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

### **Luwero District Council Score-Card Report FY 2013/2014**

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Hon. Abdul Nadduli and supported by 25 councillors including the Speaker while the technical team was led by Mr. Eustance G. Gakwandi, the Chief Administrative Officer.

#### **BACKGROUND AND RATIONALE**

This brief presents findings from the score-card assessment conducted during the FY2013/14 for Luwero District Local Government under the Local Government Council Scorecard Initiative (LGCSCI). This initiative is an evidence based project implemented by ACODE in partnership with ULGA with support from the DGF. The initiative seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services.

The initiative uses the score-card – an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councillors with focus on their roles and responsibilities as stipulated in the Local Government Act (as amended).

The rigorous assessment process is conducted by teams of researchers across the 30 districts that undergo the annual LGCSCI score-card assessment. The research process involves a review of key district documents, interviews with key respondents, consultation with citizens through focus group discussions (FGDs) and the cleaning and analysis of data with final district reports produced for each of the districts (available online; <http://www.acode-u.org/>). LGCSCI also produces and disseminates a 'National Synthesis Report' that provides a synthesis of all the findings and an overall analysis from the 30 assessed districts. The reports are subsequently disseminated nationally and at district level.

#### **OVERVIEW OF LUWERO DISTRICT DURING FY2013/14**

Luwero District political leadership was headed by

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'. The district was estimated to have 451,500 persons, with the highest proportion of the population being that under age 15 (46 per cent of the total population) with a steady population growth of 2.5 per cent.



**Figure 1:** Pineapples ready to be dispatched off from the market, Wobulenzi Town Council (Credit: ACODE Digital Library)

Luwero district is predominantly rural making agriculture the mainstay of its economy. The main crops grown include: Matooke, sweet potatoes, maize, pineapples, passion fruits among others. Agricultural practices have further been made possible by the district's closeness to the central business district of Kampala as well as its location as a route to Gulu and Southern Sudan presents an opportunity for market of produce. Like in other districts, the National Agricultural Advisory Services (NAADs) programme has reinforced agriculture in the district leading to

increased productivity and market oriented farming. Despite the benefits, the programme has faced some challenges including; poor quality of products, high expectations of farmers versus unnecessary delays, Inadequate and untimely release of funds to the sectors.

In the FY 2013/2014, Luwero district had 461 primary schools of which 227 were government aided with the enrolment rate at 100,178. Despite the sector being one of the heavily-funded sectors of the district budget at 59 per cent, key education indicators showed that there is still a discrepancy between the national targets and the district's achievements with the Pupil Teacher Ratio of 60:1, Pupil to Text book Ratio 6:1 and Pupil to Desk Ratio 5:1. This explains the poor performance still exhibited in most of the government aided primary schools in the district.

**Figure 2:** Some of the pupils in a classroom at Nalweta Primary School, Bamunanika S/C (Credit: ACODE Digital Library)



Over the years, the district road network has improved. The maintenance and rehabilitation of the road network has not only boosted the district's economy but also facilitated access to markets and social services such as schools and health centres. Despite this improvement, during the FY 2013/2014, it was noted that some community roads were still in a sorry state, mainly characterized by potholes and lack of culverts, causing poor drainage. They were also narrow, which made them impassable especially during the rainy seasons.

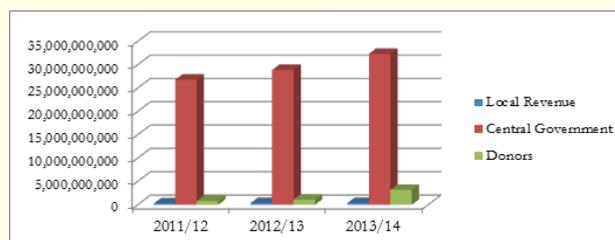


**Figure 3:** A damaged Kalagala- Kiziri road soon after construction (Credit: ACODE Digital Library)

## FACTORS AFFECTING SERVICE DELIVERY IN LUWERO DISTRICT

**Budgetary Constraints:** In FY 2013/14, Luwero District received UGX 35.9 billion of which central government funding accounted for 89.9 per cent, local revenue and donor funds accounted for 1.3 per cent and 8.8 per cent of the district revenue respectively as shown in **Figure 4**.

