



LOCAL GOVERNMENT COUNCILS PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Luwero District Council Score-Card Report 2009/10



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ABBREVIATIONS

ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
CBO	Community Based Organization
CSO	Civil Society Organization
DCC	District Contact Committee
DDP	District Development Plan
DP	Democratic Party
DSC	District Service Commission
ENR	Environment and Natural Resources
FAL	Functional Adult Literacy
FDC	Forum for Democratic Change
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
LC	Local Council
LG	Local Government
LGA	Local Government Act
LGCSC	Local Government Councils' Score-card
LGCSCI	Local Government Councils' Score-card Initiative
LGDP	Local Government Development Programme
LLG	Lower Local Government
MoLG	Ministry of Local Government
MOU	Memorandum of Understanding
NAADS	National Agriculture Advisory Services
NGO	Non Governmental Organization
NPPA	National Priority Programme Area
NRM	National Resistance Movement
NWSC	National Water and Sewerage Corporation
PHC	Primary Health Care
PLE	Primary Leaving Examinations
PWD	People with Disabilities
TPC	Technical Planning Committee
UBOS	Uganda Bureau of Statistics
ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education

ACKNOWLEDGEMENTS

The Local Government Councils' Score-card Initiative (LGCSCI) was launched in 2009 with a goal of improving the quality of public service delivery by building the demand side of governance and accountability. The initiative achieves this goal by undertaking and publishing a local government councils' score-card and a robust outreach programme targeting citizens and building capacity of local government political leaders. This assessment was conducted in 20 local government councils, including Luwero, for the FY 2009/10. ACODE is indebted to the Deepening Democracy Programme (DDP) and its contributing development partners for the continued financial support that makes these assessments possible.

In a special way, ACODE is indebted to Luwero District Local Government technical staff and councilors for their support and cooperation during the assessment. In addition, we remain grateful to the various community members who offered their time to participate in the sub-county level FGDs. The various officials who provided information and clarification on a wide range of issues are also acknowledged. The team acknowledges Mr. Mukotani Ruyendo's contribution in editing the final report.

Finally, it is imperative to note that this is the second assessment of Luwero District Council and, therefore, the methodology and score-card used are not new. Indeed, the score-card underwent extensive review to address gaps that were identified during the first assessment of the FY 2008/9, and remains a living document to be reviewed on an annual basis. In the process of conducting the assessment, we have encountered a number of challenges, particularly related to record keeping and information retrieval. However, we have taken due diligence to ensure that the facts presented in this report are reasonably accurate and are a fairly objective representation of the performance of Luwero District Council and its constituent organs. We are confident that the findings and recommendations will go a long way to improve the workings of Council, and hence lead to improved service delivery and better governance.

EXECUTIVE SUMMARY

This is the second assessment report for Luwero District Local Government. The assessment employs a Local Government Councils' Score-card (LGCSC), an independent assessment tool with a specific methodology and indicators to assess the performance of local government councils in Uganda. The score-card empirically assesses the extent to which local government council organs and councilors are performing their responsibilities as stipulated in the Local Government Act. It also examines whether there is a direct correlation between the score-card performance of Luwero District Local Government Council and the quality of service delivery in the district.

This district report provides evidence-based policy options needed to improve the role of Luwero District Local Government Council in the delivery of public services and the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils' Score-card seeks to complement existing local government performance assessments and in particular the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments. At an individual level, the annual score-card assessment provides a civic education platform for district councilors and political leaders to improve their performance especially in areas where their performance has been found wanting. In the long run, the resulting impact will be the constituents' ability to demand for accountability on service delivery issues that concern them whenever they are in contact with their elected leaders.

For the FY 2009/10, the assessment focused on the District Chairperson, the District Speaker, the 27 Councilors and the District Council as an independent corporate body. The themes of assessment were premised on political leaders' roles and responsibilities as outlined in the Local Government Act 1997. Although the scope of the study is FY 2009/10, effort was made to cross-check the findings against evidence from the previous financial years for comparative purposes.

As a district, Luwero is steadily reducing geographically after the carving out of Nakaseke in 2005 and the impending elevation of Bamunanika Sub-county to district status. When the two years are compared, statistics from the second assessment reveal a general decline in the overall performance of the district councilors. A critical analysis of selected socio-economic indicators does not reveal any significant change in the state of affairs. Although the district councilors have registered tremendous improvement in the quality of their debates, it is important to note that the debates have not been linked to the district budget architecture. For Luwero District, the budget remains a primary policy tool through which it can intervene to address development priorities and improve the quality of public service delivery. During the year under review, dependence on the central government funding increased from 94 per cent (FY 2008/09) to 97.3 per cent, denoting dismal levels of local revenue. This further indicates that the capacity of the district to plan for local priorities is greatly undermined since most of the central government transfers are conditional in nature with little or no room for change in favour of local priorities.

In terms of score-card performance, the District Council garnered 69 points out of 100 total points. The Chairman, Mr. Ronald Ndawula, scored 80 out of 100 total points, with his best performance registered under his political leadership role. The District Speaker on the other hand scored 52 out of 100 total points, with the best performance registered in his role of presiding and preservation of order in the District Council. The performance of individual councilors varied significantly, with the highest scoring 83 while the lowest scored a paltry 26 out of 100 total points. In terms of gender, male councilors performed better than their female counterparts with an average score of 59 and 45 respectively. Overall, there was general

improvement in councilors' contact with the electorate, while documentation of the results of monitoring the NPPAs still remained a challenge.

Arising from the analysis of the state of service delivery in the district and score-card performance, key recommendations are made in this paper to be adopted at two levels. At the **national**, there is need to:

- Advocate for changed budget architecture. The national budget should be shared equally (50/50) between the central government and all other local governments, and financial distribution should reflect the equal importance of all districts.
- Give priority to remuneration of councilors to enable them focus on fulfilling their roles and functions as stipulated in the Local Government Act.
- Train councilors on an annual basis about their roles and responsibilities, report writing and how to effectively monitor government programmes. Emphasis should be put on new councilors as they begin their term of office.

At the **district** level, there is need to:

- Strengthen monitoring of government programmes, with specific focus on the involvement of the political leaders.
- Introduce, through the district council, a mandatory requirement for councilors to produce individual monitoring reports from their constituencies.
- Improve civic awareness with regard to the understanding of the role of political leaders. This will go a long way in enhancing the demand for accountability.
- Have councilors take personal initiative to improve their record keeping. They should ensure that they pass well packaged reports to the relevant district offices who will initiate implementation of the changes the councilors have suggested.

1. INTRODUCTION

This is a district performance assessment report for Luwero District for the Financial Year 2009/10. Luwero District Local Council Government is one of the 20 local governments that were assessed using the Local Government Councils' Score-card, a tool developed by the Advocates Coalition for Development and Environment (ACODE) that seeks to deepen decentralization to deliver effective governance and quality goods and services to the citizens. The local government system as provided in the 1995 Uganda Constitution, and operationalized by the Local Government Act 1997, was premised on the realization that decentralization was to ensure effective governance through devolution of functions and powers to the people at appropriate levels. For quite some time, decentralization seemed to deliver on its stated objectives. However, in recent times, service delivery started to decline especially in the sectors of education, health and works. Through the Local Government Councils' Score-card Initiative (LGCSCI), ACODE seeks to contribute to improved performance of selected local governments by assessing their performance using an open and transparent mechanism. Beyond the assessment, the LGCSCI seeks to empower the communities through delivering an issue-based civic education that enables them to demand accountability from the elected leaders.

The Local Government Councils Score-card is a set of indicators that assess the performance of Local Government political leaders and Local Council organs in selected districts of Uganda. The indicators are developed based on the core mandate, responsibilities and functions as set out in the Constitution and the Local Government Act. Local Government councils, chairpersons, speakers and councilors are assessed to determine how best they perform their political responsibilities and functions as set out in the Act. Based on the assessment, the major limitations to effective performance are identified and policy response options to improve performance presented. The overall objective of the assessment is to provide evidence-based policy options needed to improve the role of local government councils in the delivery of public services and the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils' Score-card seeks to complement existing local government performance assessments and, in particular, the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments.¹

The first Local Government Councils' Score-card covering the Financial Year 2008/09 was conducted in 10 local governments.² The second score-card assessment covering the Financial Year 2009/10 covers 20 local government councils including Luwero District Local Government Council.³ This is, therefore, the second score-card report for Luwero District Local Government.

The report is organized in nine sections. Section 2 after this introduction details the methodology of the study, while section 3 gives a summary of the district background. In section 4, the state of service delivery in Luwero District is critically analyzed, while section 5 focuses on Luwero's budget and revenue architecture. Section 6 presents the score-card findings and interpretation. The focus of section 7, on the other hand, is a correlation between the district performance and the quality of public services. Section 8 presents a summary of impact from the first assessment. Finally, section 9 provides the conclusion and succinct recommendations from the study.

¹The inspectorate division of the Ministry of Local Government undertakes an annual assessment of all local governments that focuses on measuring the extent to which they conform to the performance measurements and meet the minimum standards set by the ministry.

²The 2008/9 assessment focused on the districts of Amuria, Amuru, Hoima, Kampala, Kamuli, Luwero, Mbale, Moroto, Nebbi and Ntungamo

³In addition to Luwero, the following districts were covered during the second assessment: Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kampala, Kamuli, Mukono, Mbale, Mpigi, Moroto, Moyo, Nakapiripirit, Nebbi, Ntungamo, Rukungiri and Soroti.

2. METHODOLOGY

The Local Government Councils' Score-card uses a standard methodology and a set of qualitative and quantitative indicators to assess the performance of Local Government Council leaders. The score-card was initially developed in 2009. Following the publication of the first score-card⁴ and the feedback from the outreach process, the indicators were revised to address a number of deficiencies that became apparent. The revised score-card departs from the original one in three fundamental ways. First, the revised indicators are more aligned to service delivery objectives where councilors are assessed by their substantive contributions to monitoring and promoting the delivery of public services across the five national priority programme areas (NPPAs). Second, local government councils are assessed on the extent to which they address national public policy issues such as corruption, governance and respect for human rights. Finally, a set of indicators that measure the extent to which councilors provide feedback to their constituencies are included in the score-card.

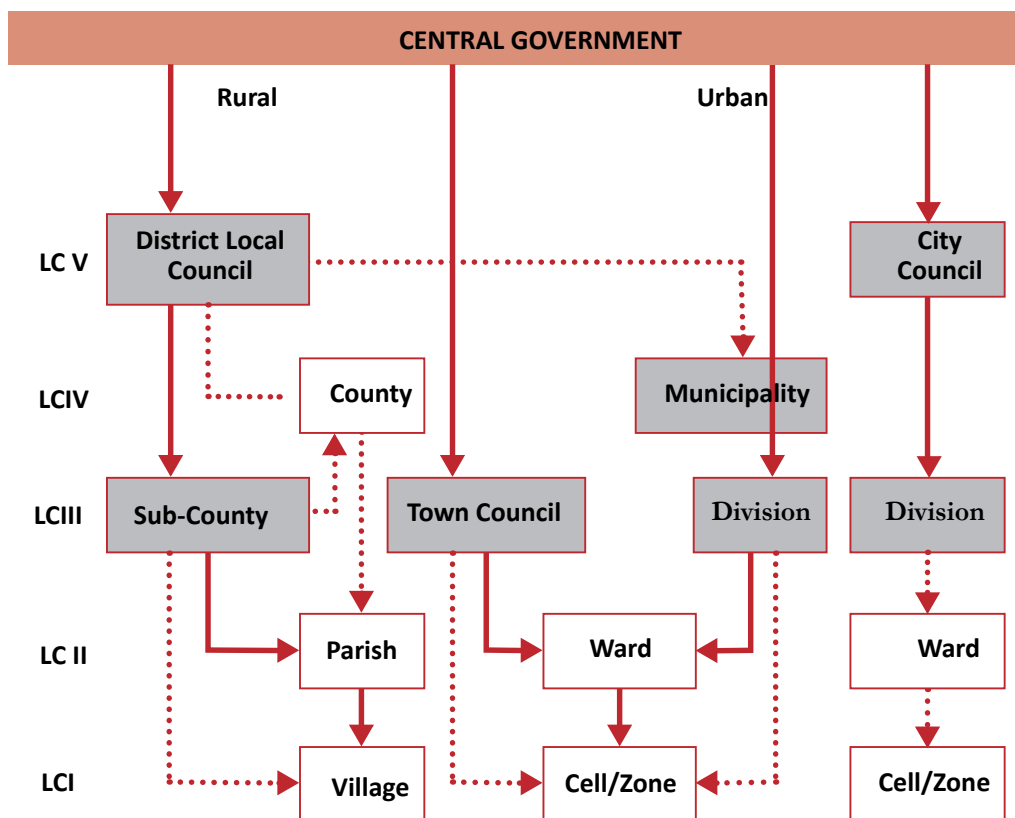
2.1 Building Block for the Score-card Indicators: Who is assessed?

The Local Government structure is the primary building block for the score-card indicators. As shown in Figure 1, the Local Government structure comprises two distinct components. First, the organs that are shown in shaded blocks are constituted under the Local Government Act 1997 as bodies corporate with power to sue and be sued.⁵ Most importantly, they can receive public funds and are primarily responsible for the delivery of public services in their local jurisdictions. Theoretically, at each level, a council is established as the local government of the area with full political, executive, legislative and administrative powers. While the score-card can be applied at each of these levels with necessary modification, the current assessment only focuses on the organs of the District Local Government Council: the Council; individual Councilors; the Chairperson; and, the Speaker. Secondly, the Local Government Council organs in the unshaded blocks are largely administrative units. Since they have no official budgets of their own, their deployment in ensuring the delivery of public services and deepening governance is a responsibility of the legally-mandated council organs or the central government.

⁴The 2008/09 Score-card was undertaken in 10 districts of Moroto, Amuria, Mbale, Kamuli, Kampala, Luwero, Ntungamo, Hoima, Nebbi and Amuru.

