



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

**Luwero District Council Score-Card Report 2012/2013**



**Susan N. Wamanga ■ Robert C. Musisi ■ John Segujja**

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P. O. Box 29836, Kampala  
Email: [library@acode-u.org](mailto:library@acode-u.org); [acode@acode-u.org](mailto:acode@acode-u.org)  
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**Cover Illustration:**

A resident drawing water from one of the water sources in Butuntumula Sub-county, Luwero District.

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# List of Acronyms

<b>ACODE</b>	Advocates Coalition for Development and Environment
<b>CAO</b>	Chief Administrative Officer
<b>CBO</b>	Community Based Organization
<b>CSO</b>	Civil Society Organization
<b>DDP</b>	District Development Plan
<b>DP</b>	Democratic Party
<b>DSC</b>	District Service Commission
<b>ENR</b>	Environment and Natural Resources
<b>FAL</b>	Functional Adult Literacy
<b>FDC</b>	Forum for Democratic Change
<b>FGD</b>	Focus Group Discussion
<b>FY</b>	Financial Year
<b>HC</b>	Health Centre
<b>HMIS</b>	Health Management Information System
<b>HUMC</b>	Health Unit Management Committee
<b>LC</b>	Local Council
<b>LG</b>	Local Government
<b>LGA</b>	Local Government Act
<b>LGCS</b>	Local Government Councils' Score-card
<b>LGCSCI</b>	Local Government Councils' Score-card Initiative
<b>LGDP</b>	Local Government Development Programme
<b>LLG</b>	Lower Local Government
<b>MoLG</b>	Ministry of Local Government
<b>MoU</b>	Memorandum of Understanding
<b>NAADS</b>	National Agriculture Advisory Services
<b>NGO</b>	Non-Governmental Organization
<b>NPPAs</b>	National Priority Programme Areas
<b>NRM</b>	National Resistance Movement
<b>NWSC</b>	National Water and Sewerage Corporation
<b>PHC</b>	Primary Health Care
<b>PLE</b>	Primary Leaving Examinations
<b>PWDs</b>	People with Disabilities

<b>TPC</b>	Technical Planning Committee
<b>UBOS</b>	Uganda Bureau of Statistics
<b>ULGA</b>	Uganda Local Government Association
<b>UNEB</b>	Uganda National Examinations Board
<b>UNRA</b>	Uganda National Roads Authority
<b>UPE</b>	Universal Primary Education



# Acknowledgement

This scorecard was prepared as part of the Local Government Councils' Scorecard Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Government Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE). The report is an output of assessment of political leaders at the district, consultations with the district members of the community and civil servants in the district. At the lower local government, consultations took place among the sub-county leadership and community members through focus group discussions. We acknowledge the contributions of the LGCSCI project team at ACODE and the district-based researchers across the country.

At the district level, we are particularly indebted to the offices of the District Chairperson, the District Speaker, the Chief Administrative Officer and the Clerk to Council for the support to the assessment process on which this report is based. In the same spirit, we acknowledge the cooperation of the district councilors who are the primary unit of study and analysis for the scorecard. We are grateful to Drake Rukundo for peer reviewing and Mukotani Rugyendo for technical editing of this report.

Funding for this assessment was provided by the Democratic Governance Facility (DGF). We are grateful to the DGF contributing partners: the United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU). Finally, it is important to recognize that there still remain considerable gaps of information and data required to fully assess the performance of the district council and councilors. We have taken due care to ensure that where such information exists, it is presented as accurately as possible. However, we take responsibility for any errors or omissions.

# Executive Summary

This is the fourth report for Luwero District Local Government as part of the Local Government Councils' Scorecard Initiative. The scorecard assessed the performance of the Local Government Council, Chairperson, Speaker and individual Councilors who are vested with powers and responsibilities to ensure effective governance of the respective local governments as stipulated in the Local Governments Act (Cap 243). The scorecard is intended to build the capacities of leaders to deliver on their mandates and empower citizens to demand for accountability from elected leaders. The objective of this report is to provide information and analysis based on the assessment conducted during Financial Year (FY) 2012/13. The assessment reviewed documents on planning and budgeting, service delivery monitoring, and Luwero District Local Government performance reports. In addition, a review of minutes of sectoral committees and council sittings was undertaken to inform the report about the performance of the business of Council, the Chairperson and individual Councilors. Face-to-face interviews with the targeted community leaders, key informant interviews at service delivery points, and focus group discussions (FGDs) further enriched the fact-finding and assessment process.

The major determinant of quality service delivery is the size of the district resource envelope. Luwero District is still heavily dependent on Central Government transfers which accounted for 85.9 per cent of the district revenue. Locally-raised revenue and donor contributions were 0.92 per cent and 13.2 per cent respectively during the FY2012/13. However, the central government transfers are mainly in form of conditional grants with little or no room for re-allocation to other local priorities, which undermined the autonomy of the local government and its ability to address local service delivery needs.

Overall, staffing level in the health sector with filled positions was at 64 per cent in the entire district. The water coverage level stood at 60 per cent and the functionality of water sources was at 84 per cent. Pit latrine coverage stood at 70 per cent. In 2012, the district PLE performance was: 10 per cent in Division I ; 42.9 per cent in Division II ; 17.9 per cent in Division III; 13 per cent in Division IV; 11.8 per cent in Division U and 4.2 per cent in Division X. This is an improvement compared to the previous year.<sup>1</sup>

Luwero District is among the 26 districts that have been assessed. The assessment in the district covered 24 councilors, 10 of whom were female and the 14 male. In FY2012/13, Luwero District Council scored a total of 60 out of 100 possible points, manifesting a decline by 10 points when compared

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1 Refer to service delivery table (Table No. 5 in this report)

to FY 2011/12 scorecard performance. The best-performed parameter was monitoring service delivery on NPPAs while the worst-performed parameter was the council's legislative role.

The District Chairperson, Hon. Abdul Nadduli, scored 69 out of the 100 possible points, which was an improvement of 6 points in comparison with the previous assessment. Chairman Nadduli's performance was mainly attributed to his effective political leadership and administration of council as well as contact with the electorate, where he possessed a clear programme of meetings with the electorate to discuss service delivery. Despite the good performance in the above-mentioned parameters, the Chairman and his executive neither presented any bills nor passed motions for resolution on accountability and local government financial autonomy.

The District Speaker, Hon. Proscovia Namansa, scored 73 out of 100 possible points an improvement by 13 points. The major contributory factor to the score was the fact that the speaker concentrated more on her roles in council, contact with the electorate and participation in lower local governments.

The average score for councilors was 56 out of 100 possible points, an improvement of 8 points compared to FY 2011/12. The best male councillor was Hon. Abdul Kasule, who is also the Deputy Speaker, and attained 88 out of 100 points; while the best female councilor category was shared by Hon. Victor N. Nabukenya, Hon. Sarah N. Nabukenya and Hon. Deborah Nalubega scoring 72 points each. Overall, the councilors' best performed parameters were in their legislative role, contact with the electorate and attendance of LLG meetings in which they garnered 18 out of 25, 15 out of 20, and 6 out of 10 points respectively. The worst performed parameter was monitoring service delivery on National Priority Programme Areas (NPPAs) because of limited funding.

The major service delivery challenges in Luwero District included the following: poor individual monitoring of government projects by councillors; inactive councilors; high dependence on central government transfers; inadequate funding to the district; poor record keeping; low civic awareness; and, insufficient remuneration. A number of recommendations - regarding mandatory periodic monitoring; advocacy for a changed budget architecture; orientation of the district councillors; and, improved remuneration of councilors - were made to strengthen the capacity of the district to improve service delivery and accountability to citizens.

# 1. BACKGROUND

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## 1.1 Introduction

The Local Government Councils' Scorecard Initiative (LGCSCI) is a long-term initiative developed by ACODE with the goal of strengthening citizens' demand for good governance and effectiveness in the delivery of public services. The initiative also aims at boosting the level of professionalism and performance of local government councilors. The LGCSCI also sets out to empower the communities through delivering an issue-based civic education that enables them to demand accountability from the elected leaders.

The initiative was launched in 2009 as the first of its kind since no government instrument is in place to assess the performance of district political leaders. The first assessment covered 10 local governments. The second scorecard assessment for Financial Year 2009/10 covered 20 local government councils. The third assessment (FY 2011/2012) covered 26 local government councils. The current assessment (FY 2012/13), just like the previous financial year (FY 2011/12), covered 26 districts including Luwero District Local Government Council. This is therefore the fourth scorecard report for Luwero District Local Government.

The assessment includes interviews, focus group discussions, document review and field visits, among others. Findings from the scorecard are widely disseminated 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.

## 1.2 District Profile

The present-day Luwero was carved out of the then East Mengo District. It is located in the Central Region of Uganda. The district like many others, has 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 was also one of

the counties of Luwero District, was given district status, leaving the mother district with only two counties that is, Bamunanika and Katikamu. Luwero District is historically significant for having been the main operational base of the 1981-86 National Resistance Army (NRA) war that brought the National Resistance Movement (NRM) to power. The area affected was commonly known as the 'Luwero Triangle'. Luwero is a predominantly rural district, which makes agriculture the mainstay of its economy. Overall, an estimated 85 per cent of the district population is engaged in agriculture, involving both crop and animal husbandry. Subsistence agriculture is undertaken in the southern parts of the district. Horticulture for domestic consumption in the towns and city and for export is also practiced in the district, especially in the areas of Wobulenzi, Bombo and Bamunanika. The main crops grown include: sweet potatoes, matooke, maize, cabbage, mangoes, pineapples, passion fruits among others. Table 1, shows the demographic characteristics of Luwero District.