**Figure 4:** A Three year budget performance for Luwero district FY 2011/12-2013/14



**Source:** Luwero District Final Accounts, FY 2011/12, 2012/13 and Luwero Budget estimates FY2013/14

Although there was an increase in central government transfers during FY2013/14 central government disbursements were mainly in the form of conditional grants. As such there was little or no room for the re-allocation of funds by Luwero district local government to other service delivery priorities.

It was noted that, compared to the needs outlined by Luwero district local government in their district work plan of projected activities, fewer funds were disbursed by central government than what was required for effective service delivery across the various sectors. For instance, during the FY13/14 the district local government expected UGX 36.9 billion but it only received UGX 35.9 billion creating a discrepancy of UGX 1 billion, hence impacting on effective service delivery.

It is imperative to note, for instance, that local revenue acquired determines the level of council facilitation (20 per cent of the local revenue) in terms of council sittings to be held – so as to deliver on the councilors' oversight and monitoring service delivery on NPPAs roles.

**Conflicts:** Although the technical and political arms are supposed to work together to enhance service delivery, conflicts existed among some officials. This did not only impact on the smooth running of district activities but it also led to wastage of resources - in cases where the parties had to involve lawyers to mitigate such issues.

**Limited support supervision:** Despite the staffing gaps in respect to the approved structure in some departments, the process of filling vacant positions is

bureaucratic delivery due long staff recruitment and deployment processes. This has greatly impacted on service delivery due to limited manpower to carry out district activities.

**Limited monitoring:** Although councillors are supposed to monitor the delivery of public services, this was found wanting. This was mainly attributed to insufficient funds allotted to the exercise hence undermining their oversight role as elected leaders.

## SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act (as amended). While all the four categories are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles. As the political head of the district, the district chairperson is also assessed on their political leadership as well as Initiation and participation in projects in their electoral area. The speaker is assessed primarily as a councillor with an additional function of presiding and preservation order in council. The district council, which is the highest organ in the district, is also assessed against the core function of planning and budgeting as well as providing accountability to citizens.

**Table 1: District Council Score-card FY 2013/14**

Performance				
	2011/12	70	100	
	2012/13	60	100	
	2013/14	71	100	
	% change	18		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	Rules of procedure were adopted and operationalized. There was no evidence of payments to ULGA. Only motions on service delivery and accountability were passed. No ordinances were passed during FY13/14. The conflict between CFO and councilors was mitigated by engaging a lawyer. No public hearings were held. Some petitions over land conflicts encountered by citizens have been debated and acted on.
	Membership to ULGA	0	2	
	Committees of Council	3	3	
	Motions passed	2	3	
	Ordinances	0	3	
	Conflict Resolution	1	1	
	Public Hearings	0	2	
	Legislative resources	1	4	
	Petitions	1	2	
	Capacity building	3	3	
	<b>Sub total</b>	<b>13</b>	<b>25</b>	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	Approved work plans and budgets available. PAC reports are reviewed. Resolved not to pay contractors that do shoddy work. However, there was no evidence of debates on constitutional issues to parliament. Commissions, boards and committees are fully constituted. Action on reports is not always timely due to inadequate funds. There was no evidence of accountability and transparency.
	Political Accountability	6	8	
	Administrative Accountability	7	8	
	Involvement of CSO	2	2	
	Principles of accountability	0	3	
		<b>Sub total</b>	<b>19</b>	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	DDP, CBP, REP, W/ Plan and budget 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.
	District Budget	4	4	
	Local Revenue	7	11	
		<b>Sub total</b>	<b>16</b>	
MONITORING SERVICE DELIVERY ON NPPAS	Education	4	5	Substantial level of monitoring was done for all the sectors. However, sometimes not as per the work plans due lack of adequate funds. There was a slight improvement in this parameter in comparison with FY 2012/13 from 21 to 23 out of 30.
	Health	5	5	
	Water and sanitation	3	4	
	Roads	4	4	
	Agriculture	2	4	
	FAL	2	4	
	ENR	3	4	
		<b>Sub total</b>	<b>23</b>	