⁵See Section 6 of the Local Government Act 1997 Cap.243 as amended

Figure 1: Structure of District Local Governments in Uganda

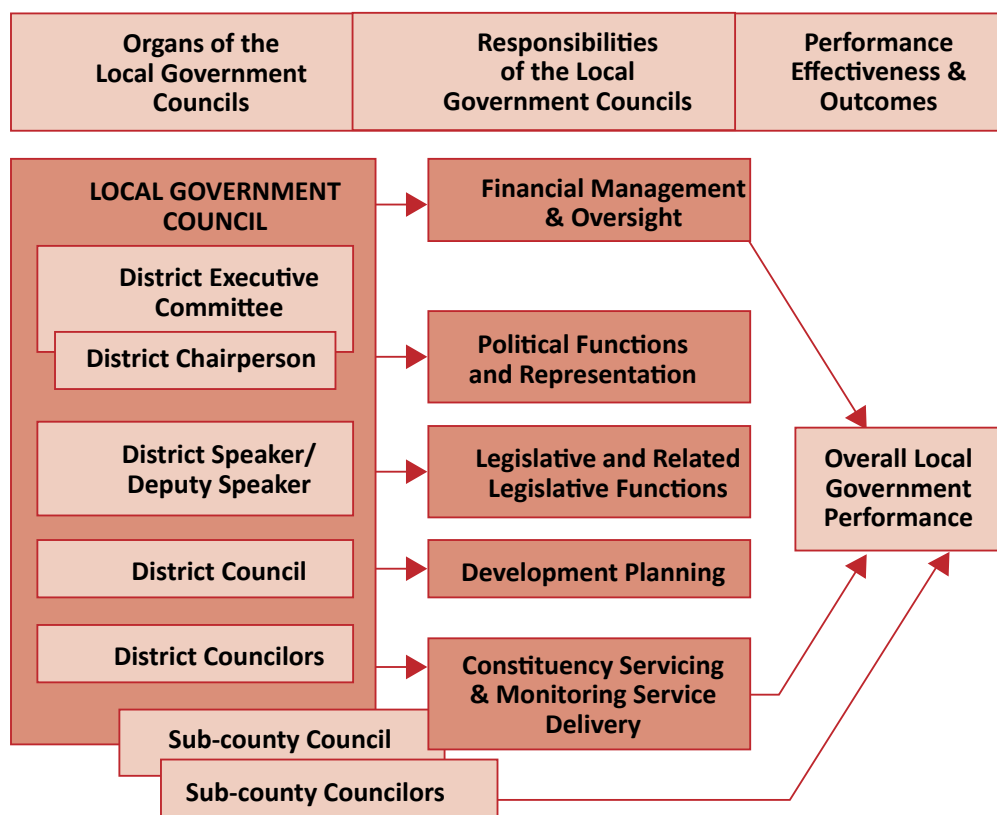


Source: Tumushabe, G., et.al (2010). Monitoring and Assessing the Performance of Local Government Councils in Uganda: Background, Methodology and Score-Card. ACODE Policy Research Series No. 31, 2010. Kampala.

2.2 The Building Blocks for the Indicators: What is assessed?

As shown in Figure 2, the responsibilities and functions of the local government councils are grouped into five broad categories generally referred to as performance parameters in the score-card, namely: financial management and oversight; political functions and representation; legislation and related legislative functions; development planning; and constituency servicing and monitoring of service delivery on five national priority programmes.

Figure 2: Key Aspects of the Local Government Councils’ Performance



The Local Government Councils’ Score-card is premised on a theory of change which says that by accessing data and information on the performance of local political leaders, citizens will demand for accountability and effective service delivery and hence trigger a vertical spiral of demand up to the national level.⁶ An empowered citizenry will trigger the necessary reforms that are essential to create an environment in which the delivery of public services is responsive to the needs of the majority of citizens. In the theory of change, demand-induced performance by the local government council leaders and increased demand for accountability on national leaders will have a positive impact on the overall performance of the local government. Consequently, beyond the scores of each organ of Council, the assessment seeks to establish the causal-effect relationship between the performance record of Local Council political leaders on the one hand, and the quality of service delivery and accountability on the other.

2.3 Score-card Assessment Methodology

The methodology for undertaking the score-card is designed to achieve a number of objectives. The methods used include: literature review; inception meetings; interviews; and Focus Group Discussions (FGDs). First and foremost, the primary objective is to collect qualitative and quantitative data on the status and trends on key service delivery indicators in the selected local governments. Secondly, the process of undertaking the assessment helps the councils learn more about their roles and how best they can perform those roles and effectively

⁶ For more detailed information on the Theory of Change, refer to Godber et al., Monitoring and Assessing the Performance of Local Government Councils in Uganda, ACODE Policy Research Series No. 31, 2010.

represent the interests of their electorate. Thirdly, while focus group discussions are designed to collect information on the perceptions of voters and validate the data and information from councilors, the meetings also act as civic empowerment platforms.

The inception meeting for Luwero District Local Government was organized in May 2011. The meeting was attended by 78 participants representing the following categories: outgoing councilors, incoming councilors and technical staff. The meeting provided the first opportunity for councilors and other stakeholders to learn about the assessment and how it is conducted. Literature review is generally intended to provide background information on the district, the status and trends in selected service delivery indicators and the planning and development targets of the district. The review of the literature focused on national-level reports on the performance of Luwero District Local Government, the district planning documents and reports, as well as records of the Minutes of Council and other unpublished materials.

Based on the data and information derived from the literature review, the fieldwork took the form of interviews and focus group discussions. Individual interviews were organized with the district Councilors, the Chairperson and the Speaker. The interviews provided the opportunity to discuss with the respondents the scores that they might obtain based on the information and documentation available about their performance. For the 2009/10 Financial Year, Luwero District Local Government Council had a total of 27 councilors including the Chairperson. All the councilors participated in the assessment. Focus group discussions were organized in each of the 13 sub-counties. As already alluded to above, besides providing an opportunity for validating the reports from councilors, FGDs also provided an opportunity for civic education for the participating members. In Luwero District Local Government, the FGDs were attended by 189 participants of whom 76 were women and the rest were men. A standard guideline (Annex 2) was used to conduct the FGDs.

Finally, observation and photography were employed as research methods to triangulate information provided by the councilors during the score-card administration. Through direct observation, the researchers were able to verify reports from councilors, especially with regard to community projects and other information on service delivery. In addition, the research team also attended three Council sessions to observe the proceedings and debates.

3. DISTRICT BACKGROUND

3.1 Geopolitics and Demographic Characteristics

Formed in 1974, the district was named after its main municipal centre, Luwero. The district has not been an exception to the ongoing trend of administrative engineering that has seen many of Uganda's districts parceled up in smaller administrative units over the last decade. In 2005, Nakaseke County was split from Luwero District to form Nakaseke District.⁷ Similarly, during the year under review, the district council passed a resolution to cede more territory in a bid to create a new district in Bamunanika Constituency.⁸ Currently, the constituency under question comprises the sub-counties of Ziropwe, Kalagala, Bamunanika, Kikyusa and Kamira. This resolution was debated and resolved in council and now awaits government's approval.

In its current form, the district is bordered by Kayunga District to the North-East, Mukono District to the South-East, Wakiso District to the South, Nakaseke District to the West, and Nakasongola District to the North.⁹ In the 1980s, Luwero District was a base for a liberation bush war that left many civilians dead. The area affected by the war is commonly known as the Luwero Triangle¹⁰ Luwero is a predominantly rural district, which makes agriculture the mainstay of its economy. Overall, an estimated 85% of the district population is engaged in agriculture involving both crop and animal husbandry. Livestock is more common in the northern areas of the district, while subsistence agriculture is undertaken in the southern parts.

Table 1: Population Projections

	2005	2006	2007	2008	2009	2010
Male	179,600	184,100	189,000	194,200	199,000	205,600
Female	188,400	192,800	197,400	202,200	206,900	212,400
Total	368,000	376,900	386,400	396,400	405,900	418,000

Source: UBOS 2011

With an annual population growth rate of 3.2%, the district's population projection stood at 405,900 persons during the year under review. Table 1 shows the population projections for the district over the last five years, while Table 2 indicates more demographic characteristics of Luwero District.

⁷ On 1 July 2005, 14 new districts including Nakaseke were created by Parliament. Nakaseke District was carved out of Luwero.

⁸ Refer to minutes of the Executive Eommittee meeting sitting on 23 November 2009. Min. No. DEC/26/09-10. See also Minutes of the District Council sitting on 25 November 2009 Min. No. 24/LDC/2009.

⁹ Luwero District (2009/10 – 2011/12) Three Year Rolling Development Plan, p. 10.

¹⁰ Government, in January 2010, launched a recovery and development plan which is aimed at dealing with the problems caused by the war in Luwero.

Table 2: Demographic Indicators and Functional Age Groups

Selected Population Variable	Number	Percentage
Less than 5 years	63,695	18.7
Primary school age (6-12 years)	82,474	2.4
Population age less than 15 years	178,880	52.4
Secondary school age (13-19 years)	55,044	16.1
Adolescents (10-24 years)	116,090	34
University Age (20-24 years)	26,448	78
Children (below 18 years)	201,297	59
Adults (18 years +)	139,945	41
Youths (18-30 years)	67,618	19.8
Working Age group (15-64 years)	149,414	43.8
Elderly (60+)	18,634	5
Girls below 16	96,299	28.2
Women of child-bearing age(15-49 years)	69,001	20.2
Women (50+ years)	15,791`	4.6
Dependency Ratio		1:28
Total Population (2002)	336,600	
Population (2010 projection)	433,100	
Annual growth rate	3.2%	

Source: Luwero District DDP 2009/10-2011/12)

3.2 Political and Administrative Units

During the year under review, the district had 10 sub-counties including: Bamunanika, Butuntumula, Kalagala, Kamira, Kikyusa, Katikamu, Luwero, Makulubita, Nyimbwa, Ziobwe, and three town councils, namely, Bombo, Luwero and Wobulenzi. Its administrative headquarters is situated in Luwero Town Council. Luwero District is headed by an elected council comprising the LCV Chairperson, who is supported by an Executive Committee of five members drawn from the elected councilors from the 13 sub- counties/town councils. The council conducts business through five policy or sectoral committees that deliberate policy matters and make recommendations to the full Council. The committees include: Works, Land and Technical Services; Health, Education and Sports; Community Services; Production, Marketing and Natural Resources; and Finance, Planning, Management and Investments. Table 3 shows the five sectoral committees and their secretaries during the year under review.

Table 3: Secretaries of Council Sectoral Committees

Sectoral Committee	Secretary
Works, Land and Technical Services	Rogers Mulindwa
Health, Education and Sports	Erasmus Musisi
Community Services	Aisha Kayaga
Production, Marketing and Natural Resources	Ronald Ndawula
Finance, Planning, Management and Investments	Stephen Sempa

Source: Luwero District Local Government (2011).

4. SELECTED SOCIO-ECONOMIC INDICATORS

4.1 Primary Education

Primary Education is one of the decentralized services under the docket of Luwero District. In assessing the state of education services, indicators that point to access, quality and performance are analysed.

4.1.1 Access and quality enhancement indicators

An analysis of the district's access and quality enhancement indicators paints a mixed picture. On one hand, access indicators that include net intake¹¹ and net enrolment¹², indicate quantitative and incremental progress over the years. The net intake increased from 86.8% in 2007 to 118.3 in 2009 while net enrolment increased from 122.1 to 148.3 over the same period. Quality enhancement indicators (pupil-teacher ratio¹³ and pupil-classroom ratio¹⁴), on the other hand, indicate a state of stagnation. For example, the pupil-teacher ratio that had improved to 58 from 49 in 2007 and 2005 respectively had declined to 50 during the year under review. Similarly, the pupil classroom-ratio has oscillated between 64 and 65 over the last five years. Table 4 below indicates the details of these indicators for Luwero District.

Table 4: Access and quality enhancement indicators

Indicator Category	Indicator	2005	2006	2007	2008	2009
Accessibility Indicators	Net Intake			86.8	83.9	118.3
	Net Enrolment			122.1	121	148.3
Quality Enhancement	Pupil-teacher ratio	49	49	58	52	50
	Pupil-classroom ratio	64	61	67	64	65

Source: UBOS, 2010

From Table 4 we can conclude that the increase in the demand for primary education in the district has not been matched with adequate investment to cater for the quality needs for the pupils.

4.1.2 Performance in PLE

The Primary Leaving Examinations (PLE) is the standard benchmark for assessing the quality of the education system in the country. An analysis of the PLE performance for Luwero District over the past five years reveals an improvement in the number of pupils passing in Division 1 from 4.7% in 2005 to 7.4% in the year under assessment. It should, however, be worth noting that this performance is still below the highest performance of 16.4% registered by the district in 2003. Figure 3 shows the trends of PLE performance in the district over the last nine years.

¹¹ The ratio of the pupils aged six in primary one to the country total population aged 6 years.

¹² Refers to the ratio of pupils in primary school aged 6 – 12 to the country's total population aged 6 - 12 years.

¹³ Total number of pupils enrolled in a given school divided by the total number of teachers in the same school.

¹⁴ Average number of primary school pupils per primary school classrooms.

Figure 3: Trends in PLE performance for Luwero District 2001 -2009



Source: UNEB, 2011

4.1.3 Challenges to primary education in the district

After one year of assessment in Luwero District, the situation in the education sector remains the same in the majority of government primary schools.¹⁵ The research team still found the same old challenges in the sector. One of the major challenges is the poor classroom infrastructure in many of the schools in the district. Most classroom blocks are in a deplorable state, characterised by dilapidated and at times incomplete structures. Typical examples of this situation include: Kikunyu COU Primary School in Butuntumula Sub-county, Kamira Primary School in Kamira Sub-county and Kalule Primary School in Nyimbwa Sub-county.



Figure 4: (L) is a P3 Classroom at Kikunyu COU PS, while (R) the second unit is a P4 classroom at the same school in Butuntumula Sub-county.

In extreme cases, this state has forced parents to mobilise themselves to create makeshift and poorly constructed temporary sheds for pupils to study in, as found in Kikunyu COU Primary School in Butuntumula Sub-county.

Absenteeism of teachers in schools is yet another challenge in the district. Through the various

¹⁵ The research team visited at least five primary schools in each of the 13 sub-counties in the district. In total, the team visited 71 primary schools during the year under review.

focus group discussions,¹⁶ this was cited as a major issue by the participants. Indeed, this was physically evidenced during the verification visits in Buweke Public Primary School, Bamunanika Sub-county where only three teachers were on duty in a school that has an enrolment of over four hundred pupils. The issue of teacher absenteeism is closely linked to the inadequate staff accommodation. In the aforementioned example of Buweke Primary School, the teachers reside in a radius of seven kilometres from the school due to the lack of staff houses. Similarly, Nakikonge and Buyengo primary schools in Makulubita Sub-county are classical examples of this problem.



Figure 5: Wabusana HC III in Kikyusa Sub-county.

Politicization of Universal Primary Education¹⁷ (UPE) equally plays a debilitating role in undermining the management of schools. Parents are reluctant to pay for anything after the president assured them that education of their children is free.¹⁸ This has greatly killed the spirit of responsibility on the part of the parents, to the extent that they even fail to provide lunch for the pupils an issue that has been cited as having greatly hampered the performance of pupils and schools throughout Luwero. At a technical level, the education sector in Luwero is greatly affected by the late releases of funds – a problem that is not unique to Luwero, but greatly undermines the smooth running of the primary schools.

4.2 Health Sector

4.2.1 Key health indicators

Health services are another decentralized service provided by Luwero District Local Government. The district, through the Department of Health, is tasked to provide adequate and quality health services to the population. An analysis of key health indicators in the district over the years as indicated in Table 5 shows a mixed picture. While improvement is registered in some key indicators, like availability of HIV services (37% in 2006 to 93% in 2009) and latrine coverage (55% in 2007 to 78% in 2009), other indicators for immunization and health service utilization have generally declined.