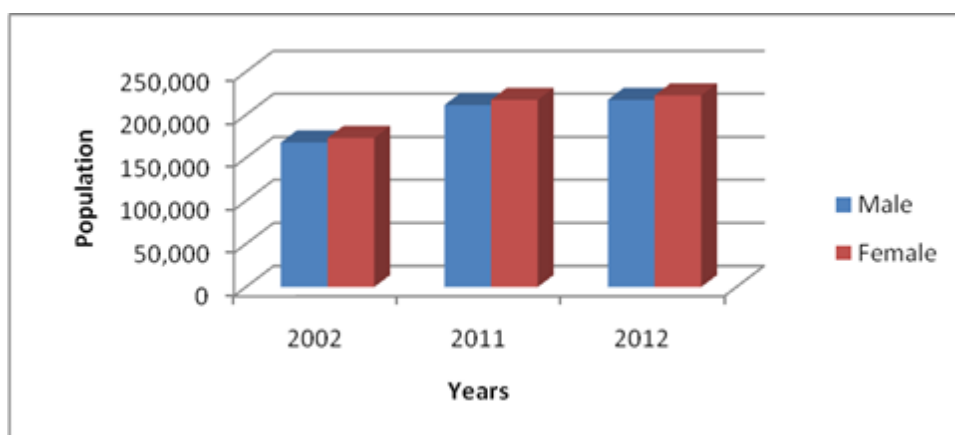
**Table 1: Demographic characteristics of Luwero District**

Factor	Luwero
Total Population	440,200
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-going age	82,474
Population under 18 years	201,297
Youth (18-29 years)	67,618
Elderly (60+years)	18,634
Infant Mortality rate	94/1000 live births
Under-five mortality	154/1000

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

According to the 2002 Population and Housing Census, Luwero District was estimated to have 440,200 persons by 2012, with the highest proportion of the population being the population under the age 18. There has been a steady growth of the population at a rate of 2.5%, with a population density of 215 people per square kilometre. This implies that the initially planned service delivery facilities are no longer sufficient for the growing population. The sex ratio is 98 males to 100 females, implying that the number of females is more than that of males. Figure 1, shows the population trends of the district from 2002 to 2012.

**Figure 1: Population trends of Luwero District (2002-2012)**



**Source:** Uganda Bureau of Statistics, District population profile 2011

## 1.3 District Leadership

The district leadership is made up of both the political and technical arms. The two work together for effective service delivery. However, this assessment only focuses on the political arm since the technical arm is assessed annually by Ministry of Local Government (MoLG).

### 1.3.1 Political leadership

District councilors are mandated to represent and provide services to the citizen. District councilors are mandated to represent and provide services to the citizens. Luwero District Council is headed by Chairman Al-Hajji Abdul Nadduli, who is supported by 26 elected Councilors including the District Speaker. At parliamentary level, the district is represented by four members of parliament as indicated in Table 2.

**Table 2: Political Leadership of Luwero District Local Government**

Designation	Name
Chairperson	Al-Hajji Abdul Nadduli
District Vice Chairperson	Hon. George Balwana Nakibinge
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 Muyingo - Bamunanika County
Resident District Commissioner	Mr. Moses Paul Lubowa
D/RDCs	Mrs. Margaret Kivumbi

**Source:** Luwero District Council Minutes (FY2012/2013).

### 1.3.2 Technical leadership

The technical arm of the district is headed by the Chief Administrative Officer whose main role is to implement lawful decisions taken by the district council. Table 3 shows the technical leadership of the district.

**Table 3: Technical Leadership of Luwero District Local Government**

Designation	Name
Chief Administrative Officer (CAO)	Mr. Eustance Gakwandi
D/Chief Administrative Officer	Mr. Freddie Kyeyune
Chief Finance Officer	Mr. Godfrey Segawa
District Water Officer	Mr. Robert Kalenzi
District Education Officer	Ms. Florence Bbasa
District Production Officer	Dr. D. Namugera
District Health Officer	Dr. Joseph Okware
District NAADs Coordinator	Dr. Kidida Makubuya
District Planner	Mr. Charles Luzze
District Engineer	Mr. Ivan Serwambala
District Planner	Mr. Stephen Kasumba
District Natural Resources Officer	Ms. Rebecca Ssabaganzi

**Source:** Luwero District Local Government, Council Minutes FY2012/13

Luwero District Council is the supreme political organ and is headed by the LCV Chairman who is supported by an executive of four members selected from the elected councilors. The district council comprises five sectoral committees as illustrated in Table 4. It conducts its business through five standing committees. These committees do not only plan but also undertake monitoring of the government priority programme areas on behalf of the council.

**Table 4: Secretaries of the Council Sectoral Committees**

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

**Source:** Luwero District Local Government Council Minutes (FY2012/13)

During the FY 2012/13, the district comprised three town councils : Luwero, Wobulenzi and Bombo and ten sub-counties, namely: Nyimbwa, Bamunanika, Butuntumula, Katikamu, Kikyusa, Ziobwe, Makulubita, Kalagala and Kamira.

## 1.4 Methodology

The process of conducting the assessment used a variety of methods consistent with the goals and the theory of change<sup>2</sup> of the scorecard. The following approaches were used in the process.

### 1.4.1 The Score-card

The scorecard is premised on a set of parameters which assess the extent to which local government council organs and councilors perform their responsibilities.<sup>3</sup> These parameters are based on the responsibilities of the local government councils. The organs assessed include: the district council, district chairperson, district speaker and the individual councilors. The parameters assessed include: legislation, contact with the electorate, planning and budgeting, participation in lower local governments, and monitoring of service delivery.<sup>4</sup>

The score-card is reviewed and ratified annually by internal and external teams. The internal team is comprised of the ACODE research team and the local partners. The Expert Task Group, which is the external team, is comprised of individual experts and professionals from local governments, the public sector, civil society, and the academia.

### 1.4.2 Score-card Administration

Before commencement of the assessment exercise, an inception meeting was organized on 3 March 2013 for councilors, technical staff, and selected participants from civil society and the general public. This meeting was designed as a training workshop on the purpose of the scorecard, nature of assessment, and to orient councilors for the assessment.

- a) **Literature Review.** The assessment involved comprehensive review of documents and reports on Luwero District Local Government. Box 1 shows the different categories of documents and reports reviewed.
- b) **Key Informant Interviews.** Key informants were purposely selected for the interviews on the strength of their centrality and role in service delivery in the district. Interviews were conducted with the district technical and political leaders. The interviews focused on the state of services, level of funding, and their individual contribution to service delivery in the district. For the political leaders, these interviews are the first point of

2 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

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

4 Ibid.



contact with the researchers and they generate assessment values that feed into the scorecard. They also offer an opportunity for civic education on roles and responsibilities of political leaders. Interviews with the technical leaders provide an independent voice and an opportunity to verify information.

- c) **Focus Group Discussions (FGDs).** Focus Group Discussions (FGDs) were conducted based on the criteria set in the scorecard FGD guide. A total of 26 FGDs were organized in 13 sub-counties in the district. FGDs

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

**Planning Documents**

- ☐ Luwero District Development Plan (DDP) 2010/2011-2015/2016
- ☐ Luwero District Local Government Revenue Enhancement Plan ( 2010/11-2015/16)
- ☐ Luwero District Local Government Approved Capacity Building Plan (2011/12-2015/16)

**Budgeting Documents**

- Budget Framework Paper FY 2011/12
- Budget Framework Paper FY 2012/13
- Budget FY 2011/12
- Budget FY 2012/13

**Reports**

- Quarterly District Executive Monitoring Reports for FY 2012/13
- NAADS Monitoring Reports for FY 2012/13
- Quarterly Sectoral Committee Monitoring Reports FY 2012/13
- Luwero District Local Government, Department of Health Services, Staff List by Facility Report as at 30th April 2012
- Luwero District State of Affairs Report FY2012/13.

were platforms for civic education and empowerment about the roles of councilors and other political leaders. They were mainly organized to enable voters verify information provided by their respective councilors. 208 people participated in FGDs - among whom 135 were men, while 73 (constituting 35 per cent of all participants) were women.

- d) **Service Delivery Unit Visits.** Field visits to service delivery units (SDUs) were undertaken in each sub-county by the research team. In each sub-county, visits were made to primary schools, health centres, water source points, demonstration sites, FAL centres and roads. Field visits were mainly observatory and, where possible, interviews were conducted with the personnel at the SDUs. These visits were also meant to verify the accuracy of the information provided by the political leaders.

