



L-R: Ms. Rose Gamwera, Secretary General ULGA; Mr. Ben Kumumanya, PS. MoLG and Dr. Arthur Bainomugisha, Executive Director ACODE in a group photo with award winners at the launch of the 8th Local Government Councils Scorecard Report FY 2018/19 at Hotel Africana in Kampala on 10th March 2020

## 1.0 Introduction

This brief was developed from the scorecard report titled, “The *Local Government Councils Scorecard FY 2018/19. The Next Big Steps: Consolidating gains of Decentralisation and Repositioning the Local Government Sector.*” The brief provides key highlights of the performance of elected leaders and Council of Luwero district Local Government during FY 2018/19.

### 1.1 Brief about Luwero District

The district lies north of Kampala, between latitude 20 North of the Equator and East between 320 and 330. The total area of Luwero District is approximately 2577.49 Sq. kilometers. It is bordered by Mukono and Wakiso Districts in the south, Nakaseke in the west, Nakasongola in the north and in the east is Mukono District. The district has two counties, 10 sub counties, 3 town councils, 91 parishes and 594 villages. The district total population was estimated at 523,600 people (UBOS, 2019).

### 1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

The main building blocks in LGCSCI are the principles and core responsibilities of Local Governments as set out in Chapter 11 of the Constitution of the Republic of Uganda, the Local Governments Act (CAP 243) under Section 10 (c), (d) and (e). The scorecard comprises of five parameters based on the core responsibilities of the local government Councils, District Chairpersons, Speakers and Individual Councillors. These are classified into five categories: Financial management and oversight; Political functions and representation; Legislation and related functions; Development planning and constituency servicing and Monitoring service delivery. The parameters are broken down into quantitative and qualitative indicators. Separate scorecards are produced for the District Chairperson, Speaker of Council, individual Councillors, and Council as a whole.

The major rationale of the LGCSCI is to induce elected political leaders and representative organs to deliver on their electoral promises, improve public service delivery, ensure accountability and promote good governance through periodic assessments.

### 1.3 Methodology

The FY 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documents' review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between July and September 2019. A total of 30 elected leaders (28 District Councillors, Chairperson and Speaker) and Council were assessed.

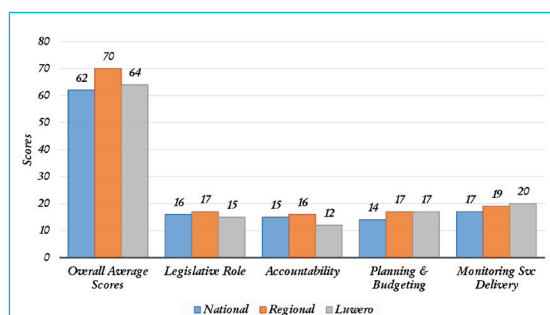
## 2.0 Results of the Assessment

This section highlights the performance of Council, Chairperson, Speaker of Council and Councillors of Luwero District Local Government during the FY 2018/19.

### 2.1 Performance of Luwero District Council

Luwero District Council scored 64 out of 100 possible points. With an average score of 62 points for all the 35 councils that were assessed, the performance of Luwero District was two points above the national perspective. At the regional level, Luweero lagged behind since the average regional scores were at 70 out of the 100 possible points. The best performed

**Figure 1: Performance of Luwero District Council on Key Parameters Relative to National and Regional Average Performances**



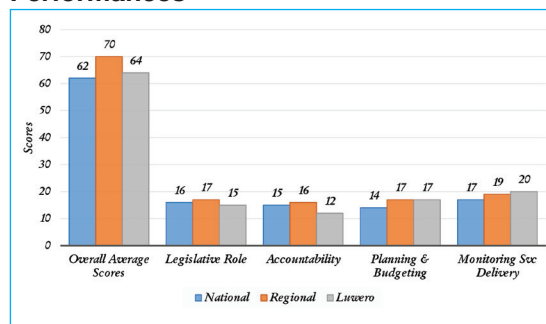
Source: Local Government Councils Scorecard Assessment FY 2018/19

parameter for the district was the parameter on planning and budgeting where the council scored 17 out of the 20 possible points. This was the average score for the region but was lower at the national level with 14 points. However, the parameter on accountability to citizens was the lowest at 12 out of 25 points, lower than both the regional and national levels at 16 and 15 points respectively. Figure 1 presents the performance of council.

