



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Luwero District Council Score-Card Report 2011/2012



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LIST OF ACRONYMS

ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
CBO	Community Based Organization
CSO	Civil Society Organization
DCC	District Contracts Committee
DDP	District Development Plan
DP	Democratic Party
DSC	District Service Commission
ENR	Environment and Natural Resources
FAL	Functional Adult Literacy
FDC	Forum for Democratic Change
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
HMIS	Health Management Information System
LC	Local Council
LG	Local Government
LGA	Local Government Act
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
NPPAs	National Priority Programme Areas
NRM	National Resistance Movement
NWSC	National Water and Sewerage Corporation
PHC	Primary Health Care
PLE	Primary Leaving Examinations
PWDs	People with Disabilities

SC	Sub-County
TC	Town Council
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

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This scorecard was prepared as part of the Local Government Councils Score Card Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Government Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE) - an independent public policy research and advocacy think-tank based in Kampala, Uganda. This report is an output of consultations with district technical and political leadership in Luwero District as well as community members in selected district sub-counties. We acknowledge the contributions of the LGCSCI project team at ACODE and researchers from across the country who gathered information upon which this report is premised. The production of this report would not have been possible without the contributions of several institutions and persons. We are particularly indebted to the offices of the: District Chairperson, The District Speaker, The Chief Administrative Officer, The District Clerk to Council and especially District Councilors (the prime focus of this score-card) for the support accorded to the assessment process.

We are indebted to the Democratic Governance Facility (DGF) and its contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, Netherlands, Austria and the European Union (EU) for providing the financial support for this Initiative. Finally, it is important to recognize that there still remain considerable information and data gaps required to fully assess the performance of district councils and councilors in the district. However, we have taken due care to ensure that where such information exists, it is presented as accurately as possible. We, however, take responsibility for any errors of omission.

EXECUTIVE SUMMARY

This is the third Local Government score-card assessment report for Luwero District. Luwero District is among the 26 districts in the entire country that are annually assessed. The District Council comprises 25 councilors, of whom 11 are female and 14 are male. The assessment analysed service delivery vis-à-vis the performance of the political leadership.

During the year under review, service delivery was hampered by the existing poor infrastructure especially schools, roads and health centres. In terms of PLE performance 8.9%, 46.8%, 21.6% and 11.8 % of the pupils in the district passed in Divisions I, II, III, and IV respectively. In the Health Sector, staffing levels were up to 64%, having a staffing gap of 36% in the entire district. Under the Water and Sanitation Sector, water coverage level was at 60%. The major determinant of the state of service delivery in the district is the resource envelope available to the district. The district had very low local revenue accounting for only 0.96% while Central Government transfers accounted for 96.7%. It should be noted that the biggest share of this budget was allocated to the education sector (63%) but mainly to cater for the wage of the teachers. This in effect left the district with a very limited percentage of resources to invest in other development initiatives.

In terms of score-card performance, the District Council scored a total of 70 out 100 possible points; while the Chairperson scored 63 out of 100 points. The district speaker on the other hand scored 60 points out of 100 possible points while the average score for individual councilors stood at 48 out of 100 possible points. The best male councilor was Hon. Patrick Kisekwa Sonko with 65 points out of 100 points allotted for all the assessed parameters. The best female councilor was Hon. Rosette Katende, also with 65 points. The legislative role where, on average, councilors scored 15 out of the 25 possible points was best performed parameter while monitoring of national priority programme areas and contact with electorate remained poorly performed with an average score of 13 points.

The major challenges to the performance of the council and political leaders mainly arise from internal weaknesses characterized by; poor monitoring of government projects, limited contact with the electorate, poor record keeping and the low education levels of councilors. On the other hand, the high dependency of the district on the central government financing that is mostly conditional and the low civic competence of the population hinder the performance of the district.

The report makes a number of recommendations with regard to citizen engagement, funding and follow up on part of the councilors which we believe if undertaken will go a long way in improving both the political performance of councilors and quality of service delivery.

1

INTRODUCTION

This is a score-card assessment report for Luwero District Local Government for the FY 2011/12. The district is being assessed for the third time under the Uganda Local Government Councils Score Card Initiative (LGCSCI), a project being implemented by ACODE in partnership with ULGA. LGCSCI is a long-term initiative of ACODE with the goal of strengthening citizens' demand for good governance and effectiveness in the delivery of public services as well as boosting the professionalization and performance of local government councilors. The initiative was launched in 2009 with the assessment covering 10 district councils. The second assessment for the financial year 2009/10 was conducted in 20 districts. The third assessment for the financial year 2011/12 covered 26 districts,¹ including Luwero District.

Using the score-card, we seek to improve the performance of these local governments by making annual assessments of the District Council, the Chairperson, the Speaker and individual councilors. The assessment includes interviews, focus group discussions, document review and field visits, among others. Findings from the score-card are widely disseminated both at national and district levels. At district level, the findings are presented at an interactive workshop that brings together the assessed political leaders, district technical officials, lower local government leaders, civil society organizations and the community.

This is the third score-card performance assessment report for Luwero District Local Government and it covers findings from the Financial Year (FY) 2011/12. This FY is the first of a five-year government term (2011 – 2016) and will therefore be a basis for subsequent comparative analysis on the performance of the district's political leadership.

1.1 Methodology

The score card assessment uses a combination of qualitative and quantitative methods of data collection and analysis.² The assessment largely relies on a scorecard tool for data collection. The research methods mainly included:

a) Literature Review: The study involved a comprehensive review of background documents and reports on Luwero District. Box 1 shows the different categories of official

- 1 Agago, Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kabarole, Kamuli, Kanungu, Lira, Luwero, Mbale, Mbarara, Moroto, Moyo, Mpigi, Mukono, Nakapiripirit, Nebbi, Ntungamo, Rukungiri, Soroti, Tororo and Wakiso.
- 2 For a detailed Methodology, See Tumushabe, Godber., Ssemakula, E., and Mbabazi, J., (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance ACODE Policy Research Series, No. 53, 2012. Kampala.

district documents that were reviewed to compile and collate data and information on public service delivery in the district.

Box 1: Categories of Official District Documents used in the Assessment

Planning Documents

- Luwero District Development Plan (DDP) 2010/11 - 2014/2015
- Luwero District Local Government Revenue Enhancement Plan
- Luwero District Local Government Approved Capacity Building Plan

Budgeting Documents

- Budget framework paper FY 2011/12
- Budget framework paper FY 2012/13
- Budget FY 2011/12

Reports

- Quarterly Monitoring Reports for FY 2011/12
- NAADS Monitoring Reports for FY 2011/12
- Committee Monitoring Reports FY 2011/12

b) District council Committee Minutes and Minutes of Council Sitzings. Another important source of information for the score card was the district council minutes, reports of committees of council as well as monitoring reports.

c) Face-to-face interviews. The scoring for the report is conducted through face-face-interviews with the leaders and then backed up with information from the literature and the FGDs. For this report, the scoring of the respective leaders took place during the months of July and August.

d) Focus Group Discussions (FGDs). All in all, 16 FGDs were conducted during the period July – August 2011.

The score-card has been periodically reviewed by a task force comprised of academicians, officials from the Ministry of Local Government (MoLG), representative from the parliamentary committee on local governments, district technical and political leaders and representatives of the civil society. The rationale for periodic review is to make the tool more robust and avoid the possibility of challenging the research results.

1.2 District Profile

Present Luwero was carved out of the then East Mengo District.³ The district is located in the central region of Uganda. The district like many others has also undergone administrative engineering which has seen numerous administrative units elevated to district status over the years. In 1997, Buluri County was carved out of Luwero District and given district status as Nakasongola District. Similarly, in July 2005, Nakaseke which

³ East Mengo was split in 1974 to form the present Luwero and Mukono districts.

was also one of the counties of Luwero District was also given district status, leaving the mother district with only two counties⁴ – that is, Bamunanika and Katikamu. Luwero District is historically significant for having been the main operational arena of the 1981-86 liberation war which left many civilians dead and brought the National Resistance Movement (NRM) to power. The area affected was commonly known as the ‘Luwero Triangle’. According to the 2002 Population and Housing Census, Luwero District was estimated to have 440,400 persons by 2012. Table 1 shows the demographic characteristics for Luwero District.