Table 5: Key health indicators

Indicator Category	Indicator	2005	2006	2007	2008	2009
Public Health	Pit latrine coverage %			55	73	78
Immunisation	BCG	68	61	65	50	39
	Measles	66	56	72	40	41
	OPV3	66	52	66	48	36

¹⁶ The research team conducted 3 FGD in each of the sub counties in Luwero district.

¹⁷ This is the key programme through which primary education is funded

¹⁸ The majority of the parents interviewed noted the fact that after the repeated and consistent presidential pledges during the recently concluded elections, they could neither make any payments to the schools nor to their children as they would be facilitating the breeding of corruption by the teachers and head-teachers

	DPT3	66	54	68	45	44
Health Unit utilisation	OPD			0.8	0.8	0.7
	Deliveries in health units			31	31	25
	HIV/AIDS Service Availability			37	62	93
	Pregnant women receiving 2nd dose Fansidar for IPT			48	56	49

Source: UBOS 2010

4.2.2 Challenges to the health sector

The health situation in Luwero District has remained stagnant, after one year of assessment. Despite the good physical medical infrastructure that was in place even last year, there has been no improvement in service delivery.¹⁹ With only 64 health units²⁰ in the district, access to medical services remains a challenge as was the case in the previous year of assessment. Similarly, the issue of persistent drug stockouts was common in the majority of health centres visited that included Butuntumula HC III, Katikamu HC III and Wabusana HC III in Kikyusa Sub-county. Stockouts specifically occur for vaccines and medical gas and the time taken to restock them is too long. It was, for example, reported in Wabusana HC III that these particular medical necessities had been missing for over seven months (as of May 2011), a situation that greatly hampered their community work and stalled the vital immunization of children.

Another challenge noted with health service delivery in the district was the bad conduct of the health workers, manifested in the high levels of absenteeism and outright negligence towards patients. For example, in Wabusana HC III it was appalling when a member of the medical staff turned away an expectant mother in labour because the midwife was off duty.

4.3 Agriculture and NAADS

NAADS remains the major framework through which government supports agriculture and farming in the district. During the year under review there was no improvement in this sector.²¹ In fact the situation went from bad to worse when NAADS suffered a major setback in Luwero District. This setback arose after citizens cited endemic corruption by the technical staff and challenged the president, during one of his visits to Kikyusa Sub-county, regarding the efficiency and usefulness of the NAADS project. These complaints led to the suspension of the NAADS programme in order to restructure its guidelines so as to enable farmers to benefit from NAADS at the national level. Due to Luwero's political and historical background, the research team established that the NAADS programme is politically tainted due to the people's tendency to regard it as an incentive to attract membership to the ruling party. It also emerged that local district politicians undermined the effectiveness of the programme by taking tools from the programme for personal use to campaign for votes. This politicization was unveiled as a serious issue through FGDs in Butuntumula, Luwero and Kamira sub-counties.

Corruption was yet another major setback in the sector. For example in Luwero Sub-county, the respondents at an FGD lamented that NAADS coordinators were providing half of the agricultural supplies and implements that had been previously contracted for and that the goods that were provided were of a lower quality compared to their prices.²² Similarly, the

¹⁹The research team visited all the government health centres in the district between May and June 2011.

²⁰One Hospital, 3 HCIVs, 25 HCIII and 37 HCII

²¹The research team visited at least 8 farmers from each of the 13 sub-counties in the district.

²²In Luwero Sub-county, NAADS goats were being sold at Shs 110,000/= yet the open market price ranged from Shs 60,000/= to 80,000/=.

problem of progressive farmers being projected as NAADS beneficiaries was an issue in the sector. During NAADS evaluations, progressive farmers who were not beneficiaries of NAADS were convinced to showcase their farms to the disadvantage of NAADS beneficiaries. For example, in Kikyusa and Butuntumula sub-counties, pineapple farmers were presented as NAADS beneficiaries despite the fact that they had not received any support from NAADS.

At the lower local government level, the Community Driven Development (CDD) is a supplementary government initiative to help farmers in Luwero District. However, this too has been riddled with many corruption scandals that have further undermined the quality of service delivery in the agricultural sector. For example, during one of the FGDs conducted in Luwero Sub-county a local group lamented that they were unaware of the amount of money credited to their account. The improper use of farm implements was cited in Kyalugondo Parish in Katikamu Sub-county where farmers would eat the seeds and sell the implements. Another example was cited in Kalagala Sub-county where a CDD beneficiary sold off his raw maize and, when he learnt that the monitoring officers were coming to inspect, set his garden ablaze and lodged a complaint that the maize was of good quality.



Figure 6: Resident drawing contaminated water in Kikokko village Makulubita Sub-county.

4.4 Water and Sanitation

4.4.1 Status of water services in the district

The key indicators for assessing water services include access, equity, functionality and number of water points. During the year under assessment, access to water in the district was at 75% while functionality of the water sources was at 80% for the rural areas. In terms of water sources, the majority of the water points in the district comprised deep boreholes (525), 80 of which were non-functional. The major sources of water for production in the district were 40 valley tanks that were all functional. Table 6 below provides detailed indicators for water services in Luwero District.



Figure 7 Nakisibyaki–Mpumudde road in Bwetyaba village. The road becomes impassable during the rainy season.

Table 6: Key indicators for water services in Luwero District 2010

	Urban	Rural	Total
Population	72,400	345,600	418,000
Population served	68,780	245,424	314,204
Access	95%	71%	75%
Equity			82
Management (Functionality of Water source committees)			65%
Gender (Water source committee with women in key positions)			66%
Functionality	85%	80%	
	Functional	Non functional	Total
Protected Springs	15	1	16
Shallow wells	312	91	403
Deep boreholes	445	80	525
Rain harvesting tanks	98	37	135
Water for Production			
Dams	0	0	0
Valley Tanks	40	0	40

Source: Department for Water Development, 2010

4.4.2 Challenges to water services

The challenges that bedevilled the water and sanitation sector during the first assessment still linger around in the district. Evidence from the FGDs pointed to the fact that access to clean water had not improved for the majority of local residents. Incidents of large-scale farmers fencing off community water points that are located within their land were still rampant, which denied local communities access to clean, safe drinking water. For example, in Kamira Sub-county, the only community dam in the sub-county was fenced off by a rich farmer who thus denied access to local community members. In other cases, access to safe water was poor as community members did not have boreholes and resorted to village ponds and swamps as their only hope of water supply. This was very common in villages in Kamira and Makulubita sub-counties. The water shortage extended to a number of schools in the district. For example, in Makulubita Sub-county, none of the schools had a clean water source nearby.

4.5 Road Network

The district is served by a road network that includes 32 district feeder roads (418.2 km) and 360 community access roads (1544.5 kms). The roads sector is the only one that has seen a general improvement when compared to the findings of the first assessment. Specific examples can be cited from Bamunanika Sub-county where the Bamunanika-Kikyusa-Kamira road was graded during the year under review.

Despite this positive development, many roads still remained in a poor state - lacking culverts, narrow in size and with potholes as can be seen in Figure 7. The incapacity to adequately maintain the roads in the district was attributed to the limited funding provided to the sector as compared to the enormous demand. At times, tradeoffs between quality and quantity had

to be made by the council in order to meet the high demand. It was, for example, noted that council had to make a choice between having wider but shorter roads and longer but narrower roads in order to fit within the available resource envelope.²³

4.6 Environment and Natural Resources

Luwero District has been active with regard to the conservation of the environment and natural resources during the year under review, as a number of tremendous success stories can be cited. The success comes in the form of capacity building where training of environmental committees in wetlands and environment management in Makulubita, Nyimbwa, Katikamu, Butuntumula, Luwero, Wobulenzi and Bombo town councils have been actively pursued. As a follow-up, the district conducted over ten environmental inspections in various schools to encourage them to plant trees. The district also inspected two stone quarries, five wetlands, nine petrol stations and all the road construction projects during the year under review. The district has a district wetland action plan and a district environment plan, which have further contributed to taking positive action with regard to the environment and natural resources. However, budget allocations to the sector are still minimal, accounting for only one per cent of the whole district budget.

4.7 Luwero District efforts to address key service delivery challenges

As noted in the foregoing analysis, there are deliberate efforts by the district council to address some of the challenges, especially in the health, education and roads sectors. An analysis of the council minutes as indicated in Table 8 shows a deliberate effort by the district council to discuss key issues affecting service delivery in the various sub-counties in Luwero. Examples of these discussions include; minutes on recruitment of teachers (Min 28/LDC/2009); functionality of water user committees in the district (Min 28/LDC/2009); need to increase PHC money to cater for drugs in 2010/11 budget (Min 32/LDC/2010); the impassable roads in the district, among others. It should, however, be noted that there were no discussions on the state of adult functional literacy while discussions on agriculture were only limited to the budget-approving council session (26 August 2009).

Despite these discussions in council, the state of affairs does not seem to improve, as already mentioned in the foregoing discussion. This mismatch between discussions by council and actual implementation reveals further the underlying determinants for effective service delivery, key of which is the limited resource envelope available to the district. It is therefore imperative for the district to undertake specific advocacy efforts to increase funding for the district programmes and priorities. Table 8 provides a summary of the key issues discussed in Luwero District Council during the year under review.

²³Discussion with Councilor Stephen Sempa (previous Secretary of Finance)

Table 7: Key issues discussed in Luwero District Council in FY 2009/10

Council Meeting Dates	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers
26/8/2009	26	1	<ul style="list-style-type: none"> • Education Budget summary 2009/10 (MIN/20/LDC/09) • SFG funds: construction of classroom blocks and sanitation facilities (MIN/20/LDC/09) 	<ul style="list-style-type: none"> • Resource allocation-focus on drugs(MIN/20/LDC/09) 	<ul style="list-style-type: none"> • Call for budget for Ngogolo-Kalwanga Road (MIN/20/LDC/09) • Need for maintenance of Bombo-Kalagala Road 	<ul style="list-style-type: none"> • Follow-up on borehole tion(MIN/20/LDC/09) • One Valley Tank moved from Kamirato/Zirobwe (MIN/20/LDC/09) • Deep borehole in Kamira and Kikyusa approved (MIN/20/LDC/09) • Allocation of borehole to Kakabala P/S (MIN/20/LDC/09) • NRA allocates 98m/= for access roads in Luwero (MIN/20/LDC/09) 	<ul style="list-style-type: none"> • Call on councilors to mobilise communities for farming (MIN/18/LDC/09) • Pineapple growing and fish farming to be promoted for income generation (MIN/20/LDC/09) • Irrigation scheme to be addressed to the NAADS Secretariat (MIN/20/LDC/09) 	<ul style="list-style-type: none"> • Revenue enhancement plan (MIN/20/LDC/09) 	<ul style="list-style-type: none"> • Small resource envelope vis-a-vis high demand for services (MIN/20/LDC/09) • Construction of Busula Market and procurement of motor vehicle for CAO (MIN/20/LDC/09) • New District Tractor (MIN/20/LDC/09) • Increment of Councilors' sitting allowances; but transport and night allowances to maintain status quo. (MIN/20/LDC/09) • Consideration of PWDs (demand and capability) in project allocation. • Bukalasa land for scrutiny (MIN/20/LDC/09) 	<ul style="list-style-type: none"> • Councilors' are informed of LGGSCI Assessment 2008/2009 • No indication on record of the council member not in attendance, and adoption of the order paper. • All sectoral budget summaries were presented and the budget for FY 2009/2010 • Council agreed to the removal of the matter of incompetence of the senior procurement officer from the budget statement since the right procedure was not followed on the matter. 	

Council Meeting Dates	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
25/11/2009	26	1								<ul style="list-style-type: none"> • Council programme implementation detailed by insufficient funds • District Land Board- names approved (MIN/23/LDC/2009) • Creation of Bannanika District (MIN/24/LDC/2009) • 1st Quarter report for the Finance, Planning, Administration and Investment committee (MIN/24/LDC/2009) • Orientation of councilors on new District programmes (MIN/24/LDC/2009) 	<ul style="list-style-type: none"> • Council members called upon by the CAO to identify roads that could benefit from NRA's funds allocated to the district.
										<ul style="list-style-type: none"> • Speaker communicates on the Assessment exercise for councilors (MIN/21/LDC/2009) • MIN/24/LDC/2009 recorded two times in the minutes • The CAO is responsible for the district vehicles 	

Council Meeting Dates	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Observations
22/12/2009	27	0	<ul style="list-style-type: none"> Timely recruitment of teachers (min 28/LDC/2009) Community sensitisation to curb pupil absenteeism and increase parent involvement school Management Committees 	<ul style="list-style-type: none"> Allocation of more resources to drugs and staff remuneration. (min 28/LDC/2009) Intensify community mobilisation regarding consumption of health services and hygiene practices HIV/ AIDS Strategic Plan 2008/09 	<ul style="list-style-type: none"> Nkondo-Degeya Road graded (min 28/LDC/2009) Impassable spots on Ngogolo-Kalwanga Road 	<ul style="list-style-type: none"> User committees to manage welfare of borsholes (min 28/LDC/2009) 				<ul style="list-style-type: none"> Police Station to be gazetted for parking of District Vehicles (MIN/24/LDC/2009) Report on the Mubende-Mityana Study Tour (MIN/24/LDC/2009) Purchase of motorcycle for the council (MIN/24/LDC/2009) 	<ul style="list-style-type: none"> Luwero District exhibits the best performance in the central region by LG/CSI Assessment exercise 2008/09 (Min 26/LDC/2009) This meeting was a continuation of the presentation and discussion of sectoral reports (Min 28/LDC/2009) for the 1st quarter as well as reports from the Boards and Commissions (Min 29/LDC/2009)

Council Meeting Dates	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
05/03/2010	27	0	<ul style="list-style-type: none"> Poor performance in UPE schools (Min 32/LDC/2010 & 35/LDC/2010) Disciplinary action against head teachers and teachers (Min 35/LDC/2010) Sensitisation of stakeholders on roles and responsibilities (Min 32/LDC/2010) 	<ul style="list-style-type: none"> Increase vaccination and awareness in parishes (Min 35/LDC/2010) Increase funding for drugs in 2010/11 budget (Min 32/LDC/2010) Free rabies vaccine in all Government Hospitals (min 35/LDC/2010) 					<ul style="list-style-type: none"> Ground rent. (Min 32/LDC/2010) 	<ul style="list-style-type: none"> UPDF recruitment in the district (min 33/LDC/2010) Corruption and abuse of office (min 33/LDC/2010) Insecurity-raping and killing of women in Butuntumula S/C Need for a police post at Kakinzi Impassable Central Government Roads District tractor (min 35/LDC/2010) 	<ul style="list-style-type: none"> Internal audit for UPE 2006/7 included in PAC report. District Planner- Mukasa Charles submitted to the DSC for dismissal. A decision was reached based on the Speaker's ruling to discuss the DSC Report for the 2nd and 3rd quarters given the absence of committee members to present the report. But no discussion in this line is recorded. Sectoral committee reports presented and discussed.