**Table 2: Chairperson's Score-card FY2013/14**

Al Hajji Abdul Naduli				
Trends in performance	2011/12	63	100	
	2012/13	69	100	
	2013/14	78	100	
	% change	12		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	Chaired at least 6 times and delegated at least once to his deputy. Took a decision on issue of the CFO. State of affairs Report presented with some actions taken – Luwero - Rwenzori funds not utilized in FY12/13 were utilized in FY13/14. Boards, committees and commissions fully constituted.
	Monitoring admin	5	5	
	State of affairs	2	2	
	Oversight civil servants	4	4	
	Commissions/Boards	2	2	
	Central gov't	4	4	
	<b>Sub Total</b>	<b>20</b>	<b>20</b>	
LEGISLATIVE ROLE	Council	2	2	Attended council meetings. Motions presented mainly on service delivery and accountability. No bills were passed.
	Motions Executive	6	6	
	Bills by Executive	0	7	
	<b>Sub Total</b>	<b>8</b>	<b>15</b>	
CONTACT WITH ELECTORATE	Meetings Electorate	4	5	No clear programme of meeting however held some on security issues and land conflicts. Appeared in media where instant feedback is provided to the electorate.
	Issues by electorate	5	5	
	<b>Sub Total</b>	<b>9</b>	<b>10</b>	
PROJECTS	Projects Initiated	3	3	Initiated projects and has provided written advice and material contributions-donated some iron sheets to a school that had its roof blown off. However, no evidence of MoU signed during FY13/14.
	Communal Projects	2	2	
	NGOs	0	3	
	<b>Sub Total</b>	<b>5</b>	<b>10</b>	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	5	7	Monitored some service delivery points though did not cover a substantive number.
	Health	7	7	
	Schools	7	7	
	Roads	7	7	
	Water Sources	5	7	
	FAL	0	5	
	Environment	5	5	
	<b>Sub Total</b>	<b>36</b>	<b>45</b>	

**Table 3: Speaker's Score-card FY 2013/14**

Trends in performance	Name	Proscovia Namansa		
	District	Luwero		
	Political Party	NRM		
	Constituency	Wobulenzi		
	Gender	F		
	Terms	3		
Trends in Performance	2011/12	64	100	
	2012/13	73	100	
	2013/14	71	100	
	% change	-3		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	Chaired less than 4 and delegated more than once to her deputy. Records of motions passed were available. She had no evidence of providing special skills to council
	Rules of procedure	9	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	0	5	
<b>Sub Total</b>	<b>20</b>	<b>25</b>		
Contact with Electorate	Meetings Electorate	11	11	Has an office (post office) where she meets her electorate. She also meets them through activities
	coordinating center	9	9	
	<b>Sub Total</b>	<b>20</b>	<b>20</b>	
LLG	Participation in LLG	10	10	She attended LLG meetings where she shared on issues especially arising from the district.
Monitoring NPPAs	Health	1	7	Monitored mainly in the health, water, roads and Environment sectors but paid less attention to education, agriculture and FAL sectors..
	Education	1	7	
	Agriculture	1	7	
	Water	6	7	
	Roads	7	7	
	FAL	0	5	
	Environment	5	5	
<b>Sub total</b>	<b>21</b>	<b>45</b>		