Table 1: Demographic Characteristics of Luwero District Local Government

Factor	Luwero
Total Population	440,400
Population density	215 p’ple per km2
Annual Growth Rate	2.5%
Urbanization Level	11.3%
Infant population below 1 year	30,123
Population under 5 years	63,695
Children of primary school age	82,474
Population under 18 years	201,297
Youth (18-29 years)	67,618
Elderly (60+years)	18,634

Source: Luwero District DDP 2010/11 - 2014/2015.

1.3 Political Leadership

During the year under review, the district had ten sub-counties⁵ and three town councils.⁶ Luwero District Council is headed by Al-Hajji Abdul Nadduli who is supported by 26 elected councillors including the district speaker. In terms of gender, 14 were male while the rest were female. At parliamentary level, the district is represented by 4 members of parliament as indicated in Table 2 below.

4 Initially, before being divided, Luwero had 4 counties: Buruli, Nakaseke, Katikamu and Bamunanika counties.

5 Nyimbwa, Bamunanika, Butuntumula, Katikamu, Kikyusa, Zirowe, Makulubita, Kalagala, Kamira.

6 Luwero, Wobulenzi and Bombo.

Table 2: Luwero District Leadership

Designation	Name
Chairperson	Al-Hajji Abdul Nadduli
District Vice Chairperson	Hon. Balwana Nakibinge George
District Speaker	Hon. Proscovia Namansa
Members of Parliament	Hon. Brenda Nabukenya- Woman MP
	Hon. Abraham James Byandala- Katikamu North
	Hon. Edward Khiddu Makubuya - Katikamu South
	Hon. John Chrysestom Musingo- Bamunanika County
Chief Administrative Officer	Mr. Sande Christopher Kyomya
D/CAOs	Mr. Freddie Kyeyune
Resident District Commissioner	Mr. Moses Paul Lubowa
D/RDCs	Mrs. Margaret Kivumbi

Source: Luwero District Council Minutes (2011-2012)

The district council conducted its business through 5 standing committees as shown in Table 3 below. These committees do not only plan but also undertake monitoring of the government priority programme areas on behalf of the council.

Table 3: Secretaries of the Council Sectoral Committees

Sectoral Committee	Secretary	Constituency
Works and Technical services	Hon. Tebasingwa S. Mulani	Butuntumula
Finance, Planning and Investment	Hon. John Kayanja	Kalagala
Community Development and Education	Hon. Nassur Zannah	Nyimbwa & Bombo
Health	Hon. Balwana Nakibinge	Kamila
Production, Marketing and Natural Resources	Hajji Abdul Nadduli	

Source: Luwero District Local Government.

2

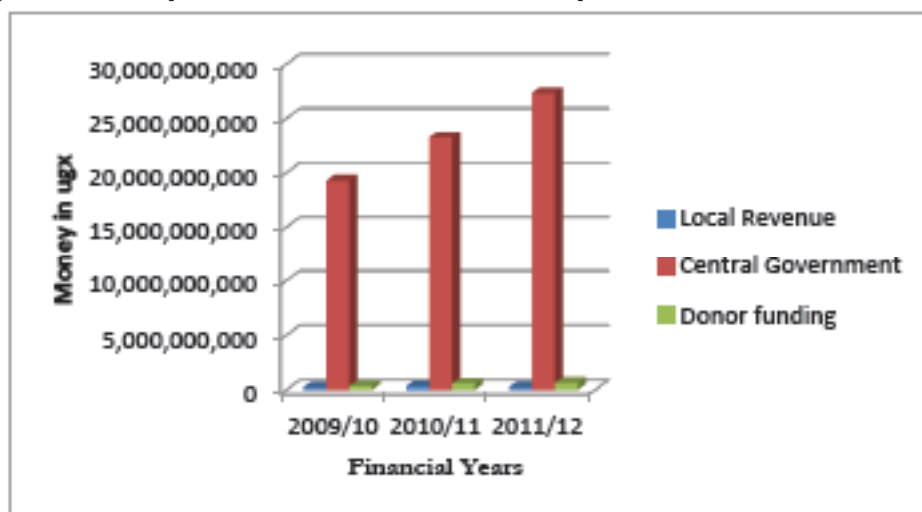
BUDGET ARCHITECTURE AND SERVICE DELIVERY IN LUWERO DISTRICT

The primary function of government is to provide services to citizens. This, however, depends on the amount of financial resources available. Under decentralization, several functions were devolved to LGs. This section presents information on the district budget and the state of service delivery.

2.1 Luwero District Local Government Resource Envelope

A resource envelope is the amount of money available to the LG for a given financial year. Luwero District local Government is heavily dependent on Central Government transfers, accounting for 96.7% of district revenue. On the other hand, locally-generated revenue and donor contributions accounted for 0.96% and 2.29% respectively, accounting for the least funding generated by the district. It should be noted that conditional grants comprised the highest percentage of central government transfers. They are conditional in nature with little or no room for adjustments towards local priorities, thus making local government financial autonomy and decision-making complex. The resource envelope for Luwero District was UGX 28.2 billion for FY 2011/12. However, the budget outturn was 7.54% less than the projected revenue. Figure 1 below shows the trend of the district resource envelope.

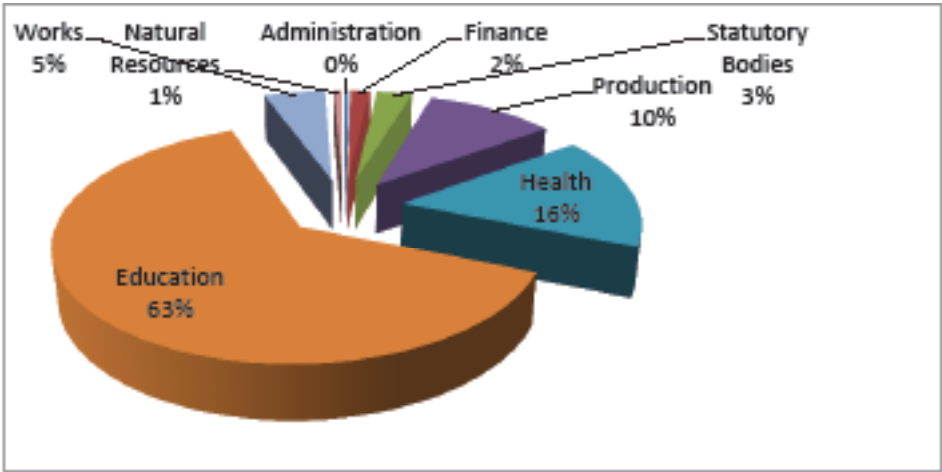
Figure 1: Composition of the Revenue Envelope for Luwero District



2.2 Budget Sectoral Allocations

During the financial year 2011/12, the Education Sector was allocated the highest share of the budget (63%) followed by Health (16%), Production (10%) and then Works (5%). The least funded sectors were Statutory Bodies (3%), Finance (2%), Environment and Natural Resources (1%) and Administration (0%).

Figure 2: Budget Sectoral Allocations for FY 2011/12



Source: Luwero Local Government, Budget Speech FY2012/2013.

2.3 State of Service Delivery in Luwero District Local Government

Basic public services such as education, health, roads and agricultural advice are essential to the local and national economies. The quality of these services provided to citizens is the ultimate measure of the performance of government. A review of selected service delivery indicators for Luwero District shows that despite advances made in various areas, the level of service provision remains below target levels as shown in Table 4.