### 2.2 Performance of the District Chairperson

The district chairperson is Hon. Ronald Ndawula who subscribes to the ruling NRM party and serving his second term in office in the same position; scored 80 out of 100 possible points, a one point improvement from the previous assessment. With an average score of 70 points at the regional level and 72 points at the national level, the Chairperson's performance was impressive. Hon. Ndawula's performance was rated as excellent under two (2) parameters: contact with the electorate where he scored the maximum points (10 out of 10 points) and initiation of projects where he scored 9 out of the 10 possible points. Despite the outstanding performance in the above mentioned parameters, the Chairperson registered an average performance (9 out of 15 points) under the parameter on legislation. This was after he failed to have the DEC meet the threshold in presenting motions for resolution of council as per the scorecard requirement. Table 2 presents a summary of the Chairperson's performance.

**Figure 2: Performance of the Luwero District Chairperson on Key Parameters Relative to National and Regional Average Performances**



Source: Local Government Councils Scorecard Assessment FY 2018/19

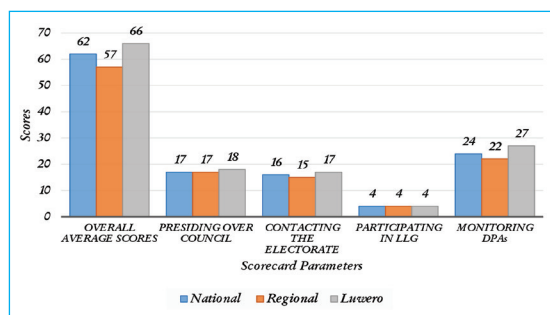
### 2.3 Performance of the District Speaker of Council

Hon. Dithan Mayanja Kikabi the speaker to the district council also represents the people of Kikyusa Subcounty and subscribes to NRM ruling party. The speaker scored 66 out of 100 points an improvement from the previous assessment. Hon. Kikabi who subscribes to the ruling NRM party, represents the people of Kikyusa Sub County. His performance was above both the regional and national levels at 57 and 62 points respectively. Hon. Kikabi's best performed parameter was contact with electorate where he scored 17 out of 20 points. The Speaker's performance was above the regional and national scores at 15 and 16 points respectively. His performance under the parameter of participation in LLGs was generally weak at 4 out of 10 points. This was attributed to the fact that he had no substantive evidence for having participated in the council of Kikyusa Sub County. Table 3 presents a summary of the Speaker's performance.

### 2.4 Performance of the District Councillors

Overall the performance of the district councillors was fair with an overall average score of 54 out 100 points, a slight improvement by two (2) points obtained in the FY 2016/17 assessment. In comparison to the regional and national average scores at 47 and 43 points respectively. Councillors' best performance was registered under the parameter of contact with electorate where

**Figure 3: Speaker of Council's Performance, Luwero District on Key Parameters Relative to National and Regional Average Performances**



Source: Local Government Councils Scorecard Assessment FY 2018/19

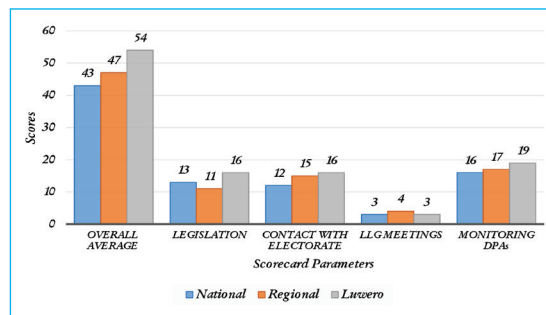
they obtained an average score of 16 out of 20 points. This performance was higher than both the regional and national average scores at 15 and 12 points respectively. Despite the impressive performance under contact with electorate, councillors did not perform well under the parameters of participation in LLGs and monitoring service delivery at 3 out of 10 points and 19 out of 45 points respectively. The poor performance under monitoring service delivery was particularly due to lack of evidence of monitoring and follow up actions to ensure positive changes. Similarly, councillors could not adduce evidence for participation at LLGs hence the poor performance. At Individual level, Hon. Hussein Kato (Bombo Town Council) emerged as the best male councillor in Luwero District Council garnering 88 out of 100 points. On the other hand, Hon. Flavia Nakitende (Kalagala Sub County) emerged as the best female councillor scoring 67 out of 100 points in council. Figure 4 presents the performance of the councillors in relation to the national and regional scores.

