concerned sector head and the CAO as technical leaders. The same letter should also be copied to the area councillor and LCIII and LCV chairpersons who are the political heads of the Sub-County and District respectively. For this process to happen, the citizens should seek for information on projects that will be undertaken in their areas from the parish chief or sub-county chief. It should be noted that the parish chief is the first point of contact with regard to technical matters in the parish. Where a letter is written on the matter, the sub-county chief whom the parish chief reports to should be copied in on the letter in addition to the CAO. Bringing the issue to the attention of the concerned technical staff and political leaders in an area can assist in ensuring that the issues are addressed.

The government has put in place various mechanisms through which citizens can participate in governance. They include:

1. Parish Development Committees (PDCs) through which planning begins at grassroots level. The time and venue for holding the PDC should be got from the Parish Chief.
2. Budget conference which is usually held in December to review and prioritise interventions including proposed re-allocations across sectors and within budget lines. CSOs and individuals in the community should review the priority lists and see if some issues which communities regard as priorities are excluded from the list and raise them.

During the budget conference consensus is sought about objectives, priorities and budget allocations in order for the Budget Desk to prepare a final draft budget framework paper, including a tentative annual and medium-term revenue and expenditure budget.

3. Community meetings which should be organized by elected political leaders or administrative leaders to inform the community on various government programs and issues. These are

organized by area councillors and the timing and venues at which they are held can be got from the area councillor(s). In cases where the councillors or technocrats do not call any meetings to inform the community on various government plans, policies, programs and projects, the community can call for a meeting with the area councillors and technocrats for this purpose.

4. "Barazas" are a Presidential initiative that was adopted in 2009 to create space as citizens' advocacy fora. First piloted in 10 districts with intention to cover the whole country, they are currently organized and held in 68 districts. They are supposed to be conducted twice a year at sub-county level and are spear headed by the Office of Resident District Commissioner (RDC) in respective districts. The "barazas" bring together Central and Local Government Policy makers, public service providers (civil servants) and the public (citizens) who are the users of the public services. The main objective of the fora is to enhance sharing of information to enable policy makers to effectively monitor service delivery and for the public to demand for accountability and transparency in the use of public resources and delivery of services.
5. Client charters are a key objective of the Public Service Reform Program in Uganda as stipulated in Public Reform Strategic Framework 2005/6-2009/10. The client charter is proposed as a key avenue for enhancing transparency and accountability by Public Service Organizations. Client charters provide citizens with information about the standards and quality of services which Government Ministries provide (Ministry of Local Government, 2012). Ministries, departments and agencies and local government are required to strengthen the demand side of accountability through the use of client charters. The client charters are used to fulfil their obligations to respective clients in line with the Public Service Reform Strategic Framework of the government of Uganda.
6. Operation and Maintenance of facilities committees which oversee the proper usage of public services by citizens. Examples of such committees include: School Management Committee and Water Management committees among others.

SECTION FOUR:

Conclusion

Technical staff headed by the CAO in the district cannot work in isolation of the political leaders of the district. Citizens should therefore be vigilant in accessing information on government policies, plans and programs if they are to become indispensable players in the governance process. Having knowledge about the roles and responsibilities of various actors in the district, sub-county and parish levels equips the citizens with tools on whom to approach when they require attention to issues in their community. The handbook provides a brief highlight of the roles and responsibilities of administrative and elected political leaders and should be used hand in hand with the various guidelines that the two sets of leaders have in ensuring that the national objectives and development is achieved in Uganda.

Part two of the handbook explains the roles and responsibilities of citizens and CSOs in enhancing accountability and improving service delivery.

ACRONYMS

ACAO: Assistant Chief Administrative Officer
CAO: Chief Administrative Officer
CBO: Community Based Organization
CDO: Community Based Organization

LC: Local Council
NGOs: Non-Governmental Organizations
MPs: Members of Parliament
PDCs: Parish Development Committees
RDC: Resident District Commissioner

REFERENCES

Ministry of Public Service (2011); Job Descriptions and Specifications for Jobs in Local Governments, Retrieved on November 13, 2012 from www.publicservice.co.ug
Police Act, CAP 303
Police Accountability and Reform, Human Rights Network (2013); accessed on May 17, 2013 on <http://www.policereformcampaign.org/index.php/activities>
Republic of Uganda (1995) Constitution of the Republic of Uganda 1995. UPPC. Entebbe
Republic of Uganda (1997) Local Government Act, 1997
Rules of Procedure for the Parliament of Uganda