Council Meeting Dates	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
15/06/2010	27	0	<ul style="list-style-type: none"> University Bursaries (min 45/LDC/2010) 							<ul style="list-style-type: none"> 2009/10 Outturn and 2010/11 budget (min 47/LDC/2010) District programmes: LGMSDP;DLS;P; Lawero-Rwenzori Development Programme Lawero District Delegation to Mengo. (min 45/LDC/2010) Bukalasa to host Day of the African Child celebrations. 	<ul style="list-style-type: none"> Motion on Vote on Account adopted and passed. The chairperson CSO pointed out the still wide ignorance about the contents of the constitution and in effect requested its translation.

5. BUDGET AND REVENUE ARCHITECTURE OF LUWERO DISTRICT LOCAL GOVERNMENT

From the previous chapter, it is evident that the analysis of the socio-economic indicators shows that there has not been any significant change in the quality of public service delivery when the two assessments are compared.²⁴ On a positive note, a critical review of the Luwero District Local Government Council proceedings points to conscious efforts by the district council to strategically engage in and discuss service delivery issues with the view of addressing the gaps. This is one step in the right direction if the district council is to meaningfully make a contribution to the improvement of service delivery to the district residents. Noticeably, the district council discussed issues of the declining performance in the education sector, with specific emphasis on UPE, teacher absenteeism, issues of drug stock outs in the health sector, maintenance of particular district roads. The councilors also made commitments to address the issues raised during the year under review.²⁵

It is therefore rational to argue that, over time, this deliberate effort will go a long way in addressing the service delivery deficiencies in the district. That said, the district council should reflect on linking these efforts to advocacy for change of the current budget architecture for local governments. For any government, including local governments, the budget is the primary policy tool through which it can intervene to address development priorities and improve the quality of public service delivery. Indeed, the Constitution of the Republic of Uganda 1995 provides that “there shall be established for each local government unit a sound financial base with reliable sources of revenue”.²⁶ The score-card therefore assesses the architecture of the local government budgets and their local revenue and the implication of this architecture for effective intervention. The analysis examines the composition of the local government budget resources, the intra-budget allocation of these resources, level of local revenue contribution to the local government budget and the authority of the local government over its budget.

5.1 Sources of revenue for Luwero District

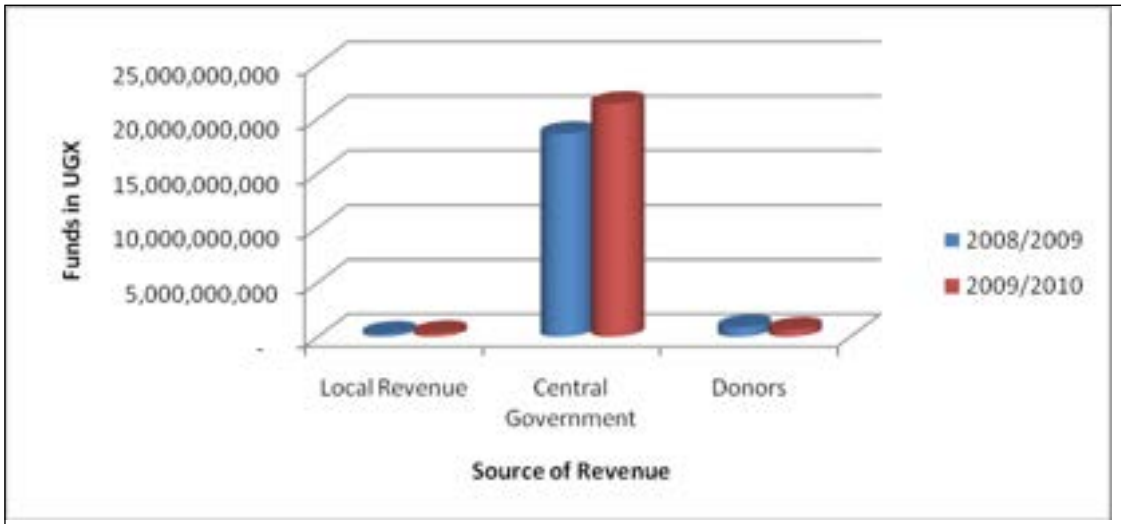
The budget of Luwero District Local Government comprises three revenue sources: central government grants, local revenue and donor funding. Central government grants comprise unconditional grants and conditional grants. Local revenues comprise funds collected from sources that have been designated as local revenue sources by Parliament. It is important to note that all the major revenue sources from businesses located in the district are collected as central government revenue. Donor revenues are funds that are provided directly to the district through donations and grants.

²⁴ Luwero is one of the 10 districts that were assessed for the FY 2008/09.

²⁵ See Table 8 in Section 4

²⁶ See Constitution of the Republic of Uganda Chapter 11, section 176 (2) (d)

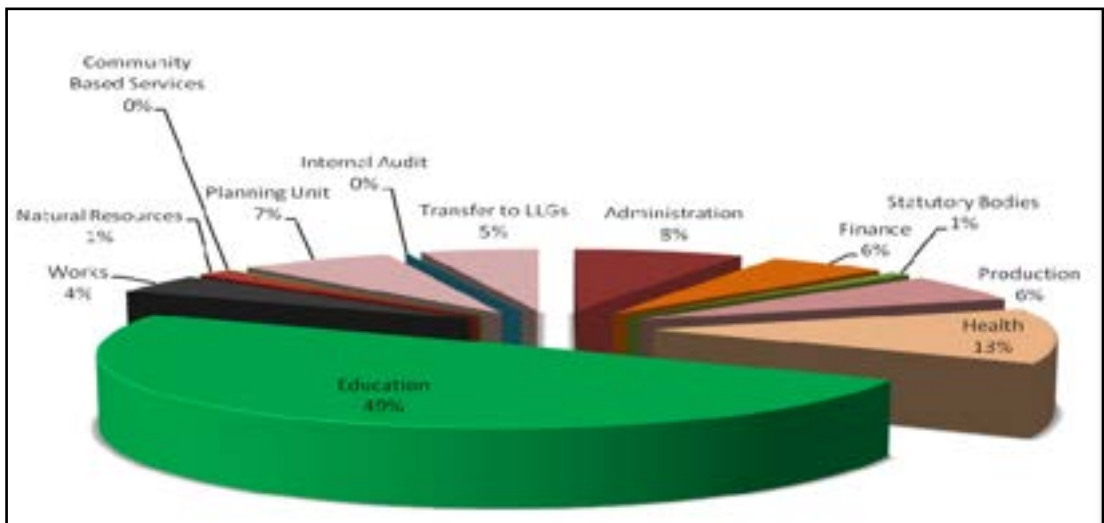
Figure 8: Budget analysis over two financial years



Source: Luwero District Budget Framework Paper 2010/11

Overall, a critical analysis of the budget for Luwero District reveals a derisory increase in the budget outturn over the two years²⁷. Ironically, although central government and local revenue bases reduced, funding from central government increased during the year under review as can be seen in Figure 8 above. This signifies that the capacity of the district to plan for local priorities is greatly undermined since most of the central government transfers are conditional in nature with little or no room for change or adjustment to address local priorities.

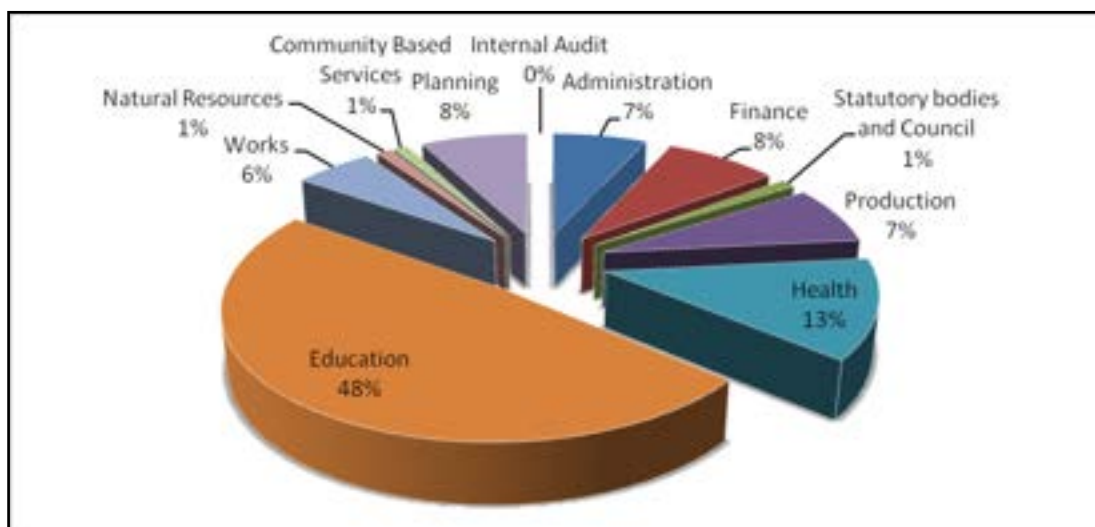
Figure 9: Sectoral allocations for FY 2008/09



Source: Luwero District Budget Speech 2009/10

²⁷ Luwero operated with a total of UGX 19,729,072,000 during FY 2008/09. This only increased to 19,871,801,746 (0.5% increase) during the year under review. See Luwero District Local Government Budget Speech FY 2010/2011.

Figure 10: Budget allocations by sector for FY 2009/10



Source: Luwero District Budget Speech 2010/11

5.2 Intra-sector Budget Allocations and Implications for Service Delivery

It is important to note that although the proportions of allocations to the various NPPA sectors remained the same, there are significant sector allocation reductions over the two assessment years. For example, in the education sector, the allocation reduced from 49% to 48% of the total district budget. Yet, the quality of services in the majority of the schools remains poor. Similarly, it is startling to note that despite the numerous challenges highlighted in the health and ENR sector, they remained the same without significant budgetary increments allocated to deal with the challenges cited in Chapter 4 of this report.



Figure 11: The only concrete classroom block at Kikunyu COU PS. The block has remained incomplete for over three years.

In order to create impact, the district council members should be seen translating their efforts of discussing service delivery issues into actions through advocacy for a changed budget architecture that allows them the space to address the issues raised in the council meetings. For Luwero District to address the challenges sighted in Section 4 above, substantial amounts of money should not only be invested in priority areas, but effective monitoring and follow-up of issues raised should be paramount. .

6. SCORECARD FINDINGS AND INTERPRETATION

6.1 The District Chairperson

The Chairperson of Luwero District Local Government during the year under review was Ronald Ndawula. Chairman Ndawula contested and won victory as an independent candidate. He was first elected in 2006 and was therefore serving his first term as district chairman.²⁸ 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 score-card indicators therefore assess the extent to which chairpersons provide political and executive leadership to the district local government.

6.1.1 Political leadership

The Local Government Act enjoins the Local Government Council Chairperson, as the political head of the local government, to convene and preside over meetings of the Local Government Executive Committee. Chairpersons are also enjoined to ensure the proper administration of the district, oversee the performance of civil servants, and ensure that appropriate statutory committees, such as the District Service Commission (DSC), are properly constituted and functioning. By implication, chairpersons are also the direct link between the local government and the central government.

During the year under review, Chairman Ndawula provided effective political leadership and scooped all the 30 total points. Key highlights of the chairperson's performance included presiding over the meetings of the executive committee as well as effectively delegating to the vice chairperson.²⁹ Evidence shows that the chairperson took specific actions to ensure the proper administration of the district, including convening evaluation meetings and resolving disputes forwarded from the lower local governments. For example, the chairman is on record for having intervened in a dispute between the chairman and sub-county chief of Zirobwe sub-county during the year under review.³⁰ The chairman's monitoring and administrative role was found to be impeccable, especially in the implementation of council decisions. A clear record of communication between the chairman and CAO further reveals that a number of issues raised in council were followed up.³¹ The district council had discussed findings from the first LGCSCI assessment, made recommendations and followed them up.³² The chairman also ensured that the District Service Commission (DSC) was fully constituted and functional.³³ Finally, the chairperson also undertook effective engagement between the district and central government by attending all the ULGA meetings and providing feedback to the council.

²⁸Chairman Ndawula took over from Hajji Nadduli who was later re-elected as the new district chairman in March 2011.

²⁹The chairperson delegated four meetings to his vice chairperson.

³⁰The sub-county chief and chairperson had disagreed on funding for a community road, whereby the chairman intervened by requesting the district to allocate adequate funding for the road to be maintained in November 2009

³¹ Copies of eleven letters that had been written by the chairperson raising issue from the chairperson (internal memo raised on the need to uphold the good performance of the district, approved budget summaries, apprehend incompetent senior procurement officer, identification of roads to benefit from UNRA, inclusion of UPE 2006/7 internal audit in the PAC report) to the CAO were accessed as evidence.

³² One of the recommendations made by council was the need to thoroughly discuss issues of service delivery as well as the need to make individual attributions to members' contributions. See Min 21/ LDC/2009, Minutes of Luwero district local government council meeting held on 25/11/2009.

³³ During the council meeting held on 25/11/2009, the district council passed a resolution following up on the DSC's recommendation for dismissal of the District Planner, Charles Mukasa.

6.1.2 Legislative functions of the Chairperson and the District Executive Committee

The local government chairpersons and their executive committees have the responsibility and are under authority to prepare and present to the councils bills and motions that can support the development agenda of the district. During the year under review, the chairman of Luwero scored 11 out of 15 points in this role. The chairman attended all five council meetings that were held during the year. Over the review period, the district executive committee presented and passed a number of motions for resolution on service delivery,³⁴ accountability³⁵ and financial autonomy.³⁶ It should be recalled that it was during this year that the district council passed a motion for resolution by council to create a new district out of Luwero.³⁷ Despite this good performance with the bills, the district executive committee did not present any bills on accountability or local government autonomy and financing during the year under review

6.1.3 Contact with the electorate

Effective representation is partly manifested through political leaders making themselves available to the electorate. That way, the service delivery deficiencies and other concerns that the voters have can be communicated directly to the political leaders. Chairman Ndawula had a fairly good record of keeping in physical contact with his electorate, as shown in the score of 8 out of a total of 10 points allotted for this parameter. Not only did the chairman possess a programme of meetings with his electorate; he also made actual visits to these communities. This was further verified by a clean record from the chairman's diary and notebook as well as the various FGDs conducted in the sub- counties. In terms of feedback, the chairman was exemplary in following up issues that were raised by community members in these meetings. For example, during one of the focused visits in Kimwanyi village, Bamunanika Sub-county, the chairman responded to a community problem of access to water by sinking a borehole for the community members.