### **1.4.3 Data Management and Analysis**

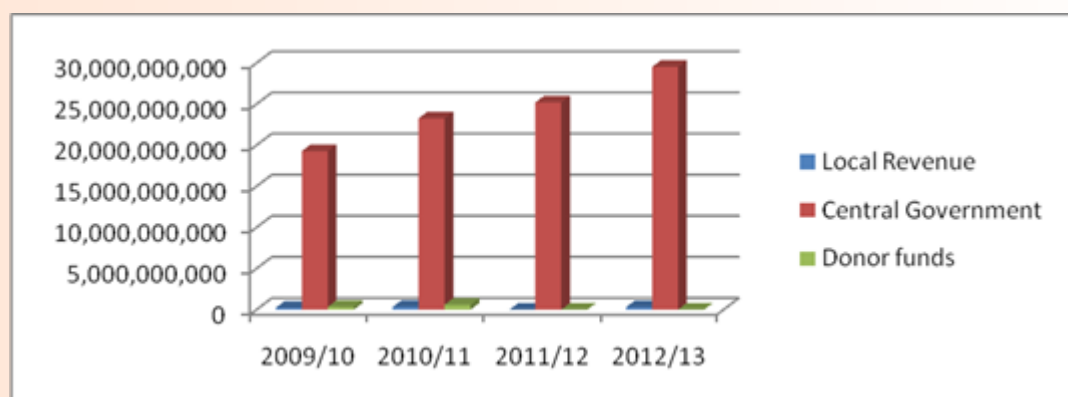
The data collected during the assessment was both qualitative and quantitative. Qualitative data was categorized thematically for purposes of content analysis. Thematic categorization helped to identify salient issues in service delivery. Quantitative data was generated through assigning values based on individual performance on given indicators. These data were used to generate frequency and correlation matrices that helped make inferences and draw conclusions on individual and general performance.

## 2. BUDGET PERFORMANCE AND ITS IMPLICATION FOR SERVICE DELIVERY IN LUWERO DISTRICT

### 2.1 District Budget Performance FY 2012/13

The primary function of local governments (LGs) is to provide services to citizens. The amount of resources available will determine how much a local government can be able to deliver. Under decentralization, Planning and Budgeting are some of functions that were devolved to LGs. This section presents information on budget performance and service delivery in Luwero District.

**Figure 2: Composition of the Resource Envelope for Luwero District**



**Source:** Luwero District Final Accounts, FY 2009/10, 2010/11, 2011/12 and Luwero Budget estimates FY2012/13.

#### 2.1.1 Luwero District Local Government Resource Envelope

During FY 2012/13, Luwero District received Ushs 34.3 billion. The district was still heavily dependent on central government transfers which account for 85.9 per cent of the district revenue. Locally-raised revenue and donor contributions were 0.92 per cent and 13.2 per cent respectively. These central

government transfers were mainly in the form of conditional grants with little or no room for re-allocation to other local priorities. This greatly undermined the autonomy of the local government and its ability to address service delivery needs. The central government however, remitted funds that were less than what was approved. Although the share of the local revenue to the district total budget had slightly increased during FY12/13 in comparison to FY11/12, it accounted for the least funds of the district revenue. This was not adequate to finance the numerous activities the district had planned to implement.

It is important to note that:

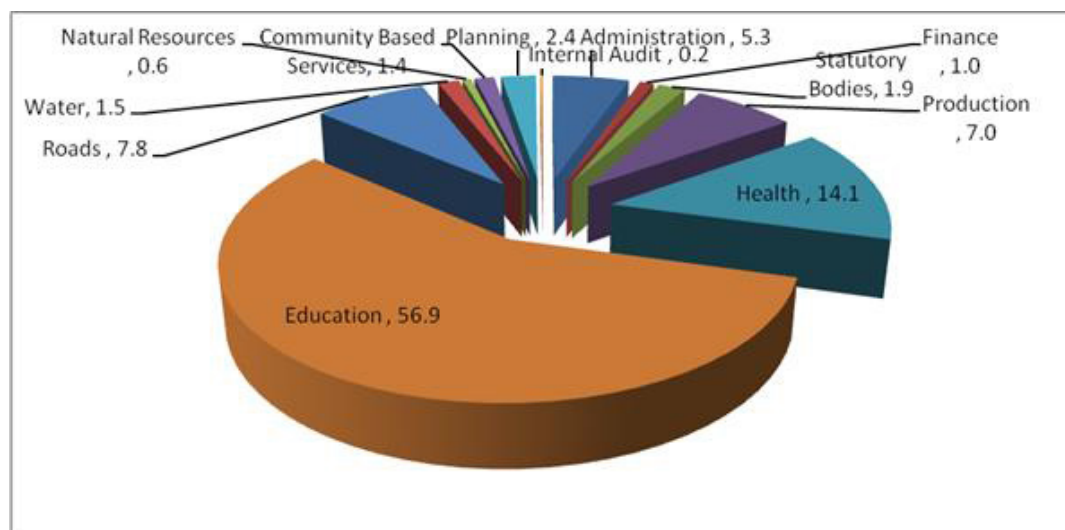
- i. Meager local revenue hinders financial autonomy of the district council.
- ii. It is from the local revenue that the councilors acquire facilitation (20 per cent of the local revenue) for the council sittings to deliver on their oversight role and monitoring of the national priority programme areas. Therefore, local revenue directly impacts on roles of the councilors and their decisions in terms of local service delivery needs.

Therefore, local revenue directly impacts on roles of the councilors and their decisions in terms of local service delivery needs.

### **2.1.2 Sectoral budget allocations**

During the year under review, the Education Sector received the highest share (56.9 per cent) of the district budget, followed by the Health Sector (14.1 per cent) and the Roads and Engineering Sector (7.8 per cent). On the other hand, the least funded sectors were Internal Audit (0.2 per cent), Natural Resources (0.6 per cent), Community Based Services (1.4 per cent), Finance (1.0 per cent), and Statutory bodies (1.9 per cent). Although the Audit Department plays an important role in ensuring accountability and value for money in a body, it was allotted the least resources of the entire district budget. This implied that there was little room provided for checks and balances of the district, which perhaps explained the shoddy work witnessed in some sectors. In addition, statutory bodies, a docket where the district council lies, were poorly facilitated. Yet it is council that provides an oversight role as well as monitoring national priority programme areas, to ensure effective service delivery.

**Figure 3: Sectoral budget allocations for the various sectors for FY2012/13**



**Source:** Luwero District Local Government, Budget Speech FY2013/14.

During the year under review, the Education Sector received the highest share (56.9 per cent) of the district budget, followed by the Health Sector (14.1 per cent) and the Roads and Engineering Sector (7.8 per cent). On the other hand, the least funded sectors were Internal Audit (0.2 per cent), Natural Resources (0.6 per cent), Community Based Services (1.4 per cent), Finance (1.0 per cent), and Statutory bodies (1.9 per cent). Although the Audit Department plays an important role in ensuring accountability and value for money in a body, it was allotted the least resources of the entire district budget. This implied that there was little room provided for checks and balances of the district, which perhaps explained the shoddy work witnessed in some sectors. In addition, statutory bodies, a docket where the district council lies, were poorly facilitated. Yet it is council that provides an oversight roles as well as monitoring national priority programme areas to ensure effective service delivery.

## **2.2 State of Service Delivery in Luwero District Local Government**

The quality of life in a district local government can best be measured by the quality of service provision mainly delivered through the National Priority Programme Areas – namely, Education, Health, Water and Sanitation, Community Development Services, Agriculture and Environment and Natural

Resources. Local governments<sup>5</sup> are charged with the responsibility of delivering public services through delegation of functions and powers to the appropriate levels.

**Table 5: Service Delivery Indicators in Luwero District (FY2012/13)**

Sector	Indicators	National standard/ NDP target	Level of achievement 2011/12	District Target 2012/13	Level of achievement 2012/13
Education - Primary Education	Children of primary school-going age (6-12 yrs)	-	82,474	-	-
	Enrolment	-	105,867	No target	89,578
	Pupil-Classroom Ratio (PCR)	55:1	75:1	50:1	60:1
	Pupil-Teacher Ratio (PTR)	40:1	47:1	40:1	52:1
	Pupil-to-Desk Ratio (PDR)	3:1	5:1	3:1	5:1
	Pupil-to-Textbook Ratio (PTR)	3:1	6:1	3:1	6:1
	PLE Performance	-	Div I - 8.9% Div II- 46.8% Div III- 21.6% Div IV- 11.8% U- 11% X- 3.7%	No target	Div I - 10% Div II- 42.9% Div III- 17.9% Div IV- 13% Div U - 11.8% Div X - 4.2%
Health Care services	ANC 4th Visit	60%	12%	60%	12%
	Deliveries in Health Centres	35%	38%	50%	38%
	Total beds	-	250	No target	250
	Access to Maternity services	-	36.8%	No target	38%
	MMR		-	131/100,000	435/100,000
	IMR	76/1000	67/1000	-	67/1000
	Staffing Levels	-	64%	78%	64%
Road Sub-sector	Km of roads under routine maintenance	-			
	Km of roads rehabilitated	-		116.4km	116.4km
	Km of roads under periodic maintenance			84km	84km
	Proportion of roads in good condition		45%	-	60%
	Construction of bridges	-			
	Opening up new community roads	-	-	1	-