Rights & Responsibilities of Citizens & Civil Society Organizations in Enhancing ACCOUNTABILITY & IMPROVING SERVICE DELIVERY



Table of Contents

Introduction.....	21
Section One: Rights of citizens in enhancing accountability and service delivery.....	22
Section Two: Roles and Responsibilities of citizens in enhancing accountability & service delivery.....	23
Section Three: Roles and Responsibilities of Civil Society Organizations in Enhancing accountability and service delivery	26
Conclusion.....	27
Annexes	
Annex I: Sample Petition	
Annex II: Sample letter to the Chief Administrative Officer	
References	

Introduction

In every democratic country, citizens play a significant role in determining how public resources are allocated and used. They do this either through their elected leaders or directly by participating in dialogues and discussions that are facilitated by government or civil society organizations (CSOs).

In order for citizens to play an effective role in enhancing accountability and service delivery, they should be knowledgeable about their rights, roles and responsibilities in this regard. In Uganda today, government and CSOs have instituted platforms that enhance citizens' participation in the planning, budgeting and monitoring and evaluation of service delivery. This Guide highlights the rights, roles and responsibilities of citizens in order to equip them with information that enhances their participation to improve accountability and service delivery.

The Guide is divided into four sections.

The first section highlights the rights of citizens in enhancing accountability and improving service delivery as provided for in the Constitution of Uganda and subsidiary laws. In order for citizens to effectively participate in the governance processes of their countries they must understand their rights and responsibilities in this regard.

The second section discusses the roles and responsibilities of citizens in enhancing accountability and service delivery;

The third section discusses the roles of Civil Society Organizations in enhancing accountability and service delivery; and

The fourth section is a conclusion of the Guide.

SECTION ONE:

Rights of Citizens in Enhancing Accountability and Service Delivery

The Constitution of Uganda provides for the rights of citizens in enhancing accountability and improving service delivery. Article 1 of Uganda's Constitution states inter-alia that power belongs to the people. This in relation to social accountability means that citizens shall have powers to participate in processes that determine the use and allocation of resources. The avenues through which citizens rights in this regard should be exercised are provided for in Article 38 of the Constitution. According to Article 29 (e) of the Constitution, citizens have rights to form organizations like

Non-governmental organizations, associations, Professional Organizations like Uganda Association of Women Lawyers, Uganda Association of Medical doctors and Community Based Organizations. The organizations provide a platform for citizens to interface with government authorities at various levels and dialogue on issues that affect service delivery and accountability among others.

Citizens have freedoms to express themselves and voice issues affecting service delivery in line

with Article 29(1) of the Constitution of Uganda. The voicing of issues can take various forms depending on the responsiveness of leaders to the issues of concern to citizens. The avenues through which citizens express their views, concerns and satisfaction with service delivery may include:

1. Letters to local authorities including political and administrative leaders expressing dissatisfaction with a service (s) that is being delivered or gratitude for effective service delivery.
2. Meetings in which both men and women are free to voice their concerns or satisfaction with service delivery. The meetings may be scheduled fora which are planned at intervals and called by leaders to plan, budget and share views on various aspects of service delivery. They may also be meetings called by citizens to express their concerns with service delivery and governance.
3. Social Media: Citizens may use social media to communicate with local authorities. This can take the form of sending an email or use of face book to express concerns with service delivery or satisfaction for good service delivery.
4. Telephone calls: Citizens can call their leaders to express their concerns or satisfaction with service delivery in their areas. Leaders should share their telephone numbers with citizens for communication by telephone to take place.
5. SMS: Citizens can get the numbers of their leaders and use them to send information on

concerns or satisfaction with service delivery in their areas.

6. Community radio and newspapers: Citizens can communicate their issues with regard to service delivery to leaders during radio talk shows or by writing letters to newspaper editors.
7. Peaceful demonstrations: Citizens may organize peaceful demonstrations in line with Article 29 of the Constitution of Uganda and the Police Act which requires citizens to give the police notice in order for the latter to provide security during the demonstration to express their dissatisfaction with service delivery.

Citizens can present petitions to government on issues they are concerned about with regard to service delivery. For instance, if roads are poor, health centers have no drugs and health personnel, if mothers are dying during or after delivery due to a breakdown of the health system, citizens can petition their leaders to address the issues. A format of a petition that citizens can use for raising their complaints is attached as Annex I to this Guide. It is important to note that the mode of communication that citizens use may depend on the level of responsiveness by leaders to concerns raised by citizens. For instance, if citizens complain about a bad road and no response is received from leaders albeit regular communication from citizens on the issue, citizens may decide to use peaceful demonstrations if they feel their demand for meetings, letters and petitions to leaders have failed to yield response or action from leaders.