6.1.4 Participation in Communal Development Activities

As part of their mandate, local government council chairpersons are expected to make direct and indirect contributions to communal development projects in their local governments. The score-card therefore considers the initiation of development projects, advisory and material contributions to specific projects, and linking communities to potential funders as indicators for assessing the level of execution of this mandate. In this regard, Chairman Ndawula scored 10 out the 10 total points allotted for this parameter. The chairman had made a number of contributions, both cash and non-cash, to ongoing communal projects. For example, the chairman wrote to the minister in charge of Luwero requesting for the provision of iron sheets for the district veterans. Similarly, material contributions were made by the chairman to Tweyanze Development Agency where he contributed over 70,000 pineapple suckers to community members in Katikamu Sub-county in August 2009.

³⁴ The council passed a motion to increase funding to the ENR sector. See Min 20/ LDC/2009, Minutes of Luwero district local government council meeting held on 25/11/2009.

³⁵ The council passed a motion following up all the recommendations from the 2008 PAC report as a means of recovering funds lost by the district. See Min 29/ LDC/2009, Minutes of Luwero district local government council meeting held on 25/11/2009.

³⁶ The council passed a motion for resolution on the need to increase Luwero's financial base through the retention of PAYE. See Min 47/ LDC/2010, Minutes of Luwero district local government council meeting held on 15/06/2010.

³⁷ See Minutes of Luwero district local government council meeting held on 25/11/2009.

6.1.5 Monitoring of NPPAs

Monitoring and ensuring the delivery of public services is perhaps the single most important function of local government chairpersons. Because citizens pay chairpersons a salary and maintenance of the operation of their governments and offices, they ought to be at the frontline of the efforts to ensure that public services are delivered to every citizen in a cost-effective manner. For purposes of the score-card, the performance of the chairpersons with regard to service delivery is measured based on the priority programmes of the central government. In this regard, Chairman Ndawula scored 21 out of a total of 35 points allotted for this parameter. Clearly, the chairman's undoing was the lack of the quarterly reports produced after monitoring, although there was sufficient evidence to show the chairman's efforts in following up actions from monitoring of health centres, roads, schools, water sources and environment and natural resources.³⁸

6.2 District Speaker

The Speaker of Luwero district local government during the year under review was Mr. Balwana Nakibinge, who belonged to the ruling NRM party. At the time of the assessment, the speaker was serving his second term in office as a councilor. In terms of this particular role, Mr. Nakibinge was serving his first term as a district speaker, having been elected by the district local government council in 2006.³⁹ Local government speakers are assessed on four performance parameters, namely: presiding and preservation of order in council; contact with the electorate; participation in lower local governments; and, service delivery on national programme priority areas. In accordance with the Local Government Act, a district council should have a speaker who is elected by the council from among its members. District speakers preside over district council meetings and, therefore, their effectiveness has a direct bearing on the functioning and outputs of the council. In this regard, the score-card indicators are not only limited to the extent to which the speaker provides leadership to the council, but also how he executes his individual roles and responsibilities as a councilor.

6.2.1 Presiding and preservation of order in Council

The Local Government Act enjoins the District Speaker to preside at all meetings of the council. It also entrusts him/her with the overall authority for the preservation of order in the Council and the enforcement of the rules of procedure of the Council. As a matter of fact, the district speaker is obliged to perform functions which are similar to those of the speaker of parliament as may be consistent with the Act. In essence, the speaker is the lifeline of the functioning of the district council with full-time roles and responsibilities.⁴⁰

During the year under review, the district speaker scored 19 out of the total 30 points allotted to this parameter. Over the year, the speaker chaired four council sessions and delegated one to his deputy.⁴¹ As was the case during the first assessment, the district speaker presented evidence of adoption of rules of procedure which remained functional during the year under review. The speaker's office also exhibited excellent performance in the timely production of minutes and the convening of council meetings on schedule. However, the speaker's performance with regard to the convening of the business committee left a lot to be desired.⁴² The committee was not fully constituted and hence non-functional.

³⁸ In terms of the monitoring reports, the chairman noted that much as he monitored the various service delivery units, it was the responsibility of the CAO to produce the quarterly reports.

³⁹ In terms of academic qualifications, the district speaker has a diploma in education.

⁴⁰ In accordance with the Local Government Act, a district speaker should be paid a monthly salary with a functional office at the district.

⁴¹ The council meeting that was held on 22/12/09 was chaired by the deputy speaker.

⁴² During an interview with the district speaker, he confessed that while the CAO, clerk to council and the vice chairperson were always readily available, the district could not facilitate the chairpersons of the sectoral committees to attend these meetings. This means that for all the council meetings conducted in Luwero district in the year under review there was no official business committee record to guide council's deliberations.

6.2.2 Contact with the electorate

The fact that a district speaker is first of all elected as a councilor before being elected as a speaker means that he remains with the responsibility of representing his constituents through keeping in close contact with them and channelling their service delivery and other concerns to the council and local administration for attention. The district speaker scored an imposing 20 out of 23 total points allotted to this parameter. This is an astounding improvement as the speaker almost doubled his efforts from the first assessment. Addressing deficiencies that arose from the first assessment of FY 2008/09, the speaker had developed a programme of meetings with his electorate during the year under review. The speaker's ability to mobilize residents in Kamira Sub-county to engage in environmental protection after he donated tree seedlings to local residents was applauded and reflected in his performance.

6.2.3 Participation in LLGs

As a district councilor, the speaker's contact with his electorate can be exercised in many forms including participation at the sub-county council meetings. It is through this attendance that issues and decisions from the district are communicated to the sub-county council. In the same way, the district speaker is able to pick issues of priority from his electorate to the district. It is therefore very important that district speakers endeavour to attend their sub-county council meetings. During the year under review, the speaker scored 2 out of 5 points allotted to this parameter. In as much as the speaker claimed to have attended four sub-county meetings during the year under review, there was no evidence or official records of communication made by the speaker to that effect.

6.2.4 Monitoring NPPAs

Monitoring and ensuring the delivery of public services is arguably the single most important function of any local government political leader. Because citizens elect the councilors to power, they ought to be at the frontline of the efforts to ensure public services are delivered to every citizen in a cost-effective manner. For purposes of the score-card, the performance of the speaker with regard to service delivery is measured based on the priority programmes of the central government. In this regard, Mr. Balwana scored 11 out of 42 total points allotted for this parameter. Although the speaker performed his monitoring role, he could not produce monitoring reports to this effect. Monitoring reports are invaluable to guarantee and guide any follow-up actions on issues; and, if not made, can render the initial monitoring almost entirely pointless. Despite the above, the speaker's monitoring of the water sector was outstanding as he undertook follow-up actions successfully. For example, the speaker was at the forefront of the borehole repairs in both Kamira and Kabukunga villages in Kamira Sub-county.

6.3 Luwero Local Government Council

The Local Government Council is the highest authority within a local government, with political, legislative, administrative and executive powers.⁴³ The score-card for the Council is derived from the functions of the local government councils as stipulated under the Local Government Act. During the year under review, the district council of Luwero was composed of 27 councilors including the district chairman.⁴⁴ The district council was assessed on four

⁴³According to the Local Government Act, a district council is composed of a district chairperson, one councilor directly elected to represent an electoral area, two councilors, one of whom shall be a female youth, representing the youths in the district, two councilors with disabilities, one of whom shall be female, women councilors forming one third of the council, two elderly persons, a male and a female, above the age of 60. During council sittings, the law provides for a member of parliament attending meetings of the local council in his/her constituency.

⁴⁴In terms of gender, the district council comprised 11 women councilors, all of whom were elected as women councilors while the rest were all

parameters: (i) legislative role, (ii) accountability to citizens, (iii) planning and budgeting, and (iv) monitoring service delivery on NPPAs. The assessment of the local government councils is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within their jurisdiction. The council is the platform where councilors can raise issues affecting their electorate and ensure that appropriate plans are put in place and the fiscal and other assets of the local government channeled towards addressing those issues.

Overall, Luwero District Local Government council scored a total of 69 out of a possible 100 points.

6.3.1 Legislative Representation

Luwero Local Government Council scored 17 out of the total 25 points allotted to this parameter. Following the findings from the first assessment, the district council continued to conduct business in accordance with the rules of procedure. As was pointed out earlier, the council passed a number of motions on service delivery, accountability, local government financial autonomy as well as the motion that was passed to create a new district out of the current Zirombe Sub-county. Although the district still lacks a functional library, the office of the Clerk to Council is well equipped and accessible to district staff and the public. Luwero district council continues to conduct business in the district chambers that were acknowledged during the first assessment. Official records from the office of the clerk to council also reveal that the council received and handled petitions and letters submitted to it by the electorate. The council also undertook focused tours, and presented appropriate reports and action taken.⁴⁵ As was the case during the first assessment, the council continued to perform poorly in as far as holding public hearings was concerned. This meant that while major accountability issues were being agreed on in council, there was no public participation or input.

6.3.2 Accountability to Citizens

Local government councils discharge their mandate on behalf of the citizens, and especially the voters, who elect the councilors. In this regard, councilors are expected to be accountable to the citizens with regard to what they do, not only by accounting to the voters but also by demanding accountability from the central government. The indicators for measuring accountability therefore cover: fiscal, political and administrative accountability in addition to involvement of CSOs, CBOs and citizens in the business of council. Luwero district local government council scored 21 out of 25 points. The council maintained the practice of displaying public funds and ongoing projects on public notice boards. The display of funds was common at both the district as well as sub-county headquarters. Although the council chambers did not have a clearly demarcated citizens' gallery, there was a recognized corner secured for interested citizens to witness council proceedings. The systems to ensure administrative accountability were in place and the relevant discussions regarding major issues such as Audit and Public Accounts Committee (PAC) reports had been addressed.⁴⁶ However, besides the annual local government assessment,⁴⁷ no independent evaluations about the performance of the district had been undertaken. That said, it is important to note that the district council took deliberate effort to discuss and make recommendations for follow-up from the first LGCSC report for Luwero District.⁴⁸

male.

⁴⁵ See analysis of Luwero district minutes for FY 2009/10 – Table 7

⁴⁶ See Min 29/LDC/2009, Minutes of Luwero District Local Government Council meeting held on 22/12/2009.

⁴⁷ Assessment of Minimum Conditions and Performance Measures for Local Governments 2010: Luwero District Local Government Report, March 2011.

⁴⁸ See Min 33/LDC/2010; Minutes of Luwero District Local Government Council meeting held on 15/06/2010.

6.3.3 Planning and Budgeting

Planning and budgeting is one of the core functions of the district council. These two functions are central to whether any local government council is able to respond to any service delivery issues that may be raised by the voters. As shown in Section 5, Luwero district local government relies heavily on central government conditional grants to finance its budget. Yet, to be effective, the council must have the independence and autonomy to budget and allocate resources. The indicators used, therefore, seek to establish whether the council has not only the appropriate planning and budget instruments but also the efforts invested in securing its autonomy over the budget. During the year under review, the district council scored 16 out of 25 points.

The Council had approved all the basic budget and planning instruments. These included the district budget framework paper; the three-year district development plan; the district capacity building plan; the district revenue enhancement plan; and the district work plan.⁴⁹ Although there were reported initiatives by council to raise local revenue and engage central government on revenue enhancement,⁵⁰ there was no substantial increase in local revenue or discretionary funding which would increase the planning and budgeting autonomy of the council.

6.3.4 Monitoring of public service delivery

The local government is the frontline entity for the delivery of public services. Besides being the employer of all staff in the district, Article 176(2) (g) of the Constitution provides that *“the local government shall oversee the performance of persons employed by the government to provide services in their areas and monitor the provision of government services or the implementation of projects in their areas”*. The primary responsibility of ensuring that this function is discharged falls on the local government council as the planning authority of the district. During the year under review, the district council scored 21 out of 25 points. This performance can be attributed to a follow-up action that was undertaken after the second assessment.⁵¹ During the year under review, the district council resorted to preparing quarterly report for every visit to monitoring the delivery of NPPAs. This is further justified from the review of the district minutes which indicate detailed discussions on a number of priority areas in the various sub-counties.

6.4 District Councilors

Under the Local Government Act, district councils are vested with wide-ranging powers and responsibilities. They are empowered to discharge legislative and executive functions within their areas of jurisdiction. They are established as the planning authorities of their districts and vested with powers to collect local revenue and adopt budgets designed to ensure effective development of their local governments. However, these functions are largely undertaken by individual councilors who form the corporate body called the Council. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. Consequently, the Local Government Councils Score-card includes a score-card for individual council members. The councilors are assessed on the following four performance parameters: (i) legislative functions and representation; (ii) contact with the electorate; (iii) participation in lower local governments; and (iv) monitoring service delivery on NPPAs. During the year under review, Luwero district local government council had a total of 25 councilors,⁵² all of whom were assessed.

⁴⁹ Min.94/COU/09, Minutes of Luwero District Local Government Council meeting held on August 27, 2009.

⁵⁰ The district undertook the construction of a modern market along the Luwero–Kampala highway as a potential source of local revenue in December 2009. In addition, the council passed a resolution to charge fees at cattle loading sites in the same month.

⁵¹ See Minutes of Luwero District Local Government meeting held on 26/8/2009

⁵² This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

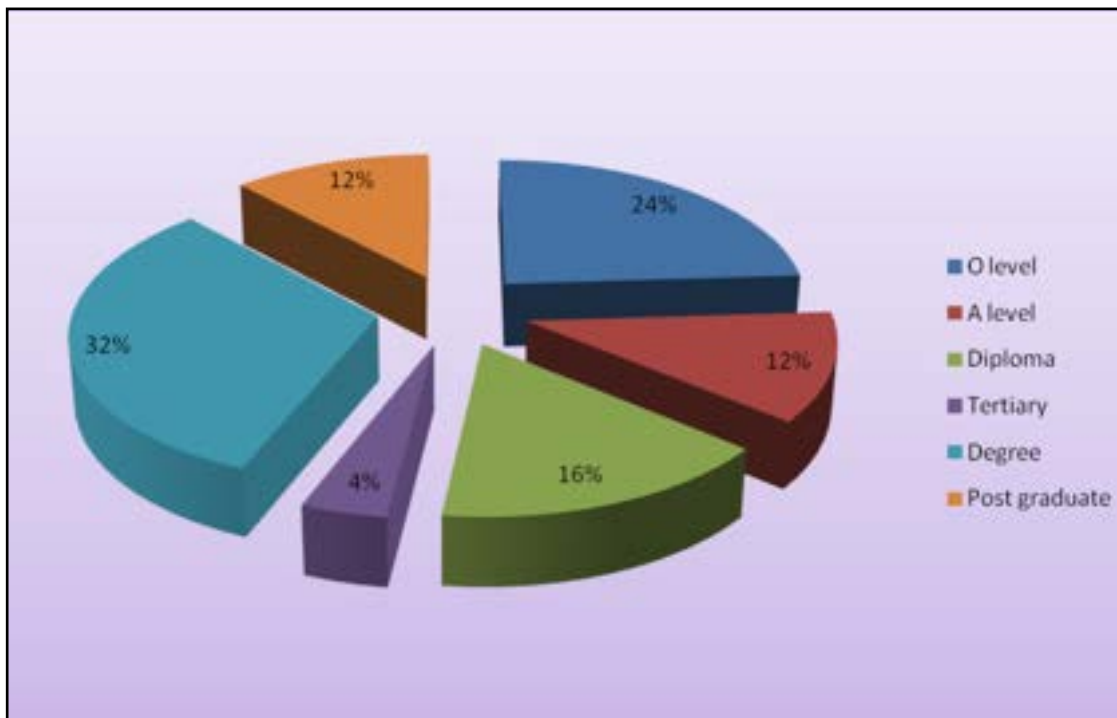
6.4.1 Key general characteristics

In order to understand the quality, capacity and factors that may affect or influence the performance of councilors in the district, the score-card seeks to ascertain facts regarding each individual councilor’s level of education, gender, political party affiliation and the number of terms served as variables. Using statistical analysis, some of the variables are cross tabulated to further appreciate the level of influence one variable may have on another in the execution of councilors’ roles and responsibilities and the subsequent impact on service delivery.

a) Level of Education

There is no doubt about the fact that the quality of councilors is likely to be affected by the level education. At the moment, there is no minimum education requirement for anyone to hold the office of a district councilor in Luwero district local government, as is the case in all other districts. In fact, councilors are not required to submit any academic papers as part of the eligibility requirements to contest for the office of councilor. Findings from the analysis revealed that councilors with the lowest levels of education (‘O’ Level – 24%) registered their worst performance in the legislative role; especially during plenary meetings. Indeed, none of these councilors produced a report from their monitoring visits. The low levels of education undermined effective debate and interaction among councilors and the highly educated technical staff whom they are presumably supposed to supervise. Without a doubt, there is a significant correlation between the level of education and performance as was seen among the best councilors who possessed degrees and post-graduate qualifications and those with the lowest level of education who performed least.