5 Local Government Act 1997 and its amendments

Water and Sanitation	Water coverage	65%	60%	54%	60%
	Number of boreholes sunk	-	-	30	22
	Number of boreholes rehabilitated	-	-	36	46
	Functionality of water sources	80%	80%	84%	84%
	Proportion of the population within 1km of an improved water source		-	70%	58.9%
	Pit latrine coverage	90%	73%	100%	73%
Agriculture	Number of extension workers per sub-county	-	1 per sub county	1 per sub county	1 per sub county
	Number of service points	-	-	-	-
	Number of demonstration farms	-	-	-	-
	Technical back-up visits	-	-	-	-
FAL	Number of instructors		95		95
	Number of participants		1971	No target	1921
	Number of service centres	-	137	-	137
	Level of coverage	-	Not known	50%	
Environment and Natural Resources	Staffing Level	-	70%	18	13
	Conduct Environmental monitoring and assessment	-			40
	Production and update District State of the Environment Report (DSOER)	-	1	1	1 (Action Plan last updated in
	District Environment Action Plan	-	0	1	0
	Preparation of District Wetland Ordinance	-	Not done	1 ordinance	0 (pending
	Monitor wetland systems in the district	-	-	20	
	Establishment of Agro-forestry nurseries			1	0

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

### 2.2.1 Primary Education Services

Luwero District has 227 government-aided primary schools. Primary education is part of what is referred to as basic education and is often used as an indicator of literacy and numeracy levels. It is one of the decentralized services in Luwero District Local Government. The Primary Leaving Examination (PLE) is the standard benchmark for assessing the quality of the education system in the country. Statistics availed showed an improvement by 1.1 per cent (Grade I) in the 2012 PLE results as compared to the 2011 PLE results. Regardless of such performance, the district still faced a number of challenges in the delivery of basic education services including:

#### a) Inadequate funding to the sector

Though the Education Sector received the highest share (56.9 per cent) of the district budget, it was inadequate to take care of the activities under the sector. The sector has been characterized by delayed payment of teachers, inadequate infrastructure, learning and instructional materials.

### **b) High Pupil-to-Teacher Ratio**

Despite the national standard/target of the Pupil-to-Teacher Ratio in place (40:1), findings from the field revealed that it was high in most of the schools visited during the validation exercise. A wide pupil-to-teacher ratio reduces the quality of learning outcomes.

### **c) Lack of infrastructure-classrooms, desks, scholastic materials**

It was also noted that most of the schools also lacked adequate infrastructure in terms of proper and adequate classrooms, desks, textbooks, among others. Cases in point were at Makonkonyigo Primary School, Kyangabakama Primary School and Matembe Primary School in Kamira Sub-county and Nsawo Primary School in Nyimbwa Sub-county. In fact, when one of the primary seven teachers at Kyangabakama Primary School was asked about the status of textbooks, he lamented:

*..... tweyiya bweyiya. Olusi tukozeza notes z'a baana abamasomero amalala amalungi. Bwoba olina sente, n'ogulayo akatabo nga kano.* Literally meaning, "We just gamble. Sometimes we borrow notes from pupils in good schools and if you have money you buy a pamphlet like this one", indicating a small book she was holding in her hands.

**Figure 4: Semi-permanent structures at a primary school in Butuntumula Sub-county**



**Source:** ACODE Digital Library August 2013



#### **d) Teacher absenteeism**

There had been a series of demonstrations by teachers over inadequate and delayed release of salaries. As a coping mechanism, teachers engaged in other income generating activities like agriculture, business, and motorcycle transportation (boda boda) for survival, hence reducing the hours spent on teaching.

#### **e) Lack of Mid-day Meals**

This was another common challenge noted across the board by the research team. Most parents did not take full responsibility for their children, especially in terms of provision of lunch. This followed a presidential pledge that Universal Primary Education would be fully funded by government. However, the resources allocated to the sub-sector were too meagre to cater for the pupils' lunch. As a way of dealing with the challenge, some teachers were requesting parents to pay an extra fee to cater for their children's lunch. Provision of lunch not only enhances the performance of pupils in class but also reduces the pupils' rate of absenteeism that ultimately culminates into a high dropout rate.

#### **f) Poor sanitation**

One of the major challenges also noted in most of the primary schools was lack of proper pit latrines. Dilapidated structures particularly latrines were a common phenomenon. Cases in point were in Kakinzi primary school, Kasaala Church of Uganda primary school and Kyambogo mixed primary school in Luwero, Nandere Boys' primary school and Nandere Girls' primary school in Nyimbwa Sub-county, among others.

### **2.2.2 Health Services**

Good healthcare is a major factor in improving the quality of life and enhancing the human capital as a key element to achieving goals of the National Development Plan (NDP). The district has a total of 64 health units, of which 40 are government-built and maintained and 24 are under affiliate NGO/PNFs (private not for profit) that offer curative services. Luwero District has one hospital -- that is, Bombo Military Barracks Hospital.

By the end of FY12/13 the health-related indicators were as follows: the OPD utilization in health facilities in Luwero District was 0.9 visits per person per year during FY2012/13. Whereas 12 per cent of pregnant women attended 4 ANC sessions, only 38 per cent of the deliveries were done in Public and PNFP Health Facilities. Although the approved staffing level was 78 per cent,

only 64 per cent of the approved posts of trained health workers were filled. The health sector in Luwero District has some challenges, key among which include:

**a) Limited drugs and medical supplies**

There was a general outcry by the community members regarding drug stock outs in most of the health centres. This was mainly blamed on the overwhelming numbers of clients attended to in most of these facilities, who were not initially planned for. The available medical supplies - for instance, surgical gloves, testing kits, syringes, cotton wool, among others, were inadequate for all the people at OPDs in the various health centres. Such cases were noted at Kasana H/C IV, in Luwero TC, Kasana H/C IV, in Luwero TC, Butuntumula H/C III in Butuntumula Sub-county and Nsanvu H/C II in Makulubita Sub-county.

**b) Lack of accommodation**

Due to lack of accommodation for staff at the health centres, health workers usually commute to and from their homes or rented premises which makes it hard to be readily available whenever needed. It is therefore a challenge for them to attend to the clients, especially those that come at night. In addition, this explains the high levels of late-coming exhibited by some of the health workers in the various health centres visited. However, in some cases the health workers improvise some makeshift accommodation as shown Figure 5 taken at Lutuula HC II. In Ssambwe HC II, three staff were sleeping in one of the rooms of the health centre.

**Figure 5: Wood boards creating separate rooms in one of the coffee stores turned into rooms for health workers at Lutuula in Butuntumula Sub-county**



**c) Limited staffing**

During the year under review, understaffing was yet another challenge. During an FGD with the community members, they were concerned about the long queues and the long time they spent before receiving medical attention from the available health workers. This was not only tiring to the clients but also to the health workers who had to attend to them. Cases in point were noted at Kasana HC IV, Luwero Town Council, Luwero HC IV, Butuntumula HC III Nyimbwa HC IV in Nyimbwa and Kalagala Sub Health District.

**d) Limited funds to the sector**

Although the sector received one of the highest shares (14.1 per cent) of the district budget after the education sector (56.9 per cent), it was still inadequate.

**e) Poor health infrastructure**

Whereas infrastructure is supposed to enhance the smooth running of the activities of the health facilities, it was found wanting in some cases. For instance, there was no electricity at Kikoma HC III, no proper beds and mattresses at Butuntumula H/C, among other needs.

**Figure 6: Mattresses with no covers at Butuntumula H/C, Butuntumula Sub-county**



**f) Poor sanitation**

Sanitation was also found wanting in some of the health centres visited, with poor medical waste disposal and toilet facilities. This was not only risky but also unhygienic to both the health workers and clients. Such cases were

noted at Kamira HCIII in Kamira Sub-county, and Wabusana H/C III, Kikyusa Sub-county.

### **2.2.3 Agriculture**

Agriculture is still the mainstay of the Ugandan economy. It contributed about 23.9 per cent of the total GDP in 2013. It also contributes about 82 per cent of employment and most industries and services in the country are dependent on the sector.<sup>6</sup> Luwero District being predominantly rural has adopted agriculture (crop and animal husbandry) as its main economic activity. Agriculture employs up to 85 per cent of the rural population in the district. Horticulture for domestic consumption in the cities and for export is also practiced in the district. The main crops grown include: coffee, sweet potatoes, matooke, maize, cabbage, mangoes, pineapples, passion fruits, among others.

The Government of Uganda, through the Ministry of Agriculture Animal Industry and Fisheries (MAAIF), is responsible for the provision of extension services to farmers. However, as a way of reinforcing the services, the National Agricultural Advisory Services (NAADS) programme was introduced. Its key objective is to promote food security, nutrition and household incomes through increased productivity and market-oriented farming. Initially, it was responsible for the provision of advisory services but later started providing extension services to farmers. Increasingly, market-oriented farming has been encouraged as opposed to production simply for consumption, especially through the NAADS programme. Luwero is also a beneficiary of the NAADS programme. Records availed revealed the programme as one those that have realized reasonable support with a number of beneficiaries taking on activities like poultry, piggery, crop and dairy farming. However, like other sectors, the programme is faced with challenges, including:

#### **a) Poor quality products**

During the year under review, research findings from FGDs revealed that some of the beneficiaries received poor quality products under NAADS. A case in point was a group of farmers from Kiyenje village, Luwero T/C, who claimed that they were given piglets and most of them died.