### 3.0 Critical Factors Affecting Performance

#### 3.1 Factors Enabling Performance

- **Contact with electorate:** To some extent, councillors have started appreciating their role of contacting the electorate as a basis for acquiring feedback that forms their

**Figure 4: Performance of Luwero District Councillors on Key Parameters Relative to National and Regional Average Performances**



Source: Local Government Councils Scorecard Assessment FY 2018/19

debates in council. In addition, councillors took advantage of other stakeholders like NGOs that convened meetings to air out concerns of service delivery.

- **Experience of councillors:** Councillors serving more than one term performed better because they had amassed more experience concerning their roles hence appreciating their roles.
- **Level of education:** The performance of councillors was better for those with higher levels of education because they were more active or engaged more when it came to the legislative role. They engaged more in debates in council and articulated issues better than those that had attained lower levels of education.
- **Membership to the district executive committee and other committees:** Membership in certain committees also played a role in the level of performance. For instance, councillors that also served as members of the DEC had greater opportunities of performing better than the ordinary councillors as they had more privileges - entitled to full time service (office, emoluments and allowances) making execution of their roles easier.

### 3.2 Factors Hindering Performance

- **Inadequate understanding of roles and responsibilities.** Majority of the new councillors were not conversant with their roles and responsibilities. For instance, during the assessment majority of new councillors confessed that they were not aware that they were supposed to produce written monitoring reports.
- **Participation in sub county councils:** A number of the councillors have not made an effort to attend the councils and so do not get the issues that are raised from the sub counties as well as taking feedback from the district council to LLGs.

- **Lack of evidence:** Many of the councillors did not have monitoring reports and did not have any record of the meetings that they have held in their constituencies.
- **Laxity and apathy by some of the councillors** especially the old councillors. This was evident when it came to appreciation of the score card initiative. One of the councillors declined to be assessed hence poor performance.
- **The big size of the constituency** especially of the councillors representing the Special Interest Groups such as women and youth. These are expected to cover an entire district yet they receive the same facilitation as the rest of the councillors.

## 4.0

## Recommendations

- The Speaker's office should closely monitor the Clerk to Council to ensure timely production of minutes.
- All political leaders should endeavor to keep records of their activities through the use of diaries and personal files.
- Councillors should endeavor to build their capacity through participating in capacity building activities both within and outside the district.
- The Council should organise exchange learning visits for councillors to learn from districts whose councils performed better.
- The district council should appropriate some funds out of their local revenues to facilitate monitoring activities of councillors.
- The Council should introduce a mandatory requirement for councillors to produce individual monitoring reports to committees and council.
- The District Executive Committee should involve district councillors when carrying out monitoring visits and supervision.

Table 1: Performance of Luwero District Council FY 2018/19

Performance	Legislation										Accountability					Planning and Budgeting				Monitoring Service Delivery											
	2016/17	2018/19	Rules of Procedure	Membership to ULGA	Committees of Council	Motions passed by the Council	Ordinances	Conflict Resolution	Initiatives	Public Hearings	Legislative Resources	Petitions	Capacity Building	Sub Total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of Accountability	Sub Total	Plans, Vision and Mission	District Budget	Local Revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	ENR
Max Score	100	100	2	2	3	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	5	4	11	20	5	5	4	4	4	4	30
Luwero	64	64	2	1	3	2	0	1	0	2	1	3	15	3	4	3	2	0	12	4	4	9	17	3	3	4	4	4	0	2	20
Average	51	62	2	1	2	2	2	1	1	3	1	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	2	17