Table 4: Service Delivery Indicators in Luwero District (2011/12)

Sector	Indicators	National standard/ NDP target	District Target 2010/11	Level of achievement 2011/12
Education -Primary Education	Children of primary school-going age (6-12 yrs)	-	-	82,474
	Enrolment	-	No target	105,867
	Pupil Classroom Ratio (PCR)	55:1	50:1	75:1
	Pupil Teacher Ratio (PTR)	55:1	40:1	47:1
	Pupil to Desk Ratio (PDR)	3:1	3:1	5:1
	PLE Performance	-	No target	Div 1 -8.9% Div II- 46.8% Div III- 21.6% Div IV- 11.8% U- 11% X- 3.7%
Health Care services	ANC 4th Visit	60%	85%	42%
	Deliveries in Health Centres	35%	50%	45%
	Total beds	-	No target	250
	Access to Maternity services	-	No target	36.8%
	MMR	-	435	-
	IMR	-	-	-
	Staffing Levels	-	78%	64%
Road Sub-sector	Km of roads under routine maintenance	-	568.5km	568.5km
	Km of roads rehabilitated	-	269km	-
	Km of roads under periodic maintenance	-	402km	-
	Proportion of roads in good condition	-	-	-
	Construction of bridges	-	1	-
	Opening up new community roads	-	No target	-

Water and Sanitation	Water coverage		54%	60%
	Number of boreholes sunk	-	5	-
	Number of boreholes rehabilitated	-	250	-
	Functionality of water sources	80%	80%	
	Proportion of the population within 1km of an improved water source		No target	-
	Pit latrine coverage	90%	100%	70%
Agriculture	Number of extension workers per sub-county	-	-	-
	Number of service points	-		
	Number of demonstration farms	-	Not known	
	Technical back-up visits	-	Not known	
FAL	Number of instructors	-	200	115
	Number of participants		No target	3248
	Number of service centres	-	-	137
	Level of coverage	-	50%	Not known
	Staffing Level	-	No target	70%
Environment and Natural	Conduct Environmental monitoring and assessment	-	-	-
	Production and update District State of the Environment Report (DSOER)	-	1	1
	District Environment Action Plan	-	1	1
	Preparation of District Wetland Ordinance	-	1 ordinance	Not done
	Monitor wetland systems in the district	-	20	-
	Establishment of Agro-forestry nurseries		12	-

Source: Luwero DDP 2011-2016; Monitoring Reports 2011/2012; Luwero District, Revenue Enhancement Plan 2011/12; 2012 Statistical Abstract.

2.3.1 Primary Education Services

Education is important for socio-economic transformation because it is a means through which skills are imparted and attitudes and practices altered. Primary education is part of what is referred to as basic education and is often used as an indicator for literacy. It

is one of the decentralized services in Luwero District. The district has 227 government-aided primary schools with a total enrolment of 105,867 pupils and 2,242 teachers. Although there has been a steady increase in enrolment over the years, a decline was specifically experienced in 2010 reflecting a dropout rate of 18.4%.

Figure 3: A dilapidated Classroom block at Kyangabakama primary school, Kamira Sub-county



Source: ACODE Digital Library, August 2012.

The sector is still faced by numerous challenges, including inadequate facilitation of teachers, poor and inadequate infrastructure, late releases of funds, poor supervision by both technical and political officers and lack of lunch for the pupils.

At an FGD carried in Wankaanya Parish, Kikyusa Sub-County a participant informed the research team that:

"There is only one primary school – Kimazi P/S, which has approximately 620 pupils. This has caused overcrowding in the school as well as other infrastructure – classroom space, desks, instructional material among others. In addition this has also strained the few existing number of teachers."

2.3.2 Health Service delivery in Luwero District Local Government

Health is a major factor in improving the quality of life and enhancing the human capital as a key element to achieving goals in the Poverty Eradication Action Plan (PEAP) and the National Development Plan (NDP). The district has a total of 64 health units of which 40 are government and 24 affiliate NGO/PNFs (private not for profit) that offer curative services. Luwero District has one hospital, that is Bombo Military Barracks Hospital; but it is of little importance to the civilian population of Luwero since it is located within the barracks where entry is restricted. The OPD utilization in health facilities in Luwero District was 0.9 visits per person per year during FY2010/11. Whereas 12% of pregnant women attended 4 ANC sessions, only 38% of the deliveries were done in Public and PNFP Health Facilities putting the lives of both the mothers and babies at risk. Furthermore, 10% of the health centres had no stock outs of six tracer medicines being a cause of the high

Figure 4:Patients at Kanyanda HCII waiting to be served



Source: ACODE Digital Library, August 2012

workers; poor and inadequate infrastructure; poor sanitation facilities; lack of adequate facilities, among others. During a visit for the verification exercise at Kanyanda HCII in August 2012, one of the staff members lamented:

“Coartem was last received on 3/07/2012. However, it was for ‘Under the age of 14’ forcing us to give out a double dose for the adults. It only lasted for 2 weeks. We have since suffered drug stock outs in this health centre.”

morbidity rate in the district. Although the approved staffing level was 78%, only 64% of the approved posts of trained health workers were filled, which explained the overwhelming workload experienced by these health workers. In addition, to the challenges of health-related indicators, several others were noted, including: poor facilitation of the health

2.3.3 Water and Sanitation facilities

The main sources of water in Luwero District are deep boreholes, hand-dug wells and protected springs, though the three urban councils⁷ are mainly served by piped water supply. There are 968 existing safe water sources. The safe water coverage of Luwero District for the year 2010 was at 54 per cent. According to 2008 household assessment,⁸ 73 per cent of the households were found to have a pit latrine, which was also confirmed in another study⁹ that revealed Luwero District as being at 70 per cent in terms of sanitation coverage. Whereas statistics showed a fair coverage of safe water in the district, the reality on the ground was alarming. The sector is still faced with several challenges including inadequate water sources amidst the high population, non-functional and

Figure 5:A water source in Kalagala Village, Kalagala Sub-county



Source: ACODE Digital Library, August 2012

7 Specifically, Luwero, Wobulenzi and Bombo town councils
8 89.4% of all district households were assessed in this study
9 Annual Health Sector Performance Report, 2008

unsafe water sources and irresponsible communities with regard to maintenance of the existing water sources.

2.3.4 Environment and Natural Resources

The natural resources department is mainly composed of wetland and environment, forest and land management. The district has three gazetted local forest reserves with a total area of 1,330 hectares. Two of these reserves (Mbale and Wangu in Butuntumula Sub-County) are central forest reserves under the management of the National Forest Authority (NFA) and the remaining three (Bombo, Kalagala and Bowa) are local forest reserves controlled by the district. There have been initiatives by private farmers to upscale community watershed management culture through planting various species of trees like pine, teak, eucalyptus, among others. Perhaps, this has been augmented by the continued debates by council encouraging communities to plant more trees and protect the environment.¹⁰ During the year under review, council played a remarkable role in solving land conflicts that seem to be on the rise in the district.¹¹

2.3.5 Road Network

A road network plays an important role in the advancement of national policies regarding economic development and poverty reduction through reduced transport costs. The district is served by a road network that includes 32 feeder roads (418.2 km) and 360 community access roads (1,544.5km). During the year under review, the road network was still found wanting. Community members, mainly the regular road users, continued to complain about the state of the roads characterized by potholes, narrow lanes, and with no culverts to enhance proper drainage. A good example was in Kalagala where the team was fortunate to encounter the residents demonstrating about the poor state of Bombo-Kalagala-Zirobwe road. This was after they had warned the various institutions

Figure 6: An Impassable Bamunanika Kalagala Road Kalagala Sub-County **Figure 7: A Blocked Bombo-Kalagala Road During a demonstration over its poor state**



Source: ACODE Digital Library, August 2012

¹⁰ Refer to Min. 15/LDC/2011 and Min. 18/LDC/2011

¹¹ Refer to Min. 29/LDC/2012 during the Council meeting held on 16/02/2012

(police, local leaders, among others) about their dissatisfaction with regard to the status of this road, and their intention to demonstrate if nothing was done.

2.3.6 Functional Adult Literacy

Luwero District Local Government had 115 FAL classes with 3,248 learners, of whom only 2,125 (65.4%) were able to graduate. Findings revealed that females more than their male counterparts, attended these functional adult literacy classes. Whereas these facilities have been of great importance to the communities that missed basic education, they are slowly dying away due to lack of adequate funding from the government. Complaints were raised by community members about the inadequate learning materials, instructors among others as the major challenges facing this sub-sector, hence hindering its performance.

2.3.7 Agriculture and NAADS

Agriculture is the main economic activity in Luwero District. Though agriculture employs up to 85% of the rural population in the district, it is done by semi-literate old people who also till a very small percentage of the available arable land which is a clear manifestation of poverty and food insecurity prevailing in the rural areas. Just like other districts, Luwero is also a beneficiary of the NAADS programme. NAADS is a framework through which a subsistence farmer gets empowered to demand for agricultural advisory services. Initially, it only focused on agricultural advisory services; but has extended to the provision of planting materials for food security, producing for the market and farmer commercialization – all of which are actually provided for in the budgets at the point of planning.