SECTION TWO:

Roles and Responsibilities of Citizens in Enhancing Accountability and Improving Service Delivery

Coupled with rights of citizens are responsibilities that they should exercise in order to enhance accountability and improve service delivery. Article 17 of the Constitution of Uganda outlines the responsibilities of citizens to among others enable government to provide services. Respect for rights therefore goes together with fulfilment of roles and responsibilities. Social accountability recognizes that citizens cannot work in isolation in advancing good governance and improvement of service delivery. It is therefore important for citizens, CSOs and political and administrative leaders to find ways to advance each other's rights without compromising on the responsibilities that come with enjoyment of human rights.

The responsibilities of citizens in this regard include:

1. The duty to pay taxes. Article 17 (1) (g) of the Constitution of Uganda mandates citizens to pay taxes. It is important for citizens to pay taxes in order to enable government to deliver services. Government officials entrusted with managing tax payers' money should ensure that they do not use taxes for their personal benefits. Doing so discourages citizens from paying taxes. This in turn affects service delivery.
2. Article 17 (1) (i) of the Constitution of Uganda mandates citizens to combat corruption and misuse or wastage of public property. This

Article therefore gives citizens the duty to ensure that the use of public resources for private gain by public officials is exposed. Action by citizens on this obligation ensures that their taxes and foreign aid, grants and donations are used for the benefit of citizens through provision of services for which the resources are provided.

3. The duty to protect a clean and healthy environment is a responsibility the Constitution in Article 17 (1) (j) also places on citizens. It is therefore important for citizens to participate in activities promoted by leaders to meet the objectives of creating a clean and healthy environment. For instance, if local citizens are requested by leaders to maintain clean water sources by removing weeds and clearing rubbish around the water source it is important for them to oblige to prevent them from falling sick.
4. The duty to cooperate with lawful agencies in the maintenance of law and order among others. Instances in which citizens are dissatisfied with service delivery may arise. Once this occurs, citizens should exercise their rights to express their dissatisfaction with government peacefully. For instance, if citizens want to demonstrate to express their dis-satisfaction with a particular service they must give police notice about the intention to demonstrate and during the demonstration ensure that they do not engage

in acts which will violate the rights of others. For example, if demonstrators become rowdy and destroy property of other Ugandans, their rights can be taken away from them. They can be charged by Police for the offences and prosecuted in the Courts of Law.

5. Citizens should be engaged in monitoring service delivery. The participation of citizens in tracking how services are being delivered and sharing information with political and administrative leaders at various levels in this regard can enable the person(s) responsible for service delivery to be held accountable. This is particularly important in cases where shoddy work or no services are provided albeit the allocation and receipt of resources for the purpose.
6. Citizens should demand for accountability for services delivered in their areas. This right is guaranteed by the Constitution in Article X of the National Objectives and Directive Principles of State Policy which mandates the State to take all necessary steps to involve people in the formulation and implementation of development plans and programs which affect them. For instance, they can demand for guidelines of various programs that are being implemented in their communities in order to increase transparency and to ensure that the right people benefit from government services. They can request for meetings with their political and administrative leaders in case they want their concerns heard and addressed.
7. Citizens can offer their time and skills to oversee existing management committees which are responsible for ensuring that the services are properly used and maintained in their communities like the Water Management Committee (WMC) and School Management Committee (SMC). These committees enhance citizen participation in service delivery as they encourage them to take care of the services delivered in their areas and to contribute to their maintenance.
8. Citizens should participate in various fora that are established by government and CSOs

to enhance accountability. For instance, government has set up “barazas”, client charters and Parish Development Committees which among others enhance the participation of men and women in planning and budgeting for public services and in monitoring and giving feedback on service delivery in their communities.

9. Citizens should create time to read notices that are related to various services that are planned or being delivered in their areas. For instance, if local governments authorities post notices on various aspects of service delivery like budgets that have been allocated to schools, guidelines for one to access Community Driven Demand (CDD) and National Agricultural Advisory Services (NAADs) among others, citizens should take time to read the notices and ask questions to respective authorities where they require clarification or in cases where they have concerns with the guidelines. For instance, if the guidelines stipulate conditions that are difficult for some interest groups to fulfil by reason of their status in society, they should raise such issues with the respective authorities. Otherwise, in order for citizens to benefit from government programs, they should fulfil the requirements and request for feedback from their leaders in cases where their proposals have not gone through. In cases where communities are expected to select beneficiaries of government programs and election of members to committees responsible for overseeing the usage of services, they should participate.
10. Citizens in accordance with Article 17 (1) (h) of the Constitution of Uganda have a duty to register for electoral and other lawful purposes. Article 59 (1) of the Constitution of Uganda also gives citizens of Uganda of 18 years of age or above the right to vote. Citizens should therefore register to vote and participate in the electoral process by attending rallies of candidates and listening to their plans for the people. They should also participate in voting for their leaders and not participate in activities that will undermine the credibility of the election