In Kizito zone, Luwero T/C banana suckers were distributed but when they yielded, the quality was worse than what the farmers in the area had. Another group was given beans but rejected them after realizing that the quality was poor.

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<sup>6</sup> [Uganda.um.dk/en/danida-en/growth-and-employment/u-growth/agriculture/](http://Uganda.um.dk/en/danida-en/growth-and-employment/u-growth/agriculture/)

#### **b) Inadequate and untimely release of funds to the sectors**

The NAADS programme which is under the docket of agriculture is faced with a challenge of inadequate funds. The technical officers expressed concern about the inadequate funding that hindered the smooth running of the agricultural activities.

#### **c) Politicization of the programme**

During the year under review, research findings from FGDs still revealed that the programme distributed inputs based on political affiliations and social status, among others. In fact, most of the community members involved in these discussions (Luwero Town Council, Kayindu Parish, Kalagala Sub-county) claimed that NAADS was meant for NRM supporters, the rich and well-established farmers. This could actually explain why many people were less interested in the NAADS programme.

#### **d) Low community awareness of NAADs and its procedures**

Most households, many were still unaware of the procedures to be followed for one to become a NAADs beneficiary. In fact, the team's interaction with most of the community members revealed misconceptions about the programme as emerging from their ignorance about it. The research team's initiative to sensitize the residents on the basic issues of the programme cleared some of these misconceptions. By the end of the interaction, some members had this to say:

*".....used to think that even individuals can become beneficiaries. We have now realized why we were not being considered. Only wish that the NAADs officials could strengthen the sensitization campaigns...because majority of us are not aware of their procedures."*

### **2.2.4 Roads Network**

Luwero 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, there was a remarkable improvement in the road network as compared to the previous assessment (FY11/12). Despite this improvement some of the community roads were still in a poor state characterized by potholes, narrow lanes, and with no culverts to enhance proper drainage.

**Figure 7: An impassable Bamunanika-Kalagala road at the time of the assessment**



**Source:** ACODE Digital Library, August 2013

Examples were Kikyusa-Kamira road, Bukambagga-Kigombe in Butuntumula Sub-county, Nakikoota-Nkoloogi section of Kyegombwa- Kikube road in Luwero Sub-county.

### **2.2.5 Functional Adult Literacy**

The Functional Adult Literacy as a government programme was designed to impart both literacy and numeracy skills to the poor and vulnerable groups of society, linking people's literacy to livelihoods and needs. The programme mainly targets anyone over the age of fifteen that missed an opportunity of formal education at childhood.

During FY12/13, Luwero District Local Government had 137 FAL classes with 1921 learners. Findings revealed that females attended these functional adult literacy classes more than their male counterparts. Whereas these facilities had been of great importance to the communities that missed basic education, they were slowly dying away due to lack of adequate funding from the government. Complaints were raised by community members about the inadequate learning materials, instructors, etc, as the major challenges facing this sub-sector, hence hindering its performance. Nonetheless, some few FAL classes still existed. They include Tukolere wamu and Kalalu women's groups both in Makulubita Sub-county and Bembe FAL class in Nyimbwa Sub-county with 8 active members out of the registered 25. The class had been registered



with the Sub-county and was operating as a Community Based Organization. They practiced mixed farming and also grew mushrooms.

### 2.2.6 Water and Sanitation

The main sources of water in Luwero District are deep boreholes, hand-dug wells and protected springs, though the three urban councils<sup>7</sup> are mainly served by piped water supply. There are 968 existing safe water sources. Safe water coverage of Luwero District for the year 2012 was at 60 per cent. Pit latrine coverage was at 70 per cent. Whereas statistics showed fair coverage of safe water in the district, the reality on the ground was still wanting. The sector was still faced with several challenges, including inadequate water sources amidst the high population, non-functional and unsafe (poor quality of water in terms of content, colour, smell and taste) water sources and poor use and maintenance of the existing water sources by the communities.

**Figure 8: A resident drawing water from one of the water sources in Butuntumula Sub-county**



### 2.2.7 Environment and Natural Resources

The local governments are mandated to: promote and ensure sustainable natural resource use and management; and, guide the utilization of all the natural resources at local level. The Natural Resources Department is mainly

<sup>7</sup> Specifically Luwero, Wobulenzi and Bombo town councils.

composed of wetland and environment, forest and land management. Luwero District is well endowed with various natural resources including forests, wetlands, sand pits, among others. 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 Forestry 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.<sup>8</sup> During the year under review, council played a remarkable role in solving land conflicts that seem to be on the rise in the district.

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8 See Council minutes of meeting held on 30th April 2013; Min. 60/LDC/13 (p. 11).



# 3. THE SCORE-CARD: ANALYSIS OF RESULTS AND INTERPRETATION

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According to the Local Governments Act 1997, the District Council is constituted by the following: the Chairperson, Speaker and individual Councilors. This district scorecard assessment focused on the Council, the Chairperson, the Speaker and individual Councilors; since the technical arm of the district is assessed annually by Ministry of Local Government (MoLG). District councilors are mandated to represent and provide services to citizens through the platform of the council. It is imperative to note that this assessment is one of a kind, since no government instrument is in place to assess the performance of councils and councilors with the purpose improving their performance.

The scorecard for the council is derived from the functions of the local government councils as stipulated in the Local Government Act. It is mainly composed of four parameters, namely: the legislative role; accountability to citizens planning and budgeting, monitoring service delivery on National Priority Programme Areas (NPPAs). However, each of these parameters has various indicators as shown in the Table 6, below. The assessment of the local government council is aimed at establishing the extent to which it uses its power (legislative, political, administrative and planning) to deal with issues of its electorate within its jurisdiction. It is a platform which councilors can utilize to air out issues that affect their electorate and ensure that suitable plans are put in place. The fiscal and other assets of the local government can be deployed accordingly towards addressing those issues.

## 3.1 Performance of Luwero District Council

A district council consists of a District Chairperson and Councilors who are directly elected. There are councilors who are representatives of special interest groups as well as women councilors and those representing Persons with disabilities (PWDs). The Local Government Council is the highest authority within a local government, with political, legislative, administrative and executive powers. The Council is the platform where councilors raise

issues affecting their electorates and ensure that appropriate plans are put in place and the fiscal and other assets of the local government are channeled towards addressing those issues. The score-card for the council is derived from the functions of the local government councils as stipulated under the Local Government Act. Table 6 presents details of the council performance on each assessed parameter.

**Table 6: Performance of Luwero District Council (FY2012/13)**

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
<b>1. LEGISLATIVE ROLE</b>	<b>10</b>	<b>25</b>	Adopted and operationalized rules of procedure. No evidence of payments to ULGA. Though there was evidence of very functional (Executive and Standing) committees, only motions were passed on service delivery. No ordinances were passed during FY12/13. Land conflicts were settled. No public hearings were held. The district has no functional library, fully equipped Clerk's office as well as a Councilors' Lounge. Petition overland conflict with UPDF and elevation of Kasana III were presented. Though inter-district tours help in building the capacity of councilors, they were not done.
Adopted model rules of Procedure with/without debate (amendments)	2	2	
Membership to ULGA	0	2	
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	0	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	0	2	
Evidence of legislative resources	1	4	
Petitions	2	2	
Capacity building initiatives	1	3	
<b>2. ACCOUNTABILITY TO CITIZENS</b>	<b>18</b>	<b>25</b>	There are approved work plans and budgets. Resolved not to pay contractors that do shoddy work. Information on revenue usually sent to CFOs. Citizens' gallery available. There was a discussion on money earmarked to cater for the Ebola outbreak in the district. However, no evidence of debates on human rights and constitutional issues to parliament. There is information on notice boards about financial releases. Commissions, boards and committees are fully constituted. Action on reports is not always timely due to inadequate funds. Information office is available. Debates on the ACODE scorecard. Involve stakeholders in budget conferences- SDS, CODI, media
Fiscal Accountability	4	4	
Political Accountability	4	8	
Administrative Accountability	6	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	2	3	
<b>3. PLANNING &amp; BUDGETING</b>	<b>11</b>	<b>20</b>	Plans, Vision and Mission statement available. Copies of Approved plans available- DDP, CBP, REP and W/Plan. Budget was available. No evidence of ordinance on local government financial autonomy. There was an increase in local revenue as well as initiatives to raise local revenue. (Ref. Budget 12/13).
Existence of Plans, Vision and Mission Statement	5	5	
Approval of the District Budget	4	4	
Local Revenue	2	11	

4. MONITORING SERVICE DELIVERY ON NPPAs	21	30	A substantial level of monitoring was done for all the sectors. However, sometimes the various standing committees did not carry out the monitoring exercise as per the work plans due lack of adequate funds. Generally, there was a remarkable improvement in this parameter in comparison with the previous assessment (FY 2011/12).
Education	3	5	
Health	3	5	
Water and Sanitation	4	4	
Roads	3	4	
Agriculture and Extension	3	4	
Functional adult Literacy	3	4	
Environment and Natural Resources	2	4	
<b>TOTAL</b>	<b>60</b>	<b>100</b>	

In FY2012/13, Luwero District Council was composed of 27 councilors including the Chairman. In total, Luwero District Council scored 60 out of a possible 100 points as shown in Table 6, above. During the year under review, the best performed parameter was monitoring service delivery on NPPAs (21 out of 30), while the least marks obtained were in the council's legislative role (10 out of 25). There was a decline in the performance of the district council from 70 out of 100 points obtained in the previous assessment to 60 points.