Figure 12: Level of Education of District Councilors in Luwero

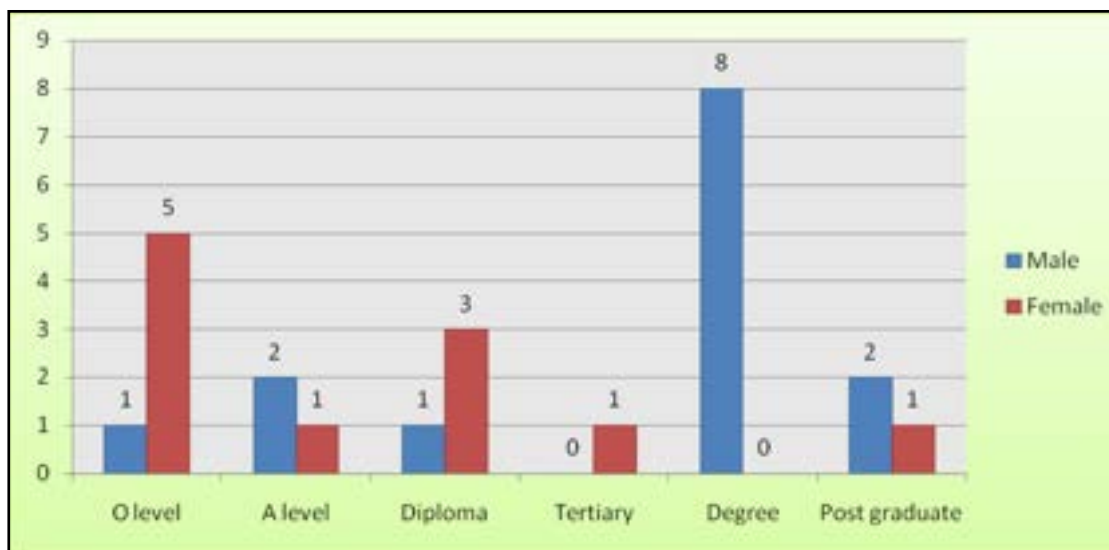


Source: Percentages based on authors computations from interviews with Councilors (2011).

b) Gender and level of education

The analysis revealed significant variation between men and women in terms of their levels of education. By and large, male councilors were more qualified as compared to their female counterparts as indicated in Figure 13. For instance, among the eight district councilors who possessed degrees, there was no female. Similarly, among the 6 councilors who possessed the lowest education qualifications ('O' Level), five were female and only one was male. In terms of overall performance, this finding is further confirmed by the very fact that male councilors registered a higher average performance than their female counterparts.

Figure 13: Gender and level of education

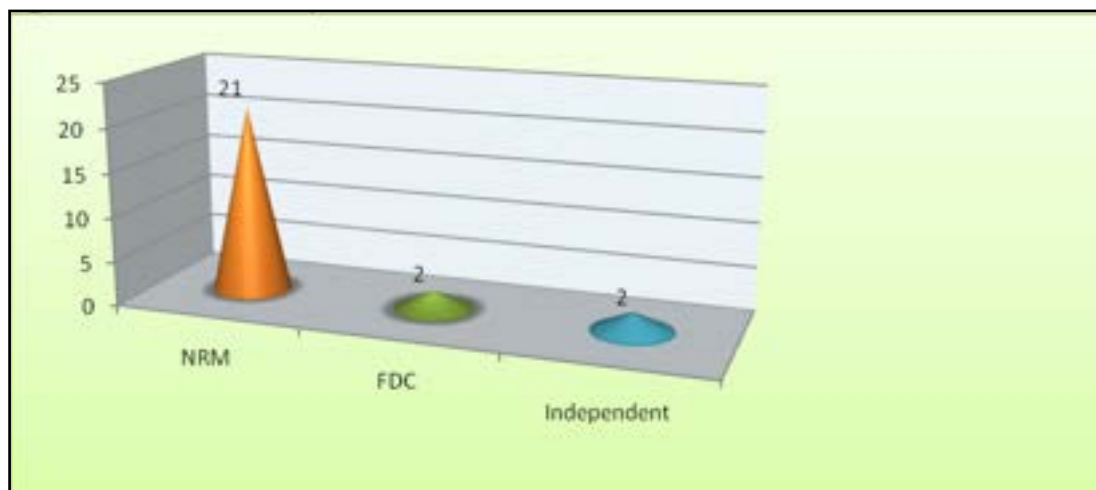


Source: Based on authors computations from interviews with Councilors (2011).

c) Political Party Affiliation

Analysis from these statistics reveals that the majority (78%) of the district councilors in Luwero district local government subscribed to the ruling party during the year under review. The district council only had two FDC and two independent councilors, all of whom exhibited fair performance. To this end, it is reasonable to argue that during the year under review, the dominance of one party had an impact on the overall performance of the council. As a matter of fact, the aggregate of 78% is accountable for both the best and worst-performing councilors as indicated in **Table 8** in this section.

Figure 14: Political Party Affiliation

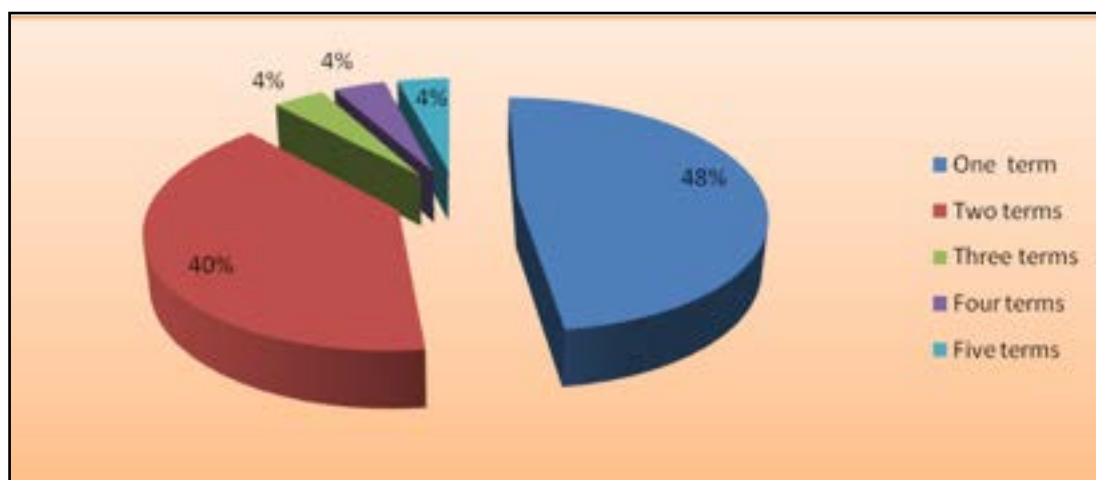


Source: Based on authors computations from interviews with Councilors (2011).

d) Number of terms served

Analysis from the findings reveals a high correlation between the number of terms served and the performance of the district councilors. The general perception that politicians need to stay in power longer in order to serve better was contradicted by the findings of the study. In reality, the best-performing male⁵³ and female⁵⁴ councilors had either served one or two terms and not more. In effect, it is not so much about how long leaders stay in council, but rather their understanding, appreciation and commitment to their roles and responsibilities that matters in executing their work. Overall, as indicated in Figure 15, councilors who had served one or two terms performed better than those who had served three or four terms.

Figure 15: Number of terms served



Source: Percentages based on authors computations from interviews with Councilors (2011).

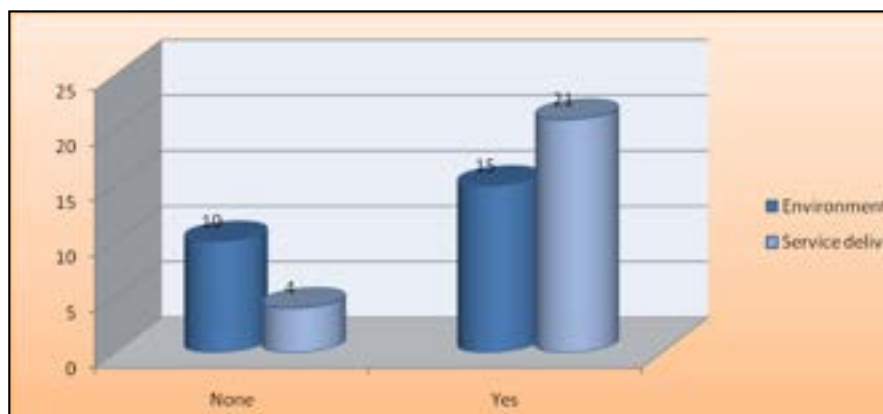
⁵³The best male councilor who was also the best-performing councilor overall, Rogers Mulindwa (83%) as well as the second best male councilor, Erasmus Musisi (73%) had served for one and two terms respectively.

⁵⁴The best female councilor Joy Namulindwa (54%) and the second-best female councilor, Aisha Shamim Kayaga (52%) had served for one and two terms consecutively.

e) Debates on issues of environment and service delivery

Whilst councilors are assigned a wide range of roles and responsibilities (executive, social and legislative), at the end of the day, their output and impact can only be measured by the quality of service delivery in the district. A critical analysis of Luwero district local government councilors’ contributions to debates on issues of environment and service delivery reveals a big gap between debates on the NPPAs and those on issues of environment, as shown in Figure 16 where 40% (10 out of 25) of the district councilors had not debated anything related to the environment and its protection during the year under review. On a positive note, the total number of councilors engaging in general service delivery issues was commendable.

Figure 16: Debate on issues of environment and service delivery



Source: Based on authors computations from interviews with Councilors (2011).

6.4.1 Councilors’ General Performance

Overall, the performance of individual councilors varied considerably with the highest score registered as 83 while the lowest was 26 out of 100 total points. From the assessment and FGDs, it is accurate to argue that with a few exceptions, councilors registered their best performance under their role of contact with the electorate. In contrast, councilors’ worst performance was found to be their monitoring of the NPPAs, a situation that can explain the poor state of the majority of social services in the district. In addition, although a number of councilors claimed to have

monitored some services, the number of service centres visited was not only found to be low, but councilors also failed to provide evidence to support their claims. Worse still, documents in form of monitoring reports still remained a problem to the majority of councilors. In terms of gender, male councilors still performed better than their female counterparts, with average scores of 59 and 45 points respectively, as was the case during the first assessment for FY 2008/09.⁵⁵

⁵⁵ From the first assessment, male councilors had an average score of 67.4 while their female counterparts registered an average score of 50.5 points. The best male councilor was Erasmus Musisi while the best female councilor was Rehema Kaaya.

Table 8: Performance of Luwero district councilors disaggregated by gender

Name of Councilor	Constituency	Gender	Legislative Role	Contact with Electorate	Participation in LLG	Monitoring NPPAs	Total
Rogers Mulindwa	Wobulenzi T.C	Male	24	23	2	34	83
Erasmus Musisi	Nyimbwa	Male	20	21	5	27	73
Jonathan Kasule	Bamunanika	Male	26	20	5	14	65
Mulani Mukiibi	Butuntumula	Male	24	16	5	19	64
Abdul Kasule	Katikamu	Male	24	16	5	18	63
Umaru Maalo	Kikyusa	Male	20	20	2	18	60
Swalley Makumbi	Katikamu	Male	20	13	0	25	58
John Kaweesa	Zirowe	Male	17	18	5	15	55
Muhamed Kadala	PWD	Male	18	17	2	17	54
Samuel Mulwana	Butuntumula	Male	24	23	0	6	53
Mbaalu Junju	Luwero T.C	Male	22	16	2	12	52
Wilson Luboyera Kyagaba	Makulubita	Male	18	11	2	21	52
Stephen Ssempe	Kalagala	Male	14	15	0	17	46
Richard Bwabye	Luwero	Male	20	15	2	7	44
Average			21	17	3	18	59
Joy Namulindwa	Youth	Female	20	21	0	13	54
Aisha Shamim Kayaga	Butuntumula	Female	20	16	0	10	46
Hellen Nsereko	Zirowe	Female	20	13	5	13	51
Carol Nalubega	Bamunanika	Female	16	14	5	15	50
Rehema Kaaya	Kalagala	Female	20	13	5	11	49
Rosette Katende	Luwero	Female	16	15	2	16	49
Proscovia Namansa	Katikamu	Female	20	20	0	9	49
Deborah Nalubega	Katikamu	Female	14	16	0	14	44
Aisha Ndagire	Bombo T.C/ Nyimbwa s/c	Female	12	18	2	11	43
Nakazi Luliika	Makulubita s/c	Female	10	14	0	12	36
Joyce Mirembe	Kamira s/c	Female	4	6	5	11	26
Average			16	15	2	12	45

Finally, it is important to note that while councilors in Luwero are legally empowered to effectively monitor and oversee the proper implementation of local government programmes, there are fundamental limitations such as their level of education, individual confidence and capabilities, obligation to their political parties and their ability to substantially debate in council that inhibit them from ensuring effective service delivery and respond to the demands of the voters and residents in the district.