Table 2: Performance of the Luwero District Chairperson FY 2018/19

Identifiers	Performance		Political Leadership						Legislative Role			Contact with Electorate		Initiation of Projects				Monitoring Service Delivery															
	2016/17	2018/19	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central govt	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Issues by electorate	Meetings Electorate	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total						
Name																																	
Gender	M																																
District	Luwero																																
Political Party	NRM																																
Terms	2																																
2016/17	79	80	100	100	3	5	2	4	2	4	2	3	16	2	2	5	9	5	10	10	3	2	5	10	7	7	7	7	7	5	5	45	
2018/19	62	72	2	4	2	3	3	16	2	2	5	9	5	5	5	9	5	10	10	3	1	5	9	7	7	7	7	7	0	5	36		
Average Score																																	

Table 3: Speaker of Council's Performance, Luwero District FY 2018/19

Identifiers		Performance		Presiding over Council						Contact Electorate		LLG	Monitoring Service Delivery									
				Chairing Council	Rules of Procedure	Business Committee	Records Book	Record of Motions	Special Skills	Sub Total	Meetings		Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture+	Water	Roads	FAL	ENR
<b>Maximum Scores</b>		100	100	3	9	3	2	2	3	5	25	11	9	20	10	7	7	7	7	5	5	45
Dithan Kikabi Mayanja	NRM	55	66	3	6	2	2	3	2	18	11	6	17	4	3	7	7	7	3	0	0	27
<b>Average</b>		57	62	18	3	2	2	2	0	17	8	8	16	4	5	4	3	4	1	1	3	24

Table 4: Performance of Luwero District Councillors FY 2018/19

Name	Political	Constituency	Gender	Performance		Legislation				Contact Electorate			LLG	Monitoring Service Delivery								
				2016/17	2018/2019	% Change	Penary	Committee	Motion	Special Skills	Sub Total	Meeting		Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads
<b>Maximum Scores</b>				100	100	8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	5	45
Hussein Kato	NRM	Bombo TC	M	92	88	-4	8	8	5	4	25	11	9	20	2	7	7	5	5	5	5	41
Patrick Kisekwa Ssonko	NRM	Maklubita	M	70	76	9	8	8	5	0	21	11	9	20	4	5	7	5	5	0	4	31
Boniface Ssentongo	IND	Bamunanika	M	57	75	32	8	8	0	2	18	11	9	20	10	5	7	5	5	0	0	27
Herbert Kiggo	NRM	Kalagala	M	56	75	34	8	8	0	0	16	11	9	20	8	3	7	5	7	5	0	31
Ibrahim Muwonge Matovu	NRM	Butuntumula	M	43	69	60	8	8	5	0	21	11	9	20	4	5	5	0	5	0	4	24
Patrick Mwesigye	NRM	Kamira	M	39	69	77	8	8	5	0	21	11	9	20	8	7	5	1	5	1	0	20
Flavia Nakitende	IND	Kalagala	F	59	67	14	8	8	5	0	21	11	9	20	6	7	1	1	5	5	0	20
Abdul Kalemeera	NRM	Nyimbwa	M	84	66	-21	8	8	5	1	22	11	6	17	6	5	5	5	1	1	0	21
Joseph Sserugo	NRM	Older Persons	M	30	65	117	8	8	5	0	21	11	9	20	0	3	3	3	5	5	0	24