**Table 4: Summary performance of Luwero District Councilors FY 2013/14**

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA									
						2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office		Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
	Abdul Kasule	NRM	Bombo TC	M	2	64	88	82	-7	8	8	0	0	16	9	9	18	10	7	7	7	3	7	5	2	38	
	Dithan Kikabi Mayanja	Ind	Kikyusa	M	1	50	76	76	0	8	8	0	0	16	6	9	15	10	7	7	7	6	7	5	2	35	
	Victoria Nabukenya	Ind	Youth	F	1	48	72	75	4	8	8	0	0	16	9	9	18	10	6	4	7	6	7	0	1	31	
	Abdul Kalemera	NRM	Nyimba	M	1	51	74	72	-3	8	8	5	0	21	9	9	18	10	1	5	5	5	5	1	1	23	
	Shaban Mulani Tebasingwa	NRM	Butuntumula	M	2	65	64	71	11	8	8	5	0	21	9	9	18	4	5	5	5	5	7	0	1	28	
	Jacob Kitaka	Ind	Katikamu	M	1	30	56	69	23	8	8	5	0	21	9	9	18	4	7	4	5	4	5	0	1	26	
	Patrick Ssonko Kisekwa	NRM	Makulubita	M	1	65	74	65	-12	8	8	5	0	21	9	9	18	6	4	7	1	0	5	3	0	20	
	Scolar Nabukalu	Ind	Bamunanika	F	1	52	68	65	-4	1	8	0	0	9	9	9	18	10	5	5	7	4	5	0	2	28	
	Rose Mayega	NRM	Kalagala	F	1	56	45	63	40	8	8	0	0	16	9	9	18	6	5	5	7	1	5	0	0	23	
	Deborah Nalubega	NRM	Katikamu	F	2	54	72	62	-14	8	8	5	0	21	9	9	18	4	1	4	7	5	1	0	1	19	
	George Bawana Nakbinge	NRM	Kamira	M	3	64	65	62	-5	8	8	0	0	16	9	9	18	10	7	0	1	5	5	0	0	18	
	Sarah Namuyanja	NRM	Butuntumula	F	1	53	72	61	-15	8	8	5	0	21	9	9	18	4	5	0	7	4	1	0	1	18	
	Christine Nakabugo	NRM	Kikyusa,Kamira	F	1	54	60	59	-2	5	8	0	0	13	9	9	18	6	1	1	1	7	7	4	1	22	
	Rosette Katende	NRM	Luwero/LuweroTC	F	1	65	69	57	-17	8	8	5	0	21	0	9	9	9	6	3	7	1	6	1	3	0	21
	Nasul M. Zena	NRM	Nyimba, Bombo	F	1	24	45	56	24	8	8	0	0	16	9	9	18	4	1	7	1	4	5	0	0	18	
	David Mulindwa	NRM	Luwero TC	M	1	34	65	54	-17	8	8	5	0	21	0	6	6	6	6	5	7	1	0	4	3	1	21
	Erasto Kibirango	DP	Bamunanika	M	1	46	50	52	4	8	8	5	1	22	0	9	9	9	4	0	4	7	0	4	0	2	17
	Mohamed Kadala	NRM	PWD	M	1	45	43	48	12	8	8	5	1	22	0	9	9	9	4	0	0	0	6	7	0	0	13
	Richard Bwabye	NRM	Luwero	M	1	64	73	47	-36	8	8	5	0	21	0	9	9	9	4	0	0	0	6	7	0	0	13
	Nakazzi Luliika	NRM	Makulubita	F	2	22	33	46	39	8	8	5	0	21	0	9	9	9	4	4	4	0	0	4	0	0	12
	Hellen Nseroko	NRM	Zirobwe	F	1	18	37	39	5	8	8	5	0	21	0	9	9	9	4	4	0	1	0	0	0	0	5
	Samuel Muliwana	NRM	Butuntumula	M	1	57	43	38	-12	8	8	5	1	22	0	9	9	9	6	0	0	1	0	0	0	1	
	John Kawesa	NRM	Zirobwe	M	1	32	57	27	-53	4	4	0	0	8	0	2	2	2	4	0	0	0	6	7	0	0	13
	Muhammed Matovu	NRM	Wobulenzi	M	1	21	26	4	-85	1	0	0	0	1	0	3	3	0	0	0	0	0	0	0	0	0	0
	<b>Average</b>				<b>1</b>	<b>47</b>	<b>59</b>	<b>56</b>	<b>-5</b>	<b>7</b>	<b>8</b>	<b>3</b>	<b>0</b>	<b>18</b>	<b>5</b>	<b>8</b>	<b>13</b>	<b>6</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>4</b>	<b>1</b>	<b>1</b>	<b>19</b>	

## **POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY**

The report recommends that, among others:

1. Government should increase budgetary allocation for Luwero District Local Government to meet service delivery priorities.
2. District should devise simpler ways of resolving any existing issues for the sake of the entire district. Resources spent on mitigating such conflicts for instance to engage lawyers can be allotted to other district priorities.
3. Intensify monitoring by both political leaders and administrative to check shoddy works especially road works.
4. Institutionalize the practice of production of monitoring reports by the elected leaders.
5. Include more capacity building initiatives for council members/elected leaders on report writing, record keeping and minutes taking.

The full report on these findings can be accessed on ACODE's online information center at:

<http://www.acode-u.org/>

### **About the Authors**

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**John Segujja** is a district researcher in Luwero district. He has participated in the district assessment for five years now.

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