7. LUWERO DISTRICT PERFORMANCE AND QUALITY OF PUBLIC SERVICES

7.1 Introduction

Results from the second assessment reveal a general decline in the overall performance of the district. This decline is further manifested in the stagnating state of socio-economic indicators discussed in section four of this report. Although some positive changes have been registered in improvement of councilors' contact with their electorate and documentation at the district council level, effective service delivery still remains a challenge to the district. The district remains dependent on central government transfers that sets priorities and pushes them onto Luwero with rigid rules and excessively specific guidelines which leave no space for the local government to re-adjust in line with local priorities. With the exception of contact with the electorate⁵⁶, as was the case during the first assessment, a number of councilors did not appreciate their roles in their entirety, while a number of community members still exercised ignorance of their councilors' legislative and monitoring roles. This situation can be explained by both internal and external factors.

7.2 Internal Factors

7.2.1 Marginalization of remote sub-counties

The general tendency to associate growth and development to ease of access to sub-counties has resulted in hard-to-reach sub-counties being seen as undesirable and undeserving of high quality of service delivery in Luwero. Kamira Sub-county is one such example of a remote and hard-to-reach sub-county that has suffered from the effects of being cut off in the district. In terms of service delivery, Kamira is a typical example of the worst quality of public service delivery in Luwero. In the education sector, the area has the worst schools and has also registered the worst pupil performances in the district over the last three years. The health sector has also suffered the wrath of isolation with the health centres in a poor state and the levels of staff absenteeism remaining the highest in the district as staff avoid working in the area even after they are posted to the health centres. Administratively, both the political and technical staff that were interviewed clarified that working in Kamira is considered a punishment or a demotion. What is most unfortunate is that, despite all these perceived problems; the sub-county has the best agricultural potential in the district due to its sparse population and vast acres of fertile soil that are perfect for both agriculture and cattle rearing.

7.2.2 Civic incompetence of councilors' roles and responsibilities

Having undergone the first assessment of FY 2008/09, Luwero's performance in terms of councilors' roles and responsibility was still wanting during the second assessment. Whilst all councilors had attended all the council sessions during the year under review, effective monitoring of critical service delivery issues was still lacking. For the majority of councilors, participation at sub-county meetings and the need to produce monitoring reports remained a challenge. Similarly, although the council in Luwero is professionally endowed with councilors from various professional backgrounds, there are low levels of exploitation of their skills to guide council over specific issues.⁵⁷

⁵⁶ This was the best performed parameter with an average score of 23 out of 30 possible points.

⁵⁷ Only 16% of the councilors scored full marks under indicator (IV) of the legislative role. Under this indicator, councilors were assessed on whether they had provided special skills or knowledge to the council or committee.

7.2.3 Ineffective Participation in LLGs

As a conscious response to one of the recommendations from the first assessment in Luwero, the majority of councilors improved their attendance of sub-county council meetings.⁵⁸ However, there was no evidence to support their claims of attendance. For example, there was no documented evidence from Katikamu and Kikyusa sub-counties to substantiate the claims made by the area councilors. A critical review of the council minutes and visitors' books at the sub-counties did not indicate their attendance. The situation was made worse when it came to making official communication during the sub-county meetings.

7.2.4 Poor record keeping

Despite improved performance in councilors' monitoring of the NPPAs, record keeping from the monitoring remains a challenge to the majority of councilors in Luwero. This perhaps explains the subsequent poor performance in terms of follow up activities, a situation that renders the initial monitoring almost pointless.

7.3 External Factors

7.3.1 High dependence on Central Government funding – the budget architecture

Luwero district local government is highly dependent on the central government for its budget. As discussed in Section 5 of this report, the central government transfers increased from 97 per cent (FY 2008/09) to 98.3 per cent during the year under review. This level of dependency affects service delivery and overall performance of the district. Most grants from the central government are conditional and therefore earmarked for specific services. Only a slight degree of flexibility is permissible, but even so with restrictions. The unconditional grant, which is the only grant that LGs may use as part of their revenues, is mainly used to pay staff salaries. In many instances, these funds are not adequate and thus create a funding gap. This gap means that the district has to operate below the acceptable minimum personnel structures.

7.3.2 Low civic awareness among community members

With the improved contact between councilors and their electorate after the first year of assessment, some communities have been reached and educated about their leaders' roles and responsibilities. This situation, however, is not yet widespread in all communities in the sub-counties. Evidence from the FGDs that were conducted in all sub-counties in the district revealed low levels of knowledge on councilors' roles and responsibilities by the electorate. For example, in Butuntumula Sub-county respondents were astounded to discover that it was their councilor's obligation to organize community meetings and ensure that their views were heard and followed up. In many cases, they noted that they usually met with the area councilor at burials, weddings and community parties. In Kikyusa, community members interviewed displayed ignorance about how effective their area councilor would be in instigating any change in service delivery. In the same sub-county, the community members did not know the name of their local area councilor, claiming that the local area MP was best suited to deal with their problems.

⁵⁸ This was revealed by the district councilors at the district inception meeting held in May 2011 at Luwero district headquarters. During the score-card training, councilors applauded the LGCSCI that helped them do their work better at sub-county level. It was further verified from the review of the various of sub-county minutes.

7.3.3 Weakening decentralization policy

Findings from almost all community focus groups revealed an apparent collapse of the bottom-up planning approach – a very key principle in the decentralization framework as decisions for service planning were being decided on by the central government. In Makulubita, Kalagala and Katikamu sub-counties, for example, community members that were interviewed lamented that although they attended community meetings, their priorities were not considered. This meant that local priorities were set for the local communities by the central government without considering the typical local needs in these communities.

7.3.4 Political power without authority over planning and budgeting

Legally and politically, local government councils are responsible for all local government functions as stipulated in the Local Government Act, including; planning, financial accountability and the delivery of public goods and services. However, Luwero political leadership holds no controlling or other appropriate authority to determine or direct how the funds allocated to the district are utilized. The Chief Administrative Officer, who is the accounting officer of the district, is appointed by the central government. Secondly, the various ministries, including those responsible for local government and finance have developed a set of guidelines and procedures that limit the involvement of the local government council in the management of the district's financial resources, including the procurement process. The guidelines and procedures enjoin the council to the technical agencies of the Local Government to oversee the use of funds, but to ensure that they do not get involved in the governance of these resources. This is popularly referred to as the "eyes on, hands off" approach to the governance of Local Government Council financial resources.

8. IMPACT FROM THE FIRST ASSESSMENT

Despite the decline in the overall performance of Luwero district councilors, it was remarkable and effortless to register reassuring levels of improvement in some aspects of their work during the year under review. The fact that the first assessment was undertaken during the last four months of the year under review (second assessment) meant that, for progressive and foresighted councilors, there was room for improvement in the execution of their duties. A critical analysis from the scorecard findings reveals improved performance among councilors' contact with their electorate and the council's conduct of business, albeit with limitations.

8.1 Contact with the electorate

Improvement was illustrious in regard to councilors' contact with the electorate in Luwero District. Indeed, contact with the electorate was the best performed parameter overall. The fact that this was a follow-up assessment perhaps provided an opportunity for the majority of the councilors to put their house in order by developing programmes of meetings with their electorate. However while the district political leadership is applauded for this improvement, it is important to note that challenges still linger around keeping record of issues that arise from the community meetings. This was particularly true in Kikyusa, Kalagala and Makulubita sub-counties and Wobulenzi TC where evidence from the FGDs revealed overwhelming enthusiasm on the part of the community members regarding improved contacts with their area councilors.

8.2 Improved record keeping at council level

A detailed investigation of the district council minutes presents a general improvement in record keeping at the level of the district council. As a follow-up to a recommendation made in the first assessment report, the clerk to council does not only make attributions to individual councilors' contributions but also goes on to highlight details of issues that may need follow up. Having been rated as the best district during the first LGCSC assessment,⁵⁹ Luwero district council took a conscious decision to discuss the assessment report and made outstanding commitments to uphold the performance of the district.⁶⁰ In particular, the district council minutes presented a reassuring scenario of detailed discussion on pertinent issues and challenges that continued to bedevil the social sectors of education, health, access to water, roads, agriculture and the environment. This improvement can clearly be seen in Table 8 in section four of this report.

⁵⁹ See Tumushabe, G., et.al. (2010) Uganda Local Government Score-card Report 2008/09: A comparative Analysis of Findings and Recommendations for Action. ACODE Policy Research Series No. 32, 2010. Kampala.

⁶⁰ Minutes of Luwero District Local Government Council meeting held on 15/06/2010.

9. GENERAL CONCLUSION AND RECOMMENDATIONS

9.1 Conclusion

A succinct comparison of the first and second assessments for Luwero District reveals a decline in the general performance especially among the councilors. This perhaps explains the current state of affairs with regard to the selected socio-economic indicators discussed in section four of this report. The lessons and gains learned from the first assessment should be consolidated by the district council. Councilors' roles and responsibilities should be seen in form of effective monitoring of government programmes, production of reports to the district council and the need to ensure that follow-up actions are undertaken. In sum, it is not enough to monitor; it also matters if councilors document their findings and ensure that remedial actions are undertaken by the relevant district officials. At the national level, a greater level of liberty should be accorded to local governments in allocating finances in line with local priorities. It is seriously anomalous for the central government to set priorities and then push them onto local governments with rigid rules and excessively specific guidelines which leave no space for the local governments to make adjustments in line with their assessment of local priorities.

9.2 Recommendations

9.2.1 Advocacy for a changed budget architecture

A critical analysis of the Luwero district local government budget over the two assessment years reveals increasing dependence on the central government for funding.⁶¹ This dependence makes the district local government a mere agent of the central government rather than a fully fledged local government as envisioned under the Local Government Act. In essence, Luwero district local government cannot be expected to drastically improve local service delivery with the current local budget architecture and needs to work closely with other local governments to lobby to change this architecture. At the end of the day, the national budget should be shared equally (50/50) between the central government and all the local governments and financial distribution should reflect the equal importance of all districts.

9.2.2 Orientation of district councilors

It is not true that any political leader who assumes office at the district level automatically knows his or her duties and responsibilities. The fact that findings from the second assessment still revealed that a number of councilors did not appreciate their roles and responsibilities in their entirety means that there is a knowledge gap that still needs to be addressed. Councilors should be trained on an annual basis about their roles and responsibilities, report writing and how to monitor effectively. Emphasis should be put on newly elected councilors as they begin their term of office. Civil society efforts such as the Local Government Council Score-card inception meetings and community Focus Group Discussions at district and sub-county level should be applauded and upheld as important avenues through which councilors and citizens learn about their political roles. The Ministry of Local Government should consider training councilors in specialized skills such as advocacy and the chain of administrative communication so they know who to raise their issues with and can effectively instigate change through the policy of decentralization.

⁶¹ During FY 2008/09, central government transfers contributed to 94% of the total district budget. During the FY under review, the dependence increased to 97.3%

9.2.3 Undertake effective monitoring

Having been equipped with the requisite skills, councilors should undertake effective monitoring. There is no doubt about the positive impact that can accrue from effective political monitoring. Since political leaders do not undertake technical implementation of activities, their most important role in the service delivery chain is that of monitoring. In any case, effective monitoring is one of the few processes that can positively impact on the quality of local service delivery. For that matter, political leaders (district chairman and councilors) should strengthen their monitoring in order to ensure that the right quality and quantity of services are delivered to the electorate, because they are people's representatives and their monitoring roles must be taken seriously.

9.2.4 Mandatory quarterly reports from councilors

Monitoring is not complete if documentation is not emphasized. The general improvement in councilors' monitoring and contact with the electorate is a welcome move but should be made effective by ensuring proper documentation of councilors' work in the sub-counties. It is recommended that council introduces a mandatory requirement for councilors to produce individual monitoring reports from their constituencies. These reports should reflect an individual councilor's work in a sub-county regardless of the committee on which he or she serves. This is based on the fact that in Luwero, just like many other districts assessed, councilors usually associated their monitoring solely with committee monitoring and neglected to monitor areas of service delivery that were not related to their particular committee.

9.2.5 Improve civic awareness - Demand accountability deficit

On the basis of their experience with the majority of the community meetings, high levels of ignorance regarding councilors' roles and responsibilities were eminent. This means that there is a knowledge gap that undermines the community members' capacity to demand for accountability as they cannot do so when they do not know what they are entitled to. At the political leadership level, there is need for continuous councillor orientation and training to remind them of their constitutional obligations. The fact that councilors associate their good performance with the number of burial ceremonies and other social functions they attend clearly shows misunderstanding of councilor roles and responsibilities and undoubtedly impacts negatively on the quality of service delivery. At the community level, more work has to be done if community members are to effectively demand for quality services from their area councilors. Currently, when citizen sensitization meetings are called in the majority of communities in Luwero, members regularly display a disinterest and a lethargic attitude towards the opportunity of political sensitization. It is recommended that citizens recognize that their rights and responsibilities go hand-in-hand and one cannot be demanded for without the other.

9.2.6 Improved record keeping and documentation

A critical analysis of the second assessment for Luwero District reveals that the dwindling performance of the majority of councilors can be attributed to poor record keeping and documentation. It is recommended that councilors take the need for proper documentation seriously. Councilors should ensure that they pass correctly formatted documentation to the relevant district offices in order to instigate the changes they have suggested. The improved efforts in monitoring are acknowledged and appreciated; however, documentation and

follow-up actions are extremely vital. At the district council level, the improved recording of proceedings of council meetings by the clerk is applauded and should be upheld with greater attention paid to follow-up actions.

9.2.7 Remuneration for councilors

Councilors have many responsibilities as stipulated in the Local Government Act; and, at the very least, their expenditures on council business or activities that are part of their responsibilities need to be reimbursed. It is also recommended that on top of reimbursement, a substantial financial incentive be added to increase councilors' motivation to undertake their job roles and responsibilities more effectively. Councilors' residence in their constituency and in close proximity to the community means that they are the lifeline of communication from the citizens to the district and need adequate facilitation to enable them perform their job roles and responsibilities to their maximum potential.

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ANNEXES

Annex 1: List of Political Leaders and Councilors in Luwero District

1	Ndawula Ronald	District Chairperson
2	Balwana Nakibinge	District Speaker Kamira
3	Musisi Erasmus	Secretary Health & Education Nyimbwa
4	Mulindwa Rogers	Secretary for Works Wobulenzi
5	Kayaga Aisha Shamim	Butuntumula Vice Chairperson
6	Ssempe Stephen	Kalagala (Secretary Finance)
7	Bwabye Richard	Chairperson-Luwero Sub-county
8	Nalubega Carol	Bamunanika
9	Kasule Abdul	Bombo
10	Kasule Jonathan	Bamunanika
11	Kaweesa John	Zirobwe
12	Katende Rosette	Luwero
13	Kadala Mohammed (PWD)	Bombo
14	Makumbi Swalleh	Katikamu
15	Mulwana Samuel	Butuntumula
16	Namansa Proscovia	Katikamu
17	Hellen Nsereko	Zirobwe
18	Nalubega Deborah(PWD)	Katikamu
19	Mulani Mukiibi .S	Butuntumula
20	Musoko O Omaalo	Kikyusa
21	Namulindwa Joy	Luwero Dist Youth
22	Mirembe Joyce	Kamira/Kikyusa
23	Kasule Mbaalu Junju	Luwero Town Council
24	Ndagire Aisha	Bombo
25	Luboyera Kyagaba	Makulubita
26	Rehema Kaaya	Kalagala
27	Nakazzi Lulika. H	Makulubita

Annex 2: ANNEX 2: FGD GUIDE

Procedure:

- a) Hold at least two FDGs in every sub county (division).
- b) Mobilize between 8 - 12 community members in each sub county (division).
- c) Register all members in attendance.
- d) DO NOT give community members money for anything (transport etc).