like bribery, voting more than once for the same candidate among others. After they elect their leaders, they should demand for feedback on the issues that are being discussed in various decision making bodies in which they elect leaders like President, Parliament and Local Governments. They should determine their choice in subsequent elections basing on the performance of leaders.

11. Some services provided by government are designed to be implemented in collaboration with citizens. For instance, education of children in accordance with Article 34 (2) of the Constitution of Uganda is the responsibility of the State and parents. Parents should contribute to the education of their children even in schools which offer Universal Primary and Secondary Education by providing uniforms, money or food for lunch and some school requirements demanded by schools to enhance the provision of education.
12. In accordance with Article XXIX (b) of the National Objectives and Directive Principles of State Policy of Uganda's Constitution, citizens

must work to earn income to provide for their families and to pay taxes that can be used by government to provide services. In cases where government requires labour to repair access roads particularly in instances where there are no funds, citizens should be available to provide their services free of charge. Article XXIX (c) of the National Objectives and Directive Principles of State Policy of Uganda's Constitution, enhances this by stating that *"it shall be the duty of every citizen to contribute to the well being of the community where that citizens lives"*

13. Parents should work together to care for their children and provide basic necessities for their families. It is important for parents to share responsibilities of looking after their children and families in order to reduce the burden on one spouse and the state.
14. Citizens can contribute to radio talk shows and write articles and send to newspapers to notify their leaders of areas that require attention with regard to service delivery. The articles and radio call in can also be used to express satisfaction with services that are being effectively delivered in their areas.

SECTION THREE:

Roles and Responsibilities of Civil Society Organizations in Enhancing Accountability & Service Delivery

Article 38 (2) of the Constitution of Uganda gives every Ugandan citizen the right to participate in peaceful activities and to influence government policies (plans of government to address development challenges) through civic organizations. Civic organizations include: NGOs, CBOs, Trade Unions, Professional bodies like the Uganda Law Society among others. Organizations like the ones mentioned here are at times referred to as CSOs.

It is important to note that CSOs play critical roles in enhancing accountability and service delivery. As actors who are supposed to be non-partisan, they should play an objective role in demanding for accountability and improved services in their respective areas of operation. CSOs use various methods to demand for improved service delivery and accountability. In order to play their roles effectively, they must be knowledgeable about their roles and responsibilities in enhancing social accountability. Their roles in this regard include:

1. To conduct research on various aspects of service delivery and share information with citizens to empower them to demand for better service delivery and accountability.
2. To mobilize citizens to participate in social accountability platforms organized by government and non-state actors.
3. To equip citizens and other CSOs with knowl-

edge and skills to demand for accountability and improved service delivery.

4. To provide platforms for citizens to dialogue or interface with political and administrative leaders.
5. CSOs monitor service delivery and accountability for public resources and advocate for redress of existing gaps. CSOs can demand for accountability of public resources by writing letters to the leaders responsible to take action to improve service delivery; they can petition the leaders; they can organize dialogues to discuss the concerns of citizens and collectively formulate solutions with the leaders entrusted with the responsibility of providing services.
6. CSOs can institute legal proceedings against political and administrative leaders who abuse public resources.
7. To organize peaceful demonstrations and mobilize citizens to participate as a method of demanding for accountability and better service delivery from the executive arm of government which is entrusted with management of public affairs and resources and provision of services.
8. To advocate for Parliament and local councils to play their oversight roles better in order to

address issues of corruption and poor service delivery.

9. To build the capacity of administrative and political leaders on social accountability and the roles which leaders should be playing to improve service delivery and accountability.
10. To expose government leaders who are found to be steal tax payers money for personal benefit.
11. To educate citizens on their rights and responsibilities in demanding for improved service delivery and accountability.
12. To build skills of citizens in income generation and empower them to become economically independent in order to pay taxes.
13. To monitor the performance of leaders and provide skills that can enable them to improve their performance. The skills acquired by leaders can positively influence service delivery and accountability.
14. To document best practices of social accountability for shared learning.
15. To highlight local issues affecting accountability and service delivery at national level and call for action from responsible authorities.