Despite NAADS through the various projects like poultry, piggery, crop and dairy farming portrays extensive work being done, field findings on the contrary through the FGDs held revealed that the programme and its procedures like other sectors faced some challenges. The major issues raised include the high political, social, and technical grounds associated with the programme. Issues of corruption, unnecessary delays and the high expectations of the citizens were also highlighted.

During an FGD with respondents in Kyawangabi Parish, Butuntumula Sub-County, one of the participants asserted that:

“NAADS is highly classified.....majority of the community members know that it is only meant for NRM supporters, the rich and well established farmers. That is why we have lost interest in it” (FGD held in August 2012).

Although analysis of Luwero District Local Government minutes revealed extensive debates on the NPPAs in council, there are still challenges in effecting these arising debates mainly due to the limited resource envelope dominated by conditional central government transfers.

3

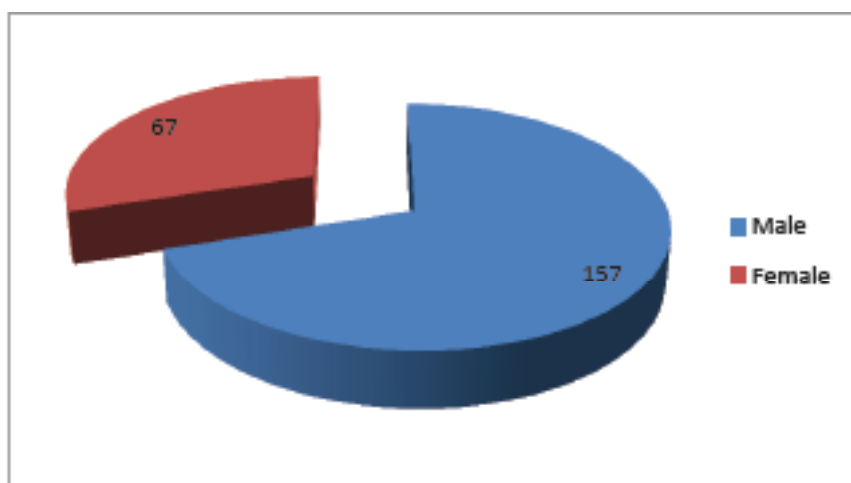
SCORE-CARD ASSESSMENT FINDINGS

3.1 Scorecard Assessment

The score-card is premised on a set of parameters which guide the assessment of the extent to which Local Government Council organs and councilors perform their responsibilities.¹² The parameters in the score-card are based on the responsibilities of the local government councils. The organs assessed are the District Local Government Council, District Chairperson, District Speaker and the individual Councilors. The performance of the local government council is based on the assessment of responsibilities of the council categorized under the following parameters: legislation; contact with the electorate; planning and budgeting; participation in lower local governments; and, monitoring of service delivery.¹³

The assessment in Luwero District was conducted over a period of four months (May – August). The research methods used included review of district documents, face-to-face interviews with councilors, Focus Group Discussions (FGDs) and verification visits at sub-county level. In the year under review, 28 FGDs involving a total of 224 participants, 70% of whom were male and the rest were female, were conducted..

Figure 8: FGD Participants by Gender



¹² See Third Schedule of the Local Governments Act, Section 8.

¹³ See, Godber Tumushabe, E.Ssemakula and J.Mbabazi (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance, ACODE Policy Research Series, No. 53, 2012, Kampala

During the research period, a number of challenges were identified, key among which were the negative responses from some political leaders; poor record keeping, especially at sub county level; and difficulty in accessing some official documents, among others.

3.2 Performance of the District Council

The Local Government Council is the highest authority within a local government with political, legislative, administrative and executive powers. 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 its 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. Table 5 shows the details of the council's performance on each assessed parameter.

Table 5: Performance of Luwero District Council (FY 2011/12)

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	11	25	Adopted & operationalised rules of procedure.
Adopted model rules of Procedure with/without debate (amendments)	2	2	There is evidence of payments for membership (Min. 34/LDC/2012). Though there was evidence of very functional (Executive & Standing) committees, the council had no business committee. Passed motions on service delivery and accountability. No ordinances were passed. Kagoye wetland issues were solved by council (Ref. Min. 26/LDC/2012). No public hearings were held.
Membership to ULGA	2	2	
Functionality of the Committees of Council	2	3	
Lawful Motions passed by the council	2	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	0	2	
Evidence of legislative resources	1	4	
Petitions	1	2	
Capacity building initiatives	0	3	
2. ACCOUNTABILITY TO CITIZENS	19	25	There are approved work plans & budgets. Resolved not to pay contractors that do shoddy work. Information on revenue usually sent to CFOs. Citizens' gallery available. Council discussed on land issues-constitutional. There is information on notice boards. There is no service commission. The CAO responds timely to PAC reports. MOUs have been signed e.g Brethren, CARE and Community Empowerment Foundation. Involve stakeholders in budget conferences.
Fiscal Accountability	4	4	No evidence on commitment to accountability & transparency.
Political Accountability	5	8	
Administrative Accountability	7	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	
Commitment to principles of accountability and transparency	1	3	

3. PLANNING & BUDGETING	18	20	Plans, Vision and Mission statement available. Copy of Approved Budget was available. No evidence of ordinance on local government financial autonomy. There was an increase in local revenue. (Ref. Budget 12/13).
Existence of Plans, Vision and Mission Statement	5	5	
Approval of the District Budget	4	4	
Local Revenue	9	11	
4. MONITORING SERVICE DELIVERY ON NPPAs	22	30	There are usually work plans in place to monitor the various service delivery points in the district though due to some challenges, the visits were usually not effected as planned. However, for the monitoring done, reports are shared by the committees inn council and sometimes follow up actions on issues raised are made. However, according to evidence provided the education, water & sanitation, roads, FAL and ENR sectors not regularly monitored as planned by the district council.
Education	2	5	
Health	4	5	
Water and Sanitation	4	4	
Roads	3	4	
Agriculture and Extension	4	4	
Functional adult Literacy	2	4	
Environment and Natural Resources	3	4	
TOTAL	70	100	

Luwero District Council scored a total of 70 out of 100 possible points. The best performed parameter was planning and budgeting (18 out of 20), while the least marks obtained were in the legislative role of council (11 out of 25). A comparison of the performances of all the 25 district councils is presented in Annex 1.

3.3 District Chairperson

The Chairperson of Luwero District Local Government during the year under review was Mr. Abdul Nadduli who belongs to the National Resistance Movement (NRM). At the time of the assessment, he was serving his third term in office – the first two terms having been 1996-2001 and 2001-2006.¹⁴ 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 scorecard indicators therefore assess the extent to which LCV chairpersons provide political and executive leadership to the district local government. Table 6 provides details of his performance across the assessed parameters.

¹⁴ Chairman Nadduli was re-elected as the new district chairman in March 2011. He took over from Chairman Ndwula.

Table 6: Chairperson's Scorecard

Name	Al Hajji Abdul Nadduli	Political Party	NRM
District	Luwero	Gender	Male
Region	Central	Number of Terms	3
	Total		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	17	(20)	Chaired at least 6 times and delegated at least once (Mins. of 20/10/2011). Implements the district work plan, Evaluated in DSA, settled land conflicts. Report presented on 28/6/12. CAO is the secretary of the committee interacts regularly. Nabalanzi-Mazzi, Bukalasa-Kikyusa roads worked on. No DSC, chairpersons of committees invited to meetings of boards. Made several communications- attend security meetings every month.
Presiding over meetings of Executive Committee	3	3	
Monitoring and administration	4	5	
Report made to council on the state of affairs of the district	2	2	
Overseeing performance of civil servants	4	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	1	2	
Engagement with central government and national institutions	3	4	
2. LEGISLATIVE ROLE	4	(15)	Attended at least 4. Motions presented mainly on service delivery. No bills were passed.
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	7		Several cases in newspapers & radio. Handled issues on land conflicts, e.g., Bukalasa, Luwero land issues
Programme of meetings with Electorate	2	5	
Handling of issues raised and feedback to the electorate	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	8	(10)	Sugar plantation, fisheries (NAADS). In solving land issues, provided written advice as well as material contributions. PLAN Uganda signed Nokia project for school governance.
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/NGOs	3	5	
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	27	(45)	Though monitoring was done, did not make the number of service delivery points in the district. Quarterly reports were made by the respective committees. There was evidence of follow up actions for most issues in the sectors save for NAADS and FAL.
Monitored Agricultural services	4	7	
Monitored Health Service delivery	5	7	
Monitored schools in every sub-county	5	7	
Monitored road works in the district	5	7	
Monitored water sources in every sub-county	5	7	
Monitored functional Adult literacy session	0	5	
Monitored Environment and Natural Resources protection	3	5	
TOTAL	63	100	

Chairman Nadduli scored 63 out of the 100 possible points. His performance was mainly attributed to his effective political leadership as well as proper administration of the district through implementation of some council decisions, evaluation of performance of council, and solving disputes from the lower local governments. Despite the good performance in the attendance of council sessions, the Chairman and his executive neither presented any bills nor passed motions for resolution on accountability and local government financial autonomy. The chairman's performance was also found wanting as he did not possess a clear programme of meetings with his electorate.