## 3.2 District Chairperson

The Chairperson of Luwero District Local Government during the year under review was Hon. 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.<sup>9</sup> 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 7, below provides details of his performance across the assessed parameters.

<sup>9</sup> Chairman Nadduli was re-elected as the new district chairman in March 2011. He took over from Chairman Ndawula.

**Table 7: District Chairperson's Scorecard**

<b>Name</b>	<b>Al Hajji Abdul Nadduli</b>		
<b>District</b>	<b>Luwero</b>		
<b>Political Party</b>	<b>NRM</b>		
<b>Gender</b>	<b>Male</b>		
<b>Number of Terms</b>	<b>3</b>		
<b>Total Score</b>	<b>69</b>		
<b>ASSESSMENT PARAMETER</b>	<b>Actual Score</b>	<b>Maximum Score</b>	<b>Comments</b>
<b>1. POLITICAL LEADERSHIP</b>	<b>20</b>	<b>(20)</b>	Chaired at least 6 times and delegated at least once. Implements the district work plan, decision taken during the Ebola outbreak, cancellation of contract for shoddy work. Report presented towards the end of the FY. Meetings held regularly with CAO, who is also the secretary of DEC. Boards, committees and commissions fully constituted. Made several communications- attend security meetings every month. Engaged in settling land wrangle on government land.
Presiding over meetings of Executive Committee	3	3	
Monitoring and administration	5	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,)	2	2	
Engagement with central government and national institutions	4	4	
<b>2. LEGISLATIVE ROLE</b>	<b>4</b>	<b>(15)</b>	Attended at least 4 meetings. 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	
<b>3. CONTACT WITH ELECTORATE</b>	<b>10</b>	<b>10</b>	Programme of meetings with electorate on security, land issues, monitoring service delivery points. Appeared in media NTV, Star TV and radios. Instant feedback is provided to the electorate.
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	5	5	
<b>4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA</b>	<b>5</b>	<b>(10)</b>	Initiated fish, milk projects in Zirobwe. In solving land issues, provided written advice as well as material contributions. No evidence of MoU signed during FY12/13.
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/ NGOs	0	5	
<b>5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	<b>30</b>	<b>(45)</b>	Monitored some service delivery points though did not cover a substantive number.
Monitored Agricultural services	5	7	
Monitored Health Service delivery	5	7	
Monitored schools in every sub-county	5	7	
Monitored road works in the district	7	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	
<b>TOTAL</b>	<b>69</b>	<b>100</b>	

Chairman Nadduli scored 69 out of the 100 possible points, exhibiting an improvement in comparison with the previous assessment where he 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. With regard to contact with the electorate, his performance was impeccable. Evidence provided showed that the chairman had a programme of meetings with his electorate mainly on security matters, the status service delivery, land conflicts, among others. 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.

### 3.3 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 belongs 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 8, below provides details of her performance during the FY 2012/13.

**Table 8: District Speaker's Scorecard**

<b>Name</b>	Proscovia Namansa	<b>Level of Education</b>	BA (Education)	
<b>District</b>	Luwero	<b>Gender</b>	Female	
<b>Sub County</b>	Wobulenzi TC & Katikamu	<b>Number of Terms</b>	3	
<b>Political Party</b>	NRM	<b>Total</b>	73	
<b>ASSESSMENT PARAMETER</b>		<b>Actual Score</b>	<b>Maximum Score</b>	<b>Comments</b>

<b>1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL</b>	<b>18</b>	<b>25</b>	Chaired at least 4 and delegated at least once (24th August 2012) to her deputy. Rules of procedure were adopted. The speaker caused timely production of minutes and convened meetings on time. Records of motions passed were available. She had no evidence of providing special skills to council.
Chairing lawful council/ meetings	3	3	
Rules of procedure	9	9	
Business Committee	3	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	
<b>2. CONTACT WITH ELECTORATE</b>	<b>20</b>	<b>20</b>	Has an office (post office) where she meets her electorate. She also meets them through activities. This was clear in her diary-programme of meetings.
Meetings with Electorate	11	11	
Office or coordinating centre in the constituency	9	9	
<b>3. PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>10</b>	<b>10</b>	Attended meetings though did not meet required number and shares.
Attendance in sub-county Council sessions	10	10	
<b>4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	<b>25</b>	<b>45</b>	Carried out monitoring mainly in the health, education, water and roads sectors. Otherwise did not do much in the remaining sectors (agriculture, FAL and ENR).
Monitoring Health Service delivery	7	7	
Monitoring Education services	7	7	
Monitoring Agricultural projects	0	7	
Monitoring Water service	4	7	
Monitoring Road works	7	7	
Monitoring Functional Adult Literacy	0	5	
Monitoring Environment and Natural Resources	0	5	
<b>TOTAL</b>	<b>73</b>	<b>100</b>	

Hon. Proscovia Namansa scored 73 out of 100 possible points. Although the speaker performed well in presiding over council, exhibited by timely production of minutes, and convening of council meetings on schedule, she had no evidence of a records book with issues presented to her office. The speaker's performance on attendance of lower local councils and contact with her electorate was good as she also possessed a programme of meetings with her electorate in her diary. Despite her good performance in the above-mentioned indicators, her monitoring role was found wanting. She mainly concentrated on monitoring the Health, Education and Roads sectors, paying less attention to the rest (Agriculture, Functional Adult Literacy (FAL) and Environment and Natural Resource (ENR) sectors. Indeed, this parameter exhibited her worst performance in the score card.

## 3.4 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 the financial 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,<sup>10</sup> of whom only 24 were assessed.

The best male councilor in the district was Hon. Abdul Kasule<sup>11</sup> representing, Bombo T/C. He scored 88 out of the possible 100 points, manifesting an improvement from 64 out of the 100 possible points attained in the previous assessment. The best female councilor was Hon. Victor N. Nabukenya representing the youth in the district. She scored 72 out of the possible 100 points which was an improvement from 48 out of the 100 possible points attained in the previous assessment.

There has generally been a tremendous improvement in the average performance of councilors from 48 per cent to 56 per cent, indicating a percentage change of 8 that could be attributed to: i) appreciation of their roles as councilors through the LGCSCI; and ii) improved record keeping and documentation, especially using the ACODE diaries.

Overall, the councilors' best-performed parameters were in their legislative role, contact with the electorate and attendance of LLG meetings in which they fetched 17 out of 25, 13 out of 20, and 6 out of 10 points respectively. The worst-performed parameter was monitoring service delivery on National Priority Programme Areas (NPPAs). Table 9, below provides a detailed analysis of all the assessed councilors and their performance.

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

11 Hon. Abdul Kasule is the also the District Deputy Speaker

**Table 8: Summary Performance of Luwero District Councilors FY 2012/13**

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## **3.5 Interpretation of Results**

### **3.5.1 Endogenous factors affecting performance**

#### **a) Poor individual monitoring of government projects**

During the year under review, individual monitoring of government projects by councilors was found wanting. The majority of them did not conduct monitoring of services in their constituencies. Thus, they to understand and report to council the unique issues arising from their constituencies.

#### **b) Absentee councilors**

Whereas councilors' core responsibility is representation, some were found to be chronically inactive in council. Some of the councilors were perpetually absent from council. This means that their constituencies were not effectively represented.

#### **c) Poor record keeping**

Although there had been an improvement in record keeping by the majority of the councilors, an effort attributed to ACODE's initiative of distributing diaries<sup>12</sup> to councilors, some councilors still had a weakness with record keeping. This was mainly evidenced in the lack of individually-written monitoring reports. They claimed to have verbally reported emerging from issues from their monitoring exercises which left the research team with no proof to the claims, hence the poor performance.

#### **d) No contact with the electorate**

This was one of the challenges that contributed to some of 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.

### **3.5.2 Exogenous factors affecting performance**

#### **e) High dependency on the central government**

<sup>12</sup> ACODE diaries are specially designed with emphasis on their roles as mandated by the Local Government Act. These diaries are also supposed to be used as points of reference for their various roles.

Despite the increase in the central government transfers over time, they still account for the greatest share (85.9 per cent) of the 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 local priorities. In other words, the district has no capacity to make decisions on planned priorities since most transfers are usually conditional.

**f) Inadequate funding to the district**

Besides being highly dependent on the central government, there was unbalanced sectoral allocation of funds with various sectors continuously receiving less than what was actually approved. This generally impacted on the smooth running of some activities. Key issues noted were 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.

**g) 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 like; paying their children's school fees, contributing towards social functions like graduations, weddings, burials, among others, which was their basis for election as councilors. Furthermore, many members of the electorate were completely unaware of the fact that they were meant to hold their councilors accountable.

**h) Remuneration**

Councilors are charged with a number of roles and responsibilities which include: legislative role, contact with the electorate, participation with the lower local government and monitoring service delivery on NPPAs, which are highly interrelated. However, amidst the numerous roles councilors are expected to perform, there were complaints about the insufficient facilitation available. This was mainly under the role of monitoring of NPPAs, with unique challenges posed for councilors representing the hard-to-reach areas.