Name		Political		Constituency		Gender		Terms Served		Identifiers			Performance			Legislation				Contact Electorate			LLG	Monitoring Service Delivery							
										2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting	Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
<b>Maximum Scores</b>										100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	7	5	5	45
Isha Kayaga Shamim		NRM		Butuntumula		F	3	51	64	25	8	8	5	0	21	7	9	16	6	5	4	5	5	1	0	1	21				
Harriet Namugambe		NRM		Zirowe		F	1	47	64	36	8	8	0	0	16	11	6	17	4	7	1	5	5	0	4	27					
Abbey Ssozi Bakisula		NRM		Wobulenzi TC		M	1	62	61	-2	1	8	0	0	9	11	9	20	4	7	7	5	1	0	1	28					
Geoffrey Musoke		NRM		Zirowe		M	1	48	57	19	8	8	0	0	16	10	2	12	0	5	5	5	5	0	4	29					
Scolar Nabukalu		NRM		Bamunanika		F	2	68	53	-22	8	8	0	0	16	10	9	19	2	5	4	0	5	1	0	16					
Rosette Katende		NRM		Luwero SC&TC		F	3	60	52	-13	8	8	5	0	21	11	6	17	0	5	7	0	1	1	0	14					
Doreen Annie Nabukenya		NRM		Wobulenzi/Katikamu		F	1	42	50	19	8	8	0	1	17	10	2	12	0	5	5	0	5	0	1	21					
Herbert Sekabira		NRM		PWD		M	1	44	49	11	1	0	2	0	3	10	5	15	10	5	5	5	0	0	1	21					
Victor Noerine Nabukenya		IND		Youth		F	2	53	47	-11	8	8	0	0	16	11	6	17	0	4	0	5	5	0	0	14					
Joy Namulindwa		NRM		Luwero S/C		F	2	39	46	18	8	0	0	0	8	11	9	20	0	0	4	0	5	5	0	4	18				
Vincent Kalumba Ssebayinga		IND		Luwero T/C		M	1	52	46	-12	1	8	5	0	14	8	9	17	0	1	7	1	1	0	0	15					
Alli Zena Merrycillar		NRM		Nyimbwa/Bombo		F	2	62	39	-37	3	8	0	0	11	4	2	6	2	5	3	5	1	5	0	1	20				
Deborah Nalubega		NRM		PWD		F	3	52	39	-25	1	0	2	0	3	10	6	16	0	5	5	0	5	1	0	4	20				
Ishahak Mugema		IND		Youth		M	1	47	39	-17	3	8	0	0	11	10	9	19	0	5	1	1	0	1	0	9					
Umar Kasule		NRM		Katikamu		M	1	45	37	-18	8	8	5	0	21	0	9	9	0	4	1	0	1	1	0	7					
Christine Nakabugo		IND		Kikyusa/Kamira		F	2	37	35	-5	8	8	0	0	16	10	2	12	0	1	1	1	1	1	1	7					
Samuel Mulwana		NRM		Workers		M	2		29		3	8	5	0	16	4	9	13	0	0	0	0	0	0	0	0					
Christine Nakamanya		NRM		Workers		F	1		26		1	8	0	0	9	0	6	6	0	5	0	0	5	1	0	11					
Hadijah Nakazzi Luliika*		NRM		Makulubita		F	3	15	23	53	1	8	5	0	14	0	9	9	0	0	0	0	0	0	0	0					
<b>Average</b>								<b>52</b>	<b>54</b>	<b>13</b>	<b>6</b>	<b>7</b>	<b>2</b>	<b>0</b>	<b>16</b>	<b>9</b>	<b>7</b>	<b>16</b>	<b>3</b>	<b>4</b>	<b>4</b>	<b>2</b>	<b>4</b>	<b>3</b>	<b>0</b>	<b>2</b>	<b>19</b>				

\*Councillors Assessed Using Secondary Data

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**About ACODE:** The Advocates Coalition for Development and Environment (ACODE) is an independent public policy research and advocacy Think Tank based in Uganda, working in the East and Southern Africa sub-regions on a wide range of public policy issues. Our core business is policy research and analysis, outreach and capacity building. Since it's founding 19 years ago, ACODE has emerged as one of the leading regional public policy think tanks in Sub-Saharan Africa. For the last 8 consecutive years, ACODE has been recognized among the Top-100 Think Tanks worldwide by the University of Pennsylvania's annual Global-Go-To Think Tank Index Reports.

**About LGCSCI:** The Local Government Councils Scorecard Initiative (LGCSCI) is a policy research and capacity building initiative implemented by ACODE and ULGA. The initiative is a strategic social accountability initiative that enables citizens to demand excellence of their local governments and enables local governments to respond effectively and efficiently to those demands with the aim of improving service delivery.

## ABOUT THE AUTHORS

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