With regard to participation in community projects, his performance was impeccable. Evidence provided showed that the chairman had provided both written advice and material contributions to his electorate.¹⁵ Although Chairman Nadduli monitored some facilities through the executive committees, he did not make at least half the total number of facilities as expected in this parameter. A comparison of all district chairpersons' performance in the 25 districts is presented in Annex 2.

3.4 District Speaker

The effective functioning and output of a district local government council is highly dependent on the expertise of the district speaker. The Speaker of Luwero District Local Government during the year under review was Ms. Proscovia Namansa who belonged to the ruling NRM Party. At the time of the assessment, she was serving her third term in the district council. Local government council speakers are assessed on four performance parameters, namely: presiding and preservation of order in council; contact with electorate; participation in lower local government; and, monitoring of service delivery on National Priority Programme Areas (NPPAs). Table 7 provides details of his performance during the FY 2011/12.

¹⁵ Initiated for instance the sugar plantation and fisheries farms all of which have created employment opportunities to residents and boosted the district revenue

Table 7: Speaker's Performance in FY 2011/12

Name	Proscovia Namansa	Level of Education		BA (Education)
District	Luwero	Gender		Female
Sub County	Wobulenzi TC & Katikamu	Number of Terms		3
Political Party	NRM			
ASSESSMENT PARAMETER		Actual Score	Maximum Score	Comments
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL		15	25	
Chairing lawful council/ meetings		3	3	Chaired at least 4 and delegated at least once (Ref. Min. 19/LDC/2011. There was and adoption of rules of procedure. The speaker caused timely production of minutes & convened meetings on time. However, there is no business committee, records books of issues. She had no evidence of providing special skills to council.
Rules of procedure		8	9	
Business Committee		0	3	
Records book with Issues/ petitions presented to the office		0	2	
Record of motions/bills presented in council		3	3	
Provided special skills/knowledge to the Council or committees.		0	5	
2. CONTACT WITH ELECTORATE		20	20	
Meetings with Electorate		11	11	Has an office (post office) but also meets electorate through activities
Office or coordinating centre in the constituency		9	9	
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT		4	10	
Attendance in sub-county Council sessions		4	10	Attended meetings though did not meet required number and shares information with LLGs
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS		22	45	
Monitoring Health Service delivery		4	7	Did not monitor at least half of the number of the service delivery points in the district though did not usually write reports. However, is on record to have several times followed up on issues raised after monitoring especially under health, education, water & sanitation, roads and FAL sectors
Monitoring Education services		4	7	
Monitoring Agricultural projects		0	7	
Monitoring Water service		5	7	
Monitoring Road works		5	7	
Monitoring Functional Adult Literacy		3	5	
Monitoring Environment and Natural Resources		1	5	
TOTAL		60	100	

Hon. Proscovia Namansa scored 60 out of 100 possible points. Although the speaker performed well in presiding over council, exhibited by timely production of minutes, convening of council meetings on schedule, there was no functional business committee. The speaker's performance on contact with her electorate was unimpeachable as she possessed a programme of meetings with her electorate showing she had organised official meetings in various villages.¹⁶ Despite her attendance of meetings at the lower local councils, it was not satisfactory. In relation to this parameter, the speaker's role

¹⁶ According to her diary the speaker had convened meetings in the following villages; Kirembwe, Kyalugondo, Buteke, and Kigulu mainly on service delivery- water and sanitation, health, income generating activities (SACCOs) among others.

of monitoring of NPPAs was found wanting too as she did not monitor regularly and possess evidence in form of individually-written monitoring reports. A comparison of all district speakers' performance in the 25 districts is presented in Annex 3.

3.5 District Councilors

District councils are vested with wide-ranging powers and responsibilities as stipulated in the Local Government Act. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. During fiscal year under evaluation, councilors were assessed on the four performance parameters: (i) legislative role; (ii) contact with the electorate; (iii) participation in the lower local government; and (iv) monitoring of service delivery on NPPAs. Luwero District Local Government council had a total of 25 councilors,¹⁷ all of whom were assessed.

The best male councilor in the district was Hon. Patrick KisekwaSonko representing Makulubita Sub-County, while the best female councilor was Hon. Rosette Katende representing Luwero Sub-County, both of whom attained 65 out of the 100 possible points. The best performed parameter was the legislative role where, on average, councilors scored 15 points out of 25. The majority of the councilors had debated at least four times on the issues related to service delivery on NPPAs. On the other hand, councilors scored poorly on the role of participation in the lower local government in a monitoring capacity with an average score of 13 out of 45 possible points. The reason for this poor performance was the lack of documented evidence for the monitoring activities many councilors claimed to have undertaken during the financial year. In addition, issues like limited financial resources to traverse the large constituencies were also raised as impeding the proper fulfillment of this role. Table 8 below provides a detailed analysis of all the assessed councilors and their performance.

¹⁷ This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

Table 8: Score-card performance for Luwero district Councilors in FY2011/12

Name	Sub county	Political Party	Gender	Number of Terms	Scores/Totals	Legislative role				Contact with electorate			Participation in LLGs		Delivery on NPPA								
						Plenary	Committees	Motion	Special Knowledge	Su Total	Meeting Electorate	Office	Sub Total	LLG Meeting	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	Environment	Su Total
Patrick K. Sonko	Makulubita	NRM	M	1	65	8	8	0	0	16	11	6	17	10	10	1	5	5	5	5	1	0	22
Mulani Tebasingwa S	Butuntumula	NRM	M	3	65	8	8	0	0	16	11	9	20	10	10	0	0	5	5	7	0	2	19
Rosette Katende	Luweero	NRM	F	2	65	8	8	0	0	16	11	6	17	6	6	5	5	1	5	5	1	4	26
Abdul Kasule	Bombo TC	NRM	M	2	64	8	8	0	0	16	11	9	20	6	6	5	5	5	1	5	1	0	22
Richard Bwabye	Luweero	NRM	M	2	64	8	8	0	0	16	7	6	13	6	6	5	5	5	5	5	3	1	29
George B. Nakibinge	Kamila	NRM	M	3	64	8	8	5	0	21	9	9	18	4	4	5	5	0	5	5	0	1	21
John Kayanja	Kalagala	NRM	M	1	58	1	0	5	0	6	11	9	20	6	6	0	7	1	7	7	0	4	26
Samuel Mulwana	Butuntumula	NRM	M	2	57	8	8	0	0	16	11	6	17	10	10	5	5	0	0	4	0	0	14
Rose Mayiga	Kalagala	NRM	F	1	56	8	8	2	0	18	11	6	17	8	8	4	5	0	0	0	0	4	13
Christine Nakabugo	Kikyusa	NRM	F	1	54	8	8	0	0	16	7	6	13	10	10	5	5	1	1	1	1	1	15
Deborah Z. Nalubega	PWD	NRM	F	2	54	8	8	0	0	16	11	6	17	6	6	1	5	0	5	0	1	3	15
Sarah Namuyanja	Butuntumula	NRM	F	1	53	8	8	0	0	16	11	9	20	10	10	1	5	1	0	0	0	0	7