# 4. GENERAL CONCLUSION AND RECOMMENDATIONS

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## 4.1 Conclusion

Although Luwero District Council performed well, the assessment noted some challenges that are still responsible for service delivery deficiency.

## 4.2 Recommendations

### 4.2.1 Advocacy for a changed Budget Architecture

Based on the available statistics on the budget of Luwero District Local Government, there is a 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.

### 4.2.2 Orientation of District Councilors on continuous monitoring

Although the Ministry of Local Government (MoLG) 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. During the assessment, monitoring was one of the key roles of councilors found wanting, which had great impact on effective service delivery. Therefore, there is need for orientations of political leaders about their roles to maximize efficiency.

### 4.2.3 Mandatory periodic monitoring reports

Attention should be paid to writing monitoring reports on both individual and committee monitoring exercises. 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.

#### **4.2.4 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.

#### **4.2.5 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. Adequate and prompt remuneration will ensure effective service delivery.

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**Annex 1: Summary of Councils’ Performance (FY 2012/13)**

District	2011/12	2012/13	% change	Legislative Role										Accountability To Citizens					Planning & Budgeting					Monitoring NPPAs									
				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	
Wakiso	71	76	7	2	0	3	1	1	1	2	2	2	2	1	15	3	6	8	2	1	20	5	4	7	16	4	5	3	4	3	2	4	25
Gulu	82	75	-9	2	2	2	3	0	1	2	4	2	2	2	20	4	5	6	2	3	20	5	4	2	11	5	5	3	3	3	2	2	24
Mpigi	67	72	7	1	2	3	3	1	1	2	4	0	1	18	4	5	8	2	0	19	5	4	2	11	5	5	4	4	2	0	4	24	
Amuria	76	70	-8	2	2	2	3	3	1	0	4	0	2	19	4	6	3	2	3	18	4	4	4	12	4	5	2	4	2	4	0	21	
Rukungiri	69	70	1	2	2	3	2	1	1	2	3	1	2	19	4	5	7	2	0	18	5	4	2	11	5	5	3	4	3	0	2	22	
Ntungamo	64	69	8	2	1	3	2	1	1	0	4	1	1	16	4	4	7	2	0	17	5	4	7	16	2	3	3	3	3	3	3	20	
Nebbi	51	69	35	2	1	3	2	1	1	0	2	1	3	16	4	5	4	2	3	18	5	4	4	13	5	5	3	4	3	0	2	22	
Mbale	55	68	24	2	2	3	2	0	1	0	2	2	3	17	4	7	3	2	2	18	5	4	7	16	5	3	2	2	2	0	3	17	
Mukono	78	67	-14	2	1	3	1	1	1	2	2	2	3	18	3	5	3	2	2	15	5	4	6	15	3	5	4	3	1	0	3	19	
Kamuli	40	67	68	1	0	2	2	0	1	0	3	1	3	13	3	4	6	2	0	15	5	3	4	12	5	5	4	4	4	3	2	27	
Hoima	48	67	40	2	1	3	3	3	1	2	1	2	2	20	2	4	3	2	0	11	5	4	2	11	5	5	4	4	2	4	1	25	
Jinja	44	66	50	1	2	3	1	1	1	2	3	2	3	19	4	5	7	2	1	19	5	4	4	13	2	2	2	4	2	2	1	15	
Moyo	55	63	15	2	2	3	0	1	0	0	4	0	1	13	4	6	5	2	2	19	5	4	2	11	5	5	2	2	2	0	4	20	
Kabarole	75	63	-16	2	0	3	3	1	1	0	2	0	2	14	3	5	6	2	0	16	5	4	4	13	3	4	2	3	3	2	3	20	
Lira	49	62	27	2	1	3	3	0	0	2	2	2	3	18	3	5	6	2	0	16	5	4	7	16	0	3	0	3	3	3	0	12	
Mbarara	53	62	17	1	1	3	2	0	0	0	3	0	2	12	3	3	8	2	0	16	5	4	4	13	4	4	2	2	2	4	3	21	
Bududa	60	61	2	2	1	3	1	1	1	1	2	2	2	16	3	7	3	2	1	16	5	4	4	13	3	3	1	4	2	0	3	16	
Nakapiripirit	56	61	9	2	2	1	1	1	0	0	1	2	3	13	4	5	2	2	3	16	5	4	4	13	3	4	1	4	4	0	3	19	
Soroti	68	60	-12	2	1	3	0	0	1	0	3	2	3	15	4	5	8	2	2	21	4	3	3	10	2	2	2	2	2	2	2	14	
Buliisa	57	60	5	2	2	3	3	0	1	1	2	0	1	15	3	7	3	2	0	15	5	4	4	13	4	4	3	3	3	0	0	17	
Luwero	70	60	-14	2	0	3	0	0	1	0	1	2	1	10	4	4	6	2	2	18	5	4	2	11	3	3	4	3	3	3	2	21	
Kanungu	67	57	-15	1	1	2	1	1	1	0	2	2	0	11	4	4	6	2	0	16	5	4	2	11	3	3	2	3	2	2	4	19	
Moroto	55	56	2	2	1	3	3	1	1	1	3	0	2	17	2	6	3	2	0	13	5	4	2	11	3	1	3	2	3	2	1	15	
Tororo	40	55	38	2	2	2	2	1	1	1	4	1	1	17	2	5	4	2	1	14	5	3	2	10	3	4	0	0	2	1	4	14	
Agago		51		2	1	3	1	0	1	0	2	1	2	13	3	4	4	2	0	13	5	4	2	11	2	2	2	2	2	2	2	14	
Amuru	30	40	33	2	2	1	0	0	1	0	2	1	1	10	3	4	3	2	1	13	4	4	9	17	0	0	0	0	0	0	0	0	
Average	59	63	12	2	1	3	2	1	1	1	3	1	2	16	3	5	5	2	1	17	5	4	4	13	4	4	2	3	2	2	2	19	

Annex 2: Summary of the Chairpersons’ Performance (FY 2012/13)

					Performance			Political Leadership						Legislative Role			Contact Electorate		Development Projects			Monitoring Service Delivery On NPPAs											
Name	Gender	District	Political Party	Number of Terms	2011/12	2012/13	% change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central gov't	Sub Total	Council	Motions Executive	Bills by Executive	Subtotal	Meetings Electorate	Issues by electorate	Subtotal	Projects initiated	Communal Projects	NGOs	Subtotal	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
Richard Rwabuhinga	M	Kabarole	Ind	1	80	89	11	3	5	2	3	2	4	19	2	4	5	11	5	5	10	3	2	5	10	7	7	7	7	7	1	3	39
Priscovia Salaam Musumba	F	Kamuli	FDC	1		88		1	5	2	2	2	4	16	0	6	7	13	5	5	10	3	2	5	10	3	7	6	6	7	5	5	39
Martin Ojara Mapendu	M	Gulu	FDC	1	91	88	-3	3	5	2	4	2	4	20	2	4	5	11	5	5	10	3	2	5	10	5	7	5	7	5	3	5	37
Fredrick Ngobi Gume	M	Jinja	NRM	1	66	87	32	3	5	2	4	1	4	19	2	6	7	15	5	5	10	3	2	5	10	5	5	5	5	5	3	5	33
Matia Lwanga Bwanika	M	Wakiso	DP	1	70	82	21	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	1	6	7	7	7	5	7	1	5	39
Emmanuel Osuna	M	Tororo	NRM	2	78	82	5	3	5	2	4	2	3	19	2	4	5	11	4	5	9	3	1	5	9	5	7	5	5	2	5	34	
John Mary Luwakanya	M	Mpigi	NRM	1	80	80	0	3	5	2	2	2	4	18	2	6	0	8	5	5	10	1	1	5	7	7	7	7	7	0	2	37	
Charles K. Byabakama	M	Rukungiri	NRM	1	44	80	82	3	3	2	3	0	3	14	2	4	3	9	4	5	9	3	1	5	9	7	6	6	7	7	3	3	39
Francis Lukooya M.	M	Mukono	NRM	2	80	80	0	2	5	2	3	1	4	17	2	6	3	11	5	5	10	3	1	5	9	3	7	7	7	4	0	5	33
Mark Aol Musooka	M	Moroto	NRM	1	76	78	3	3	5	2	2	2	2	16	2	4	0	6	5	5	10	3	1	5	9	6	7	7	6	6	0	5	37
Anthony Omach Atube	M	Amuru	NRM	2	54	78	44	3	4	2	4	1	4	18	2	2	0	4	4	5	9	3	2	5	10	5	6	5	6	5	5	5	37
George Michael Egunyu	M	Soroti	NRM	1	82	78	-5	3	5	2	4	2	4	20	0	4	0	4	5	5	10	3	2	5	10	7	7	7	7	3	0	3	34
Francis Oluma	M	Amuria	NRM	1	74	78	5	3	5	2	3	2	4	19	2	6	3	11	5	2	7	3	1	5	9	3	7	7	7	5	0	3	32
George Tinkamanyire	M	Hoima	NRM	3	65	76	17	3	4	2	4	2	4	19	2	2	3	7	5	5	10	3	2	0	5	5	7	5	7	5	3	3	35
Alex Oremo Alot	M	Lira	UPC	1	40	76	90	3	4	2	4	2	4	19	2	6	0	8	4	5	9	3	2	5	10	6	6	6	6	0	0	30	
Deusdeddit Tumusiime	M	Mbarara	NRM	1	70	75	7	3	5	2	3	2	4	19	2	0	0	2	3	5	8	3	0	5	8	6	6	6	6	4	4	38	
John Lorot	M	Nakapiripit	NRM	2	69	75	9	3	3	2	3	2	4	17	2	4	3	9	5	5	10	3	1	5	9	5	7	1	7	5	2	3	30
Robert Okumu	M	Nebbi	NRM	1	65	74	14	3	5	2	4	2	4	20	2	4	0	6	5	5	10	1	2	3	6	0	7	7	7	7	2	2	32
Denis Singahakye	M	Ntungamo	NRM	1	69	74	7	3	5	2	4	1	4	19	2	4	5	11	5	5	10	3	2	3	8	4	3	5	7	2	2	3	26
Bernard M. Mujasi	M	Mbale	NRM	3	70	74	6	3	3	2	4	2	3	17	2	4	3	9	4	5	9	2	1	5	8	6	3	7	3	7	0	5	31
Josephine Kasya	F	Kanungu	NRM	3	53	74	40	3	4	2	4	2	2	17	2	2	0	4	5	5	10	3	2	5	10	7	3	7	7	3	3	3	33
John Baptist Nambeshe	M	Bududa	NRM	1	62	71	16	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	5	10	7	3	3	3	3	2	3	24
Fred Lukumu	M	Buliisa	NRM	2	56	70	25	3	4	1	2	2	4	16	2	6	0	8	5	0	5	3	2	5	10	6	7	7	7	3	0	1	31
Abdul Nadduli	M	Luweero	NRM	3	63	69	10	3	5	2	4	2	4	20	2	2	0	4	5	5	10	3	2	0	5	5	5	5	7	5	0	3	30
Jimmy Okudi Vukoni	M	Moyo	Ind	1	52	62	19	3	5	2	4	2	4	20	2	6	0	8	5	2	7	3	1	0	4	7	2	2	6	2	2	2	23
Peter Odok W'Oceng	M	Agago	NRM	1		47	11	2	5	1	3	2	3	16	0	0	0	0	3	0	3	3	2	5	10	2	2	2	6	2	2	2	18
Average				2	67	77	19	3	5	2	3	2	4	18	2	4	2	8	5	4	9	3	2	4	9	5	6	6	6	5	2	3	33