General introduction: (ACODE, LGCSCI)

A. Ice breaking and general questions

- How would you describe the state of the following in your sub county
 - o Health Units
 - o Water
 - o Schools
 - o Roads
 - o Agricultural services
- Who in your opinion is responsible for the state you have described above?
- What can be done to address the issues you have raised above?

B. Civic awareness and competence

- What in your opinion is the role of political leaders in your
 - o District
 - o Sub county
- Who are the critical political leaders in your
 - o District
 - o Sub county
- Where in your opinion do political leaders derive their authority?
- In your opinion, do political leaders have the capacity to deliver on service delivery?
- Explain the reasons provided above?
- As citizens do we have a say in the way political leaders perform their roles?

C. Identification of a councillor

- Do you know the names of the sub county councillor (probe for both male and female)?
- How long has he/she been a councillor for this area?
- In your opinion what is the main role of a councillor?
- What has been his/her main contribution to this sub county
- Does the councillor have an office in your sub county?
- How often do you interact with the councillor
- What are the major avenues for interaction with the councillor

D. Civic Awareness: (here the researcher should talk to the participants on the following)

- Briefly talk about the parameters in the scorecard – emphasizing that these are the core roles and responsibilities of councillors in Uganda;
- Role of citizens in service delivery (monitor and report to your councillor).

Tools for Citizens Expression in Demanding for Accountability		
Engagement	Civil Action	Written Expression
<ul style="list-style-type: none"> ○ Participation in Budget Meetings ○ Participation in barazas/citizens forums ○ Participating in elections through voting ○ Actively supporting candidates ○ Lobby meetings ○ Media debates (Radio, TV, Internet, etc) ○ Whistle blowing ○ Citizen journalism 	<ul style="list-style-type: none"> ○ Demonstrations ○ Civil disobedience ○ Boycotts ○ Public interest litigation ○ Strikes ○ Citizens arrest ○ Summons by citizens ○ Recalls 	<ul style="list-style-type: none"> ○ Letters ○ Petitions ○ Media articles ○ Telephone calls ○ Text messages

- **Engagement:** Citizens’ demand for performance and accountability through engagement is the epitome of a democratic society. Citizens engage in processes such as budgeting, elections, citizens’ forums, etc because they have confidence that they are listened to and their views are taken into account. In the case of Uganda, this is the situation that obtained during the 1990s as epitomized through the constitution making processes, the Poverty Eradication Action Plan (PEAP) process and the introduction of participatory budgeting processes.
- **Written Expressions:** However, sometimes states enter into a democratic reversal process. In that state (i) citizens feel that they are not listened to; (ii) the accountability responsibilities of state institutions are either no longer clear or overlap hence creating institutional inertia; and even if citizens engage, it is apparent that their proposals and concerns are not reflected in policy and decision making. When a state enters into a democratic reversal process, citizens shift from the engagement mode to using written expressions to demand for accountability. Citizens are therefore more likely to write letters to their leaders, or letters and opinions to the media, make telephone calls or use SMS media to mobilize citizen action. In the case of Uganda, open air talk shows have also been used as a tool to demand accountability from leaders.
- **Civil Action:** Civil action tools are mainly used when there is a breakdown and loss of trust in governments and, the utility of demanding accountability and performance through a democracy process is severely diminished. When citizens lose trust in the ability of government systems and institutions to address their concerns and grievances, they turn to civil actions such as demonstrations, civil disobedience, boycotts or even recalls of elected leaders. For example, the 2006 demonstrations to safeguard Mabira Central Forest Reserve were a citizens’ response to the failure of Government to respond to demands for more responsible stewardship of the environment by state agencies and the President.

Annex 3: Score-cards

Luwero District Local Government Score Card

Total Score: 69

Parameter/Indicator	Actual Score	Maximum Scores
1 LEGISLATIVE ROLE	11	25
i) Adopted model rules of Procedure with/without amendments	2	2
ii) Motions passed by the council	3	4
iii) Ordinances enacted by the council	0	4
iv) Public Hearings	0	5
v) Evidence of legislative resources	2	4
vi) Petitions	0	2
vii) Focused Tours	3	3
viii) Held council meetings on time	1	1
2 ACCOUNTABILITY TO CITIZENS	21	25
i) Fiscal Accountability	2	3
ii) Political Accountability	8	10
iii) Administrative Accountability	9	10
iv) Involvement of CSOs, CBOs, Citizens	2	2
3 PLANNING & BUDGETING	16	25
i) Existence of Plans, Vision and Mission Statement	10	10
ii) Local Revenue	6	15
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES	21	25
i) Education	3	4
ii) Health	4	4
iii) Water and Sanitation	2	4
iv) Roads	3	3
v) Agriculture and Extension	3	3
vi) Functional Adult Literacy	2	3
vii) Environment and Natural Resources	3	4
Total	69	100

Chairperson's Score-Card

Name of Respondent: Ronald Ndawula
Constituency: Luwero District
Gender: Male
No. of Terms served: 1
Political Party: Independent
Score: 80

Parameter/Indicator	Actual Scores	Maximum Scores
1 POLITICAL LEADERSHIP	30	30
i) Presiding at meetings of Executive Committee	3	3
ii) Monitoring and administration	12	12
iii) Overseeing Performance of civil servants	5	5
iv) Overseeing the functioning of DSC and other boards/committees	4	4
v) Engagement with central government and national institutions	6	6
2 LEGISLATIVE ROLE	11	15
i) Regular attendance of council sessions	2	2
ii) Motions presented by the Executive	6	6
iii) Bills presented by the Executive	3	7
3 CONTACT WITH ELECTORATE	8	10
i) Programme of meetings with Electorate	4	6
ii) Handling of issues raised and feedback to the electorate	4	4
4 INITIATION OF COMMUNAL DEVELOPMENT ACTIVITIES/ PROJECTS	10	10
i) Projects initiated	2	2
ii) Contributions to communal Projects/activities	4	4
iii) Linking the community to Development Partners/NGOs	4	4
5 MONITORING NPPAs	21	35
i) Monitored Agricultural services	3	5
ii) Monitored functional Adult literacy session	3	5
iii) Monitored Health units in every Lower local government	3	5
iv) Monitored schools in every sub-county	3	5
v) Monitored road works in every sub-county	3	5
vi) Monitored water sources in every sub-county	3	5
vii) Monitored Environment and Natural Resources protection	3	5
Total	80	100

Speaker's Score-Card

Name of Respondent: Balwana Nakibinge
Constituency: Kamira Sub-county
Gender: Male
No. of Terms served: 2
Political Party: NRM
Score: 52

Parameter/Indicator	Actual Scores	Maximum Scores
1 PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL	19	30
i) Chairing lawful council/ meetings	3	3
ii) Rules of procedure and Minutes	10	10
iii) Business Committee	0	5
iv) Organisation of business of council	6	6
v) Provided special skills/knowledge to the Council or committees	0	6
2 CONTACT WITH ELECTORATE	20	23
i) Meetings with Electorate	13	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county Council sessions	2	5
4 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	13	42
i) Monitoring of Health Service delivery units	1	5
ii) Monitoring Agricultural Projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring Education facilities	1	7
v) Monitoring Road projects	1	7
vi) Monitoring Water facilities	4	7
vii) Monitoring Environment and natural resources	4	6
TOTAL	52	100

Councillor's Score-Cards

Name of Councillor Rogers Mulindwa
Constituency Wobulenzi T.C
Gender Male
Number of terms served One term
Political Party NRM

Score: 83

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	24	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	10	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	23	23
i) Meetings with electorate	16	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	34	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	7	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	7	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
TOTAL	83	100

Name of Councillor Erasmus Musisi
Constituency Nyimbwa
Gender Male
Number of terms served Two terms
Political Party NRM

Total 73

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	21	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	3	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	27	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	7	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	7	7
vii) Monitoring environment and natural resources	0	6
TOTAL	73	100

Name of Councillor Jonathan Kasule
Constituency Bamunanika s/c
Gender Male
Number of terms served Four terms
Political Party NRM

Total 65

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	26	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	6	10
iv) Provided special skills/knowledge to the council or committees	4	4
2 CONTACT WITH ELECTORATE	20	23
i) Meetings with electorate	13	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	3	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	14	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	65	100

Name of Councillor Mulani Mukiibi
Constituency Butuntumula S/C
Gender Male
Number of terms served Two terms
Political Party NRM

Total 64

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	24	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	8	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	16	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	3	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	19	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	7	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	6	6
TOTAL	64	100

Name of Councillor Abdul Kasule
Constituency Katikamu South
Gender Male
Number of terms served One term
Political Party NRM

Total 63

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	24	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	8	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	16	23
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	3	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	18	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	63	100

Name of Councillor: Umaru Maalo
Constituency: Kikyusa
Gender: Male
Number of terms served: Three terms
Political Party: NRM
Total: 60

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	20	23
i) Meetings with electorate	13	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	18	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	60	100

Name of Councillor: Swalley Makumbi
Constituency: Katikamu
Gender: Male
Number of terms served: Two terms
Political Party: NRM
Total: 58

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	6	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	13	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	25	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	7	7
vii) Monitoring environment and natural resources	6	6
TOTAL	58	100

Name of Councillor: John Kaweesa
Constituency: Zirobwe s/c
Gender: Male
Number of terms served: Two terms
Political Party: FDC

Total: 55

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	17	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	0	10
iv) Provided special skills/knowledge to the council or committees	1	4
2 CONTACT WITH ELECTORATE	18	23
i) Meetings with electorate	13	16
ii) Office or coordinating centre in the constituency	5	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	3	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	15	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	7	7
vii) Monitoring environment and natural resources	0	6
TOTAL	55	100

Name of Councillor: Muhamed Kadala
Constituency: PWD
Gender: Male
Number of terms served: Two terms
Political Party: NRM

Total 54

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	18	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	17	23
i) Meetings with electorate	10	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	17	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	6	6
TOTAL	54	100

Name of Councillor: Joy Namulindwa
Constituency: Youth
Gender: Female
Number of terms served: One term
Political Party: NRM

Total: 54

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	21	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	13	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	7	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	54	100

Name of Councillor: Samuel Mulwana
Constituency: Butuntumula
Gender: Male
Number of terms served: One term
Political Party: NRM

Total 53

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	24	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	8	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	23	23
i) Meetings with electorate	16	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	6	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
TOTAL	53	100

Name of Councillor: Mbaalu Junju
Constituency: Luwero T.C
Gender: Male
Number of terms served: One term
Political Party: Independent
Total: 52

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	22	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	8	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	16	23
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	5	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	12	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	7	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
TOTAL	52	100

Name of Councillor Wilson Luboyera Kyagaba
Constituency Makulubita
Gender Male
Number of terms served One term
Political Party NRM
Total 52

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	18	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	11	23
i) Meetings with electorate	7	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	21	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	7	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	52	100

Name of Councillor: Hellen Nsereko
Constituency: Ziobwe S/C
Gender: Female
Number of terms served: Five terms
Political Party: NRM

Total 51

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	13	23
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	5	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	3	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	13	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	51	100

Name of Councillor: Carol Nalubega
Constituency: Bamunanika
Gender: Female
Number of terms served: Two terms
Political Party: NRM

Total 50

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	16	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	14	23
i) Meetings with electorate	7	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	3	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	15	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	50	100

Name of Councillor: Rehema Kaaya
Constituency: Kalagala s/c
Gender: Female
Number of terms served: One term
Political Party: NRM
Total 49

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	13	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	3	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	11	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6

TOTAL	49	100
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Name of Councillor: Rosette Katende
Constituency: Luwero S/C
Gender: Female
Number of terms served: One term
Political Party: NRM

Total: 49

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	16	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	2	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	15	23
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	16	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	49	100

Name of Councillor: Proscovia Namansa
Constituency: Katikamu s/c
Gender: Female
Number of terms served: Two terms
Political Party: NRM
Total: 49

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	6	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	20	23
i) Meetings with electorate	15	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	9	42
i) Monitoring of health service delivery units	2	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	3	7
vii) Monitoring environment and natural resources	0	6
TOTAL	49	100

Name of Councillor: Aisha Shamim Kayaga
Constituency: Butuntumula s/c
Gender: Female
Number of terms served: Two terms
Political Party: NRM
Total: 46

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	16	23
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	5	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	10	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	4	6
TOTAL	46	100

Name of Councillor: Stephen Ssempe
Constituency: Kalagala
Gender: Male
Number of terms served: Two terms
Political Party: NRM
Total: 46

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	15	23
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	17	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	7	7
vii) Monitoring environment and natural resources	0	6
TOTAL	46	100

Name of Councillor: Deborah Nalubega
Constituency: Katikamu North
Gender: Female
Number of terms served: One term
Political Party: FDC

Total 44

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motion in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	16	23
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	14	42
i) Monitoring of health service delivery units	2	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	3	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	3	7
vii) Monitoring environment and natural resources	0	6
TOTAL	44	100

Name of Councillor: Aisha Ndagire
Constituency: Bombo T.C/ Nyimbwa s/c
Gender: Female
Number of terms served: One term
Political Party: Independent
Total: 43

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	12	30
i) Participation in plenary sessions	2	8
ii) Participation in committees	6	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	18	23
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	2	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	11	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
TOTAL	43	100

Name of Councillor: Richard Bwabye
Constituency: Luwero
Gender: Male
Number of terms served: One term
Political Party: NRM
Total: 44

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	15	23
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	7	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
TOTAL	44	100

Name of Councillor: Nakazi Luliika
Constituency: Makulubita s/c
Gender: Female
Number of terms served: One term
Political Party: NRM
Total: 36

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	10	30
i) Participation in plenary sessions	2	8
ii) Participation in committees	8	8
iii) Moved a motion in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	14	23
i) Meetings with electorate	10	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	12	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
TOTAL	36	100

Name of Councillor: Joyce Mirembe
Constituency: Kamira s/c and Kikyusa s/c
Gender: Female
Number of terms served: Two terms
Political Party: NRM
Total: 26

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motion in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	15	23
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	2
ii) Made at least 4 official communication to lower local councils	0	3
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	7	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
TOTAL	26	100

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