Name	Sub county	Political Party	Gender	Number of Terms	Scores/Totals	Legislative role				Contact with electorate			Participation in LLGs		Delivery on NPPA									
						Plenary	Committees	Motion	Special Knowledge	Su Total	Meeting Electorate	Office	Sub Total	LLG Meeting	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	Environment	Su Total	
Scolar Nabukalu	Bamunanika	Ind	F	1	52	8	8	0	0	16	11	9	20	10	10	1	1	1	1	1	1	1	0	6
Abdul Kalemeera	Nyimbwa	NRM	M	1	51	8	8	0	0	16	9	6	15	10	10	5	1	1	1	1	1	1	0	10
Disan Mayanja	Kikyusa	Ind	M	1	50	8	8	0	0	16	11	6	17	6	6	7	0	0	1	1	1	0	2	11
Victor Nabukenya N.	Youth	Ind	F	1	48	8	8	0	0	16	11	9	20	10	10	0	0	0	0	1	1	0	1	2
Erasto Kibirango	Bamunanika	DP	M	1	46	8	8	0	3	19	7	6	13	0	0	0	1	7	0	5	0	1	14	
Muhammad Kadala	PWD	NRM	M	2	45	8	8	0	0	16	0	6	6	10	10	1	5	0	0	7	0	0	13	
Eng. Kaweesa	Zirobwe	NRM	M	3	39	8	8	0	0	16	0	6	6	4	4	0	0	1	1	7	0	4	13	
David Mulindwa	Luweero TC	NRM	M	1	34	8	8	0	0	16	0	2	2	6	6	7	1	0	0	1	0	1	10	
Jacob Kitaka	Katikamu	Ind	M	1	30	8	8	0	0	16	0	6	6	6	6	1	0	0	0	1	0	0	2	
Zenah M Nassur	Nyimbwa & Bombo	NRM	F	1	24	8	8	0	0	16	0	0	0	0	0	0	7	0	0	0	0	1	8	
Nakaziluliika	Makulubita	NRM	F	2	22	8	8	0	0	16	0	0	0	0	0	1	0	0	0	5	0	0	6	
M Matovu	Wobulenzi TC	NRM	F	4	21	1	1	0	0	2	0	6	6	0	0	0	7	0	1	1	0	4	13	
Hellen Nsereko	Zirobwe	NRM	F	5	18	8	8	0	0	16	0	2	2	0	0	0	0	0	0	0	0	0	0	
Average					48	7	7	0	0	15	7	6	13	6	6	2	3	1	2	3	0	1	13	

4

FACTORS AFFECTING PERFORMANCE OF LUWERO DISTRICT LOCAL GOVERNMENT AND IMPLICATIONS FOR SERVICE DELIVERY

4.1 Internal factors

4.1.1 Poor Monitoring of Government projects

Although most councilors claimed to have monitored government service delivery facilities and projects in their respective sub-counties, a few of them provided evidence in form of written reports and follow-up actions to prove this. This left the researchers with no option to verify the information provided except through visitors' books, among other sources, where they found that only a few had actually undertaken monitoring of the lower local governments (LLGs) as claimed.

4.1.2 No contact with the electorate

This was one of the challenges that contributed to the councilors' poor performance. Several of them claimed that it was too expensive to convene official meetings since the electorate had very high expectations, for instance, transport refund, drinks and food among others. The councilors claimed that the lack of incentives like food and drinks made it difficult to convene successful meetings and this de-motivated them. The practice for most of the councilors was to schedule their meetings to coincide with other existing meetings like those of lower local governments and social gatherings, for instance, wedding, graduation, and church ceremonies, among others, to give feedback to their electorate, especially on service delivery. On the other hand, the electorate expressed their discontent with the fact that the councilors only wanted to meet with them during election campaigns.

4.1.3 Poor record keeping

In relation to playing the roles analysed above, poor record keeping was noted among most councilors. Whereas most of them claimed to have monitored and followed up on issues that emerged, they had no records to prove this. Many of them claimed to have reported the emerging issues to the respective directors verbally, which left the researchers with no proof of the claims. They expressed concern about the lack of a standard format

of reporting under the local government. They usually relied on the clerk to council and other technical officers for reports. In some instances, some councilors, especially those without offices, had no substantive documentation in their offices, especially regarding issues that were raised by their electorate.

4.1.4 Education levels had an impact on participation in council

Findings revealed that there was a relationship between education level and participation in council. According to election requirements, councilors do not have to possess any minimum education qualification, which affects the quality of debates in council. It was established from council minutes that some councilors had never debated at least four times in council. Some councilors attributed this to language barrier, failure to understand issues, as well as lack of confidence to articulate issues.

4.2 Exogenous factors

4.2.1 High dependency on the central government

Luwero District Local Government is heavily dependent on central government transfers accounting for 96.7% of district revenue. This is a clear indication that the central government continues to set priorities for Luwero with rigid guidelines making it impossible to plan for the local priorities. In other words, the district has no capacity to make decisions on planned priorities since most transfers are usually conditional. Perhaps, this explains the continued service delivery deficiencies still being experienced by the district.

4.2.2 Low funding to the district

Besides being highly dependent on the central government, there is still unbalanced sectoral allocation of funds. A key issue that came up was the inadequate sitting and monitoring allowances for councilors. Some of the sub-counties were remote and this made it difficult for councilors to monitor every corner of their areas. In turn, this affected service delivery because some issues were not captured and reported to council.

4.2.3 Low civic awareness among community members

During the FGDs with the communities, it was realized that the majority of the people were not aware of the roles and responsibilities of councilors. Many expected councilors to carry out certain responsibilities for them. Interaction with some community members revealed ignorance of the roles and responsibilities of a councilor. Many blamed their councilors for not being able to meet their immediate needs – for example, paying their children's school fees, contributing towards social functions like graduations, weddings, burials, among others, which was their basis for election of councilors. Furthermore, many members of the electorate were completely unaware of the fact that they were meant to hold their councilors accountable.

5

RECOMMENDATIONS

Although Luwero District Council performed well, the assessment noted some challenges that are still responsible for service delivery deficiency, which point to the need to provide solutions to address them.

5.1 Recommendations

5.1.1 Advocacy for changed budget architecture

Based on the available statistics on the budget of Luwero District Local Government, there is a great need for the various local governments to work together to advocate for a change in the budget architecture. Local governments are only in position to re-adjust their priority plans if they have adequate resources that they are able to manage. Otherwise, service delivery deficiencies may never be addressed.

5.1.2 Orientation of District Councilors on monitoring

Despite the fact that the Ministry of Local Government always organizes induction workshops for the district councilors that have just assumed office, there is need for continuous orientation and sensitization of the councilors on their roles and responsibilities. One of the key roles of councilors that is still wanting and yet has an impact on service delivery is monitoring. As long as monitoring is still done in a relaxed manner, the underlying issues that hinder effective service delivery can never be dealt with. Therefore, there is need to constantly remind political leaders of their roles and responsibilities in order for them to do their work effectively.

5.1.3 Contact with electorate

Councilors need to schedule and organize regular meetings with their electorate in order to give them feedback on what is happening at the district and also to get information from the electorate on what is happening in the constituency. Councilors continuously claim that finances are the impediment to convening meetings. However, community members can always respond to their calls for meetings as long as the meetings are seen to have a direct impact on service delivery in sectors such as health, education and roads, among others. This can also provide a platform for the councilors to demystify their roles and responsibilities to the communities. Such meetings can also be used to educate communities about their civil rights and responsibilities that eventually help

them to monitor service delivery and report instances where the services are not being effectively delivered.

5.1.4 Mandatory periodic monitoring reports

Attention should be paid to writing monitoring reports from both individual and committee monitoring. There is need to provide a standard reporting format for councilors and emphasis should be put on mandatory production of these reports, clearly detailing the state of service delivery in their constituencies. However, this can only be achieved through increasing the facilitation of the councilors to carry out the monitoring role that is over and above their usual remuneration. This would also encourage the electorate to demand for accountability from their councilors.

5.1.5 Remuneration for councilors

Councilors act as a link between the district and the communities at the grassroots. They are therefore tasked with a number of roles and responsibilities which include: legislative functions and representation; contact with the electorate; participation in lower local governments; and monitoring service delivery on NPPAs, which are interrelated and highly engaging. Part of the reasons councilors do not fully undertake these roles is because they are poorly facilitated. The institutions responsible should ensure that reimbursements are made if councilors use their personal funds. Adequate and prompt remuneration will ensure effective service delivery.