SECTION FOUR: Conclusion

Accountability for public resources is a cornerstone of good governance. As key contributors of resources for the running of government and service delivery, citizens expect their taxes to be used effectively and efficiently. Leaders on the other hand should be accountable to citizens. In order for citizens, CSOs, media and leaders to work together to improve service delivery, they must have skills and knowledge that enhances information flow, dialogue and collective thinking and action in order to address arising challenges with regard to service delivery and accountability. This Guide is intended to be used together with the Handbook that stipulates the roles and responsibilities of political and administrative leaders at national and district levels.

Annex I

Sample Template for a Petition

TO THE HONOURABLE SPEAKER AND MEMBERS OF THE DISTRICT LOCAL COUNCIL OF .
..... DISTRICT/SUBCOUNTY ETC)

The Petition of certain ... [*Identify here, in general terms, who the petitioners are, eg: citizens of
..... sub-county or residents of (name of village, parish, sub-county)*]

state that: [*Briefly give here the facts or circumstances of the case
which the petitioners wish to bring to the notice of the district council.] –What issue are you raising?*]

Your petitioners request that the Council.....(*Outline here the request for action that the Council should
or should not take*)- What solution are you proposing?

Name(Please print name) **Address (Please write full address)** **Signature (Petitioner must sign
against his/her name)**

Subsequent pages of a petition must repeat the facts and request from the first page of the petition

Your petitioners request that the Council will ... [*Outline here the request for action that the Council
should or should not take.*]

Name

Address

Signature

Start a petition

Most people have come across a petition and you may have even signed one. Gathering signatures to show group support is an age-old and very popular way to show that the community wants change or disagrees with a policy. But it's not just a matter of rounding up a heap of names. A well-structured petition not only gets public attention. It also has a better chance of being taken seriously by the people making the decisions.

Direct your attention where it counts

Clearly identify who you are targeting with your petition. Try to find a specific person who has direct responsibility for your issue. Ask yourself if it's someone to do with:

1. Government
2. School or university
3. Business

Cover the main arguments

You must know your topic to be really convincing. Fill your head full of the relevant facts before you start out on the trail. Be clear about the topic you are petitioning and the key arguments from all sides.

Show the urgency

Prepare a clear message about:

1. What's wrong with the situation
2. Why it needs to change
3. How things can get better

Annex II

Sample of a Letter to the Chief Administrative Officer Obia District

May 14, 1999

Ms. Osindeno Okojolo
The Chief Administrative Officer
Obia District

Dear Madam Okojolo,

RE: COMPLAINT ABOUT THE POOR ROAD TO OBIA SUB-COUNTY HEALTH CENTER III

My name is Osendu Clastinio a resident of Obia sub-county, Obiamvo parish, Abian parish. In the last financial year 1997/8, we as a parish participated in the planning process and collectively advocated for the grading of the road to Obia Health Center III. Please refer to the Sub-county Development Plan of Obia Sub-county (FY 1997/8). However, since then nothing has been done to the road a year after the approved plan was communicated to us by the sub-county chief. Several meetings between our sub-county leaders and citizens have yielded nothing. Currently, we lose about 10 women monthly because they cannot access the health center in time to deliver due to the poor road, On April 28, 1999 two children broke their legs as they ran for shelter on the poor road which resulted into the accident;

I'm therefore writing this letter to you so that through a meeting you can explain to us what happened to the plan and why the road is still in a poor shape. We as local sub-county leaders are requesting for a meeting with you on May 30, 1999 from 9:00 a.m. at the sub-county headquarters to enable us to collectively find a solution to the poor road.

Please let us know if the meeting is possible on the date suggested so that we organize ourselves to meet with you. You can reach me on the 0742-292948 or send a letter to confirm the meeting through the sub-county chief.

Yours sincerely,

Insert signature

Osendu Clastinio
Elder-Obia Sub-county
Tel: 0742-292948

c.c. Mr. Okiamvo Samuel-Sub-county Chief-Obia sub-county

c.c. Mr. Awemo Job-LCIII Chairperson-Obia sub-county

c.c. Madam Suzanne Yetow-Woman councillor-Obia sub-county

c.c. Madam Ayeloton Clandestino- Community Development Officer-Obia sub-county

c.c. Rev. Olutin Peter- Head of Religious leaders-Obia sub-county

c.c. Madam Akunido Owolo-Woman leader-Obia women's group

c.c. Mr. Asimwenjo Soloistino- Youth leader-Youth Action Group

References

Constitution of the Republic of Uganda