Annex 3: Summary of District Speakers’ Performance FY 2012/13

						Performance				Presiding And Preservation Of Order In Council					Contact With Electorate				Participation In LLG		Monitoring NPPAs						
Name	Political Party	District	sub county	Gender	Terms	2011/12	2012/13	% Change	Chairing council					Sub Total	Meetings with Electorate		Sub Total	Participation in LLG		Health	Education						
									Rules of procedure	Business Committee	Records book	Record of motions	special skills		Coordinating center	Sub Total		Participation in LLG	Health		Education	Agriculture	Water	Roads	FAL	Environment	
Samuel Bamwole	NRM	Kamuli	Nawanyago	M	3		87		3	7	3	2	3	0	18	11	9	20	10	7	7	7	7	0	4	39	
Peter Douglas Okello	NRM	Gulu	Lalogi	M	1	89	84	-6	3	9	3	2	3	5	25	11	9	20	8	5	5	5	1	5	5	31	
James Kezaala Kunobwa	NRM	Mukono	Seeta Namuganga	M	2	73	79	8	3	6	3	2	3	3	20	7	9	16	10	5	5	7	5	3	3	33	
Juliet Jemba	NRM	Mpigi	Muduma/Kirigente	F	2	40	78	95	3	6	3	2	3	0	17	11	9	20	10	7	7	1	5	7	0	4	31
Muhammed Mafabi	Ind	Mbale	Bubwangu	M	2	75	77	3	3	4	3	2	3	2	17	11	9	20	10	3	3	7	7	3	5	2	30
Martin Ocen Odyek	UPC	Lira	Railway	M	1	26	75	188	3	9	3	2	3	5	25	3	6	9	2	7	7	7	7	3	1	39	
Dan Nabimanya	NRM	Ntungamo	Rukoni West	M	1	66	75	14	3	9	3	2	3	0	20	9	9	18	10	7	1	5	5	5	0	4	27
Henry Ndyabahika	NRM	Rukungiri	Buhunga	M	2	64	75	17	3	9	3	2	3	0	20	5	9	14	6	7	6	5	5	7	1	4	35
Richard Mayengo	NRM	Jinja	Mafubira B	M	3	68	73	7	3	9	3	2	3	2	22	8	9	17	8	5	5	5	1	1	5	4	26
Proscovia Namansa	NRM	Luwero	Katikamu/	F	3	64	73	14	3	9	3	0	3	0	18	11	9	20	10	7	7	0	4	7	0	25	
Idda Fuambe	NRM	Nebbi	Nyaravur/Atego	F	4	68	73	7	3	9	3	2	2	2	21	9	9	18	10	7	1	0	7	3	1	5	24
Daudi Byekwaso Mukilibi	NRM	Wakiso	Kakiri	M	3	75	73	-3	2	9	3	2	3	0	19	9	9	18	10	5	5	7	0	5	0	4	26
James Paul Michi	NRM	Tororo	Eastern Div.	M	1	32	69	116	2	6	3	2	3	5	21	7	9	16	2	3	3	4	5	5	5	30	
Christopher Odongkara	NRM	Amuru	Pabbo	M	1	51	69	35	2	9	3	0	3	0	17	9	9	18	6	6	2	7	4	7	1	28	
Charles Echemu Engoru	NRM	Amuria	Asamuk	M	2	41	68	66	2	9	0	0	3	2	16	6	9	15	10	7	7	4	5	0	0	4	27
Charles Beshesya	NRM	Kanungu		M	1	61	68	11	3	9	3	2	3	0	20	11	9	20	2	5	5	1	5	5	1	4	26
Clovis Mugabo	NRM	Kabarole	Mugusu	M	2	54	66	22	3	9	3	2	3	2	22	11	9	20	10	5	1	5	1	1	0	1	14
Didan Amama	Ind	Bulisa	Ngwedo	M	1	31	65	110	3	6	2	0	0	0	11	11	9	20	0	7	7	3	3	7	3	4	34
Nathan Kiwe Isingoma	NRM	Hoima	Busisi	M	1	33	64	94	3	9	3	2	3	2	22	7	9	16	6	1	3	3	3	7	1	2	20
William K. Tibamanya	NRM	Mbarara	Rugando	M	1	58	64	10	3	9	3	2	3	0	20	7	9	16	2	5	5	1	5	5	1	4	26
Michael Matsyetsye	NRM	Bududa	Bumasheti	M	2	35	63	80	3	6	3	2	3	0	17	11	6	17	4	1	4	5	5	5	1	4	25
Martin Chaiga	NRM	Moyo	Moyo	M	2	44	63	43	3	9	2	2	3	0	19	11	9	20	0	7	7	0	1	3	1	5	24
Andrew Odongo	FDC	Soroti	W/Div	M	1	61	60	-2	3	9	3	2	3	5	25	11	9	20	4	2	1	1	1	1	1	4	11
Cesar Lometo	NRM	Moroto	Youth	M	1	49	54	10	3	6	2	2	3	0	16	7	9	16	6	3	5	5	0	1	1	1	16
Jotham Loyer	NRM	Nakapiripirit	Kakomongole	M	3	62	44	-29	3	4	2	2	3	0	14	7	2	9	4	3	5	1	5	1	1	1	17
John Bostify Oweka	FDC	Agago	Omot	M	1		23		2	6	3	0	3	0	14	0	2	2	0	1	1	1	1	1	1	1	7
Average					2	55	68	38	3	8	3	2	3	1	19	9	8	17	6	5	4	4	4	4	2	3	26

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## ABOUT THE AUTHORS

**Susan Namara-Wamanga** is a researcher under the Local Government Councils Scorecard Initiative (LGCSCI) implemented by ACODE. Susan holds a Masters Degree in Human Rights and Bachelor's Degree in Social Sciences both from Makerere University. Her work at ACODE has ranged from monitoring the performance of the local governments through the scorecard initiative, monitoring the (Peace, Recovery and Development Plan) PRDP process, assessing governance issues in the water and roads sectors, public expenditure tracking in the health sector in Uganda and the government – opposition relations projects to which she provided research assistance. She has expertise in the fields of research, advocacy, governance and community development.

**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 programming, advocacy and gender mainstreaming.

**John Segujja** is the Executive Director of Community Development Initiative (CODI). He has vast experience in advocacy, governance and community development, with many years' experience working with Local Governments.

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**Advocates Coalition for Development and Environment**

Plot 96, Kanjokya Street, Kamwokya

P. O. Box 29836, Kampala

Tel: +256 312 812150

Email: [acode@acode-u.org](mailto:acode@acode-u.org); [library@acode-u.org](mailto:library@acode-u.org)

Website: [www.acode-u.org](http://www.acode-u.org)