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Annex 1: Summary of District Councils' Performance

		Legislative Role										Accountability To Citizens						Planning & Budgeting				Monitoring NPPAs								
District	Total	Rules of procedure	Membership ULGA	Functionality of committees	Lawful motions	Ordinances	Conflict resolution	Public hearings	Legislative resources	Petitions	Capacity building	Sub Total	Fiscal accountability	Political accountability	Administrative accountability	Involvement of CSOs	Principles of accountability	Sub Total	Planning and budgeting	District budget	Local revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	Environment	Sub Total
Gulu	82	2	2	2	3	0	1	0	4	2	1	17	3	7	6	2	3	21	5	4	9	18	5	5	4	4	2	4	2	26
Amuria	78	2	2	0	2	0	1	2	1	2	2	14	4	6	4	2	2	18	5	4	11	20	5	5	4	4	4	0	4	26
Mukono	78	2	1	2	2	1	1	2	4	2	2	19	4	5	3	2	2	16	5	4	9	18	5	5	4	4	3	0	4	25
Kabarole	75	2	1	2	1	0	1	0	1	2	3	13	4	4	4	2	0	14	5	4	9	18	5	5	4	4	4	4	4	30
Wakiso	71	2	1	3	1	0	1	1	2	2	1	14	3	7	2	2	2	16	5	4	9	18	5	5	4	2	0	3	4	23
Luweero	70	2	2	2	2	0	1	0	1	1	0	11	4	5	7	2	1	19	5	4	9	18	2	4	4	3	4	2	3	22
Rukungiri	69	1	2	3	2	1	1	0	3	2	3	18	4	5	5	2	1	17	5	4	4	13	5	5	2	3	4	0	2	21
Soroti	68	1	1	1	2	0	1	0	3	1	1	11	4	8	8	2	1	23	5	4	1	10	5	5	4	4	4	0	2	24
Kanungu	67	1	2	3	2	0	1	2	2	2	1	16	4	5	5	2	2	18	5	4	2	11	5	5	2	4	3	0	3	22
Mpigi	67	2	1	3	2	0	1	0	4	1	1	15	3	5	7	2	0	17	5	4	4	13	4	5	2	4	2	1	4	22
Ntungamo	64	2	2	3	2	1	0	0	4	1	0	15	4	4	4	2	1	15	5	4	7	16	3	5	0	3	4	3	0	18

		Legislative Role										Accountability To Citizens						Planning & Budgeting				Monitoring NPPAs									
District	Total	Rules of procedure	Membership ULGA	Functionality of committees	Lawful motions	Ordinances	Conflict resolution	Public hearings	Legislative resources	Petitions	Capacity building	Sub Total	Fiscal accountability	Political accountability	Administrative accountability	Involvement of CSOs	Principles of accountability	Sub Total	Planning and budgeting	District budget	Local revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	Environment	Sub Total	
Bududa	60	2	1	3	1	1	1	0	3	2	3	17	4	8	6	2	0	20	5	3	4	12	2	2	2	2	2	2	0	1	11
Buliisa	57	1	1	3	3	0	1	1	2	0	2	14	3	6	4	2	0	15	5	4	4	13	5	5	0	4	0	0	1	15	
Nakapiripit	56	2	1	3	2	3	1	0	2	0	2	16	3	2	3	1	1	10	5	4	4	13	4	2	2	4	0	2	3	17	
Mbale	55	2	1	3	1	0	1	0	4	2	3	17	3	6	3	2	0	14	5	4	4	13	2	2	2	2	2	0	1	11	
Moroto	55	2	1	0	2	0	0	2	2	0	2	11	2	4	1	2	1	10	5	4	9	18	3	3	3	0	3	2	2	16	
Moyo	55	1	2	3	2	0	1	0	2	1	1	13	4	5	3	2	3	17	5	4	2	11	2	2	2	2	2	0	4	14	
Mbarara	53	1	1	3	1	0	0	1	3	0	1	11	4	4	4	2	1	15	5	4	2	11	4	3	2	2	2	0	3	16	
Nebbi	51	2	2	3	1	0	1	0	2	1	1	13	3	3	3	2	3	14	5	4	2	11	2	2	2	2	2	0	3	13	
Lira	49	2	1	2	2	1	0	0	4	0	1	13	1	3	3	2	0	9	5	4	9	18	4	2	2	1	0	0	0	9	
Hoima	48	2	2	3	1	0	0	0	1	0	0	9	3	3	3	2	0	11	5	4	2	11	1	5	2	3	3	0	3	17	
Jinja	44	2	2	2	2	0	1	0	2	0	2	13	2	3	5	2	1	13	5	4	2	11	1	0	4	0	1	0	1	7	
Kamuli	40	2	1	1	0	0	1	0	2	1	2	10	4	3	3	2	0	12	5	4	9	18	0	0	0	0	0	0	0	0	
Tororo	40	2	0	3	1	1	1	1	3	0	3	15	3	5	6	2	0	16	5	4	0	9	0	0	0	0	0	0	0	0	
Amuru	30	0	0	0	0	0	1	0	2	0	3	6	1	4	2	2	0	9	5	4	6	15	0	0	0	0	0	0	0	0	

Annex 2: Summary of District Chairpersons’ Performance

Name	District	Party	Gender	Terms	Total	Political Leadership						Legislative Role				Contact With Electorate			Development Projects				Monitoring Service Delivery On NPPAs								
						Executive	Monitoring Admin	State of affairs	Civil Servants	DSC and Boards	Central Gov't	Sub total	Council session	Motions executive	Bills executive	Sub Total	Program meetings	Handling issues	Subtotal	Project initiated	Contributions	Dev't partners	Sub Total	Agriculture	Health services	Schools	Roads	Water	FAL	Environment	Sub Total
Martin Ojara M.	Gulu	FDC	M	1	91	3	5	2	4	2	4	20	2	4	3	9	5	5	10	2	2	5	9	7	7	7	7	3	5	43	
Gregory M.Egunyu.	Soroti	NRM	M	1	82	3	4	2	4	2	4	19	2	6	2	10	5	5	10	1	1	5	7	7	7	7	6	0	2	36	
Richard Rwabihunga	Kabarole	Ind	M	1	80	3	5	2	4	2	4	20	2	2	0	4	5	5	10	2	2	3	7	7	7	7	7	5	3	39	
John M. Luwakanya	Mpigi	NRM	M	1	80	3	5	2	4	0	4	18	2	6	0	8	5	2	7	3	2	5	10	7	7	7	7	0	2	37	
Francis Lukooya M.	Mukono	NRM	M	2	80	3	6	2	4	2	4	21	2	6	5	13	3	5	8	2	2	4	8	3	7	6	2	2	4	30	
Emmanuel Osuna	Tororo	NRM	M	2	78	3	2	2	2	0	4	13	2	2	0	4	5	5	10	3	2	5	10	7	6	7	7	2	5	41	
Mark AolMusooka	Moroto	NRM	M	1	76	3	5	2	3	1	3	17	2	6	5	13	4	2	6	3	1	5	9	7	6	7	0	5	0	31	
John FrancisOluma	Amuria	NRM	M	1	74	3	5	2	3	1	4	18	2	6	7	15	3	2	5	1	1	5	7	7	2	5	7	5	0	3	29
Bernard Mujasi	Mbale	NRM	M	3	70	3	4	2	3	2	3	17	2	6	3	11	5	2	7	3	1	5	9	7	3	5	3	2	3	26	
DeusdeditTumusiime	Mbarara	NRM	M	1	70	2	4	1	4	2	4	17	2	0	0	2	5	3	8	0	1	3	4	7	7	7	7	2	2	39	
Mathias Bwanika L.	Wakiso	DP	M	1	70	3	5	2	4	1	2	17	2	2	0	4	5	5	10	3	2	3	8	5	5	5	5	3	3	31	

						Political Leadership						Legislative Role				Contact With Electorate		Development Projects				Monitoring Service Delivery On NPPAs									
Name	District	Party	Gender			Executive	Monitoring Admin	State of affairs	Civil Servants	DSC and Boards	Central Gov't	Sub total	Council session	Motions executive	Bills executive	Sub Total	Program meetings	Handling issues	Subtotal	Project initiated	Contributions	Dev't partners	Sub Total	Agriculture	Health services	Schools	Roads	Water	FAL	Environment	Sub Total
John Lorot	Nakapiripit	NRM	M	2	69	3	4	2	3	2	3	17	2	0	0	2	5	5	10	3	1	3	7	5	5	5	5	7	5	1	33
Denis Singahakye	Ntungamo	NRM	M	1	69	3	5	2	3	2	4	19	2	6	0	8	3	5	8	2	1	4	7	3	7	1	7	7	0	2	27
Fredrick G Ngobi	Jinja	NRM	M	1	66	2	5	1	3	2	4	17	2	6	7	15	5	5	10	3	1	5	9	3	2	2	2	2	2	2	15
George kamanyire	Hoima	NRM	M	3	65	3	4	2	4	2	2	17	2	6	0	8	5	2	7	2	1	3	6	5	5	5	7	3	0	2	27
Robert Okumu O.	Nebbi	NRM	M	1	65	3	5	2	3	2	3	18	2	0	0	2	4	5	9	1	2	5	8	6	3	6	7	6	0	0	28
Abdul Nadduli	Luweero	NRM	M	3	63	3	4	2	4	1	3	17	2	2	0	4	2	5	7	3	2	3	8	4	5	5	5	5	0	3	27
John B Nambeshe	Bududa	NRM	M	1	62	3	4	1	4	1	4	17	2	2	3	7	5	5	10	1	1	3	5	6	7	3	3	2	0	2	23
Fred Lukumu	Buliisa	NRM	M	2	56	3	5	1	3	2	4	18	2	2	0	4	5	3	8	3	2	0	5	3	6	3	3	3	0	3	21
Anthony A Omach	Amuru	NRM	M	2	54	2	4	0	3	1	4	14	2	2	0	4	4	5	9	3	2	5	10	7	2	2	2	2	0	2	17
Samuel Bamwole	Kamuli	NRM	M	3	53	1	4	1	1	0	3	10	2	2	0	4	5	5	10	3	1	0	4	2	6	6	7	2	0	2	25
Josephine Kasya	Kanungu	NRM	F	3	53	3	0	2	4	2	2	13	2	0	0	2	4	5	9	3	0	4	7	6	7	2	7	0	0	0	22
Jimmy Vukoni	Moyo	Ind	M	1	52	3	5	2	4	2	4	20	2	6	0	8	0	2	2	3	1	3	7	7	0	0	6	2	0	0	15
Charles amukama	Rukungiri	NRM	M	1	44	3	5	2	3	2	3	18	2	2	3	7	4	2	6	2	0	5	7	0	2	2	2	0	0	0	6
Alex OremoAlot	Lira	UPC	M	1	40	2	5	1	2	2	3	15	2	0	3	5	5	2	7	3	1	3	7	0	2	0	2	0	2	0	6

Annex 3: Summary of District Speakers' Performance

Name	District	Constituency	Party	Gender	Terms	Total	Presiding And Preservation Of Order In Council							Contact With Electorate		Participation In LLG		Monitoring Service Delivery On NPPAs								
							Chairing Council	Rules of procedure	Business committee	Records of issues	Record of petition	Special skills	Sub Total	Meetings electorate	Office	Sub Total	LLGs meetings	Sub Total	Health	Education	Agriculture	Water services	Road works	FAL	Environment	Sub Total
Douglas P. Okello	Gulu	Lalogi	NRM	M	1	89	3	9	3	2	3	0	20	11	9	20	8	8	7	7	5	5	7	5	5	41
Mohammed Mafabi	Mbale	Bubyangu	Ind	M	2	75	3	9	3	2	3	0	20	11	9	20	10	10	3	5	5	3	7	0	2	25
DaudiByekwaso Mukiibi	Wakiso	Kakiri	NRM	M	3	75	2	9	3	2	3	0	19	11	9	20	10	10	4	4	7	0	5	1	5	26
James Kunobwa	Mukono	Nagojie	NRM	M	2	73	3	9	3	0	3	0	18	11	9	20	10	10	7	7	1	1	3	1	5	25
Richard Mayengo	Jinja	Mafubira B	NRM	M	3	68	2	9	0	2	3	0	16	11	9	20	4	4	7	1	7	7	1	3	2	28
Ida Fuambe	Nebbi		NRM	F	3	68	3	9	3	2	0	0	17	11	9	20	10	10	3	5	3	5	1	0	4	21
Dan Nabimanya	Ntungamo	Ntungamo	NRM	M	1	66	3	9	3	2	3	0	20	9	6	15	10	10	5	5	1	1	5	0	4	21
Proscovia Namansa	Luweero	Wobulenzi / Katikamu	NRM	F	3	64	3	9	0	0	0	0	12	11	9	20	10	10	4	4	0	5	5	3	1	22
Henry Ndyabahika	Rukungiri	Buhunga	NRM	M	2	64	3	8	3	2	0	0	16	7	9	16	10	10	5	5	1	1	5	1	4	22
Jotham Loyor	Nakapiripi	Namalu	NRM	M	2	62	2	9	3	2	3	0	19	11	0	11	10	10	4	4	3	0	5	1	5	22
Charles Beshesya	Kanungu	Kirima	NRM	M	1	61	2	8	3	2	3	0	18	6	6	12	10	10	5	5	1	0	5	1	4	21

								Presiding And Preservation Of Order In Council							Contact With Electorate			Participation In LLG		Monitoring Service Delivery On NPPAs							
Name	District	Constituency	Party	Gender	Terms	Total	Chairing Council	Rules of procedure	Business committee	Records of issues	Record of petition	Special skills	Sub Total	Meetings electorate	Office	Sub Total	LLGs meetings	Sub Total	Health	Education	Agriculture	Water services	Road works	FAL	Environment	Sub Total	
Andrew Odongo	Soroti	Soroti	FDC	M	1	61	3	9	3	2	3	0	20	9	9	18	4	4	1	5	5	0	5	0	3	19	
William Tibamanya	Mbarara	Rugando	NRM	M	1	58	3	8	2	0	0	0	13	7	9	16	6	6	5	5	1	5	5	1	1	23	
Clovise Mugabo B	Kabarole	Mugusu	NRM	M	2	54	3	5	1	2	3	0	14	11	6	17	2	2	1	5	5	5	1	0	4	21	
Christopher Odongkara	Amuru		NRM	M	1	51	2	0	3	0	0	0	5	9	9	18	6	6	7	2	7	0	6	0	22		
Ceasar Lometo L	Moroto	Youth	NRM	M	1	49	3	7	3	2	3	0	18	7	9	16	2	2	1	5	1	1	1	0	4	13	
Martin Chaiga	Moyo	Moyo	NRM	M	2	44	3	8	3	0	0	0	14	5	9	14	10	10	1	1	0	0	0	0	4	6	
Charles Engoru	Amuria	PWD	NRM	M	2	41	2	9	3	2	3	0	19	2	9	11	2	2	1	1	1	1	1	0	4	9	
Juliet Jjemba	Mpigi	Muduma/	NRM	F	2	40	2	5	3	2	3	0	15	0	9	9	10	10	1	1	1	1	1	0	1	6	
Didan Amaama R.	Buliisa	Kiringente	Ind	M	1	37	3	2	3	0	3	0	11	2	5	7	6	6	5	5	1	1	1	0	0	13	
Micheal Matsyetsye	Bududa	Ngwedo	NRM	M	2	35	3	9	3	2	0	0	17	0	0	0	4	4	1	1	1	5	5	0	1	14	
Isingoma Kitwe	Hoima	Bumasheti	NRM	M	1	33	3	6	3	0	3	0	15	3	9	12	2	2	1	1	0	1	0	0	1	4	
James Paul Michi	Tororo	Busisi Div	NRM	M	1	32	2	2	2	2	0	0	8	9	2	11	6	6	1	1	1	1	1	1	1	7	
Martin Ocen Odyek	Lira	Eastern Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	1	0	6	
Martin Ocen Odyek	Lira	Railway Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	1	0	6	

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Robert Christopher Musisi is a Graduate of Community Leadership and Development (UCU) and has undergone training in Community-led Care and support for HIV and AIDS related OVC at Christian Aids Bureau for Southern Africa at Huguenote College South Africa. He has expertise in the fields of research, OVC programing, advocacy and gender mainstreaming

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