



Advocates Coalition for Development and Environment
Plot 96, Kanjokya Street, Kamwokya
P. O. Box 29836, Kampala Tel: +256 312 812150
Email: acode@acode-u.org; library@acode-u.org
Website: <http://www.acode-u.org>

LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Tororo District Council Score-Card Report FY 2013/2014

Authors: Esther Wasagali and Judith Nagginda

BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Tororo District Local Government under the Local Government Councils' Score-card Initiative (LGCSCI), an evidence based project implemented by ACODE in partnership with ULGA with support from DGF. It seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. The initiative is implemented in 30 districts, including Tororo which was being assessed for the third time. The initiative uses the score-card – an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councillors with focus on their roles and responsibilities as stipulated in the Local Government Act CAP 243 (as amended).

The annual assessment process is conducted by teams of researchers across the 30 districts partaking in the LGCSCI assessment. The research process involves a review of key district documents, interviews with key respondents and consultations with citizens through focus group discussions (FGDs). Following the data collection process, data is cleaned and analysed to identify key themes and patterns wherein a district report detailing the findings is produced for each of the assessed districts (full reports are available online; <http://www.acode-u.org/>). LGCSCI also produces and disseminates a 'National Synthesis Report' that provides trends analysis for all 30 of the assessed districts. Both reports are disseminated nationally with districts receiving copies of both their specific reports and copies of the National Synthesis Report.

OVERVIEW OF TORORO DISTRICT DURING FY2013/14

Tororo District leadership comprises of both technical

and political teams. The political leadership was headed by Hon. Emmanuel Osuna who was supported by 33 elected councillors while the technical leadership was headed by Mr. Oswan Vitalis Kituyi as the Chief Administrative Officer (CAO). Both political and technical leaders work with a team to co-ordinate government business throughout various levels within the district.

Tororo District is endowed with the tertiary pre-Elgon volcanic rocks, Tororo rock and Osukuru hills. As a result, the district is home to industries which manufacture cement, corrugated roofing sheets, fertilizers and fungicides. The main economic activity for Tororo District is agriculture with the production of both food and cash crops; cotton is the main cash crop.

Tororo District has a total of 163 government aided primary schools with a total enrollment of 143,504 pupils. The Teacher Pupil Ratio in the district is 1:77; much higher than the national target of 1:45. Research indicated that the increased enrollment has overwhelmed the number of teachers available with, for example, Ojulai primary school having 875 pupils and only 6 teachers.

The average safe water coverage in Tororo District stands at 60.8 per cent and pit latrine coverage stands at 76 per cent whilst hand washing coverage is 37 per cent. Both pit latrine and hand washing coverage is lower than the national standard (14 per cent and 27 per cent, respectively). The extensive latrine coverage is attributable to the work of international NGO Plan Uganda who runs projects against open defecation. Research findings indicated that despite good statistics and NGO support, water problems in Tororo District result from the negligence of the community in maintaining the water sources, the sharing of water sources with animals to and the regular breakdown of boreholes which leaves the community with no clean water for human consumption. Table 1 provides a summary of additional service delivery indicators and levels of achievement for the key service delivery sectors.

Table 1: Service Delivery Indicators in Tororo District (FY2013/14)

Sector	Indicators	National standard/ NDP target	District Target 2013/14	Level of achievement 2013/14
Education -Primary Education	Enrollment	-	No target	141,789
	Pupil Classroom Ratio (PCR)	55:1	No target	76:1
	Pupil Teacher Ratio (PTR)	55:1	76:1	76:1
	Pupil to Desk Ratio (PDR)	3:1	3:1	5:1
	PLE Performance	-	No targets	Div 1 -262 Div II-2402 Div III-2501 Div IV- 1464 U-1440 X- 244
Health Care services	No of O.P.D new attendance	60%	500,300	545,899
	No and % children immunized with DPT3	35%	20,432	15,009
	No and % preg. Mothers receiving IPT2	-	15,009	9,957
	No. and % pregnant women attending ANC 4	-	15,009	4445
	No of family planning services(news acceptors)	506/100,000	101,061	8,844
	No of women attending ANC and tested for HIV	88/1000	25,015	15,143
	No of mothers delivering in Health facilities		12,282	6,954
	% of established posts filled by trained health workers		60%	51
	Latrine Coverage	53.7%	76	76.4%
Road Sub-Sector	Km of roads under routine maintenance	-	492 km	-
	Km of roads rehabilitated	-	31.5km	
	Construction of diameter pipe culverts	-	3180 mm	-
	Opening up new community roads	-	36.4km	-
Water and sanitation	Water coverage		100%	60.8
	Number of boreholes sunk		676	92
	Number of boreholes rehabilitated	-		-
	Functionality of water sources	80%	-	92%
	Proportion of the population within 1km of an improved water source		No target	-
	Pit latrine coverage	90%	76%	76.4%
	Access to safe water			-
Agriculture	Number of extension workers per sub-county	-	Not known	
	Number of service points	-	Not known	
	Number of demonstration farms	-	Not known	
	Technical back-up visits	-	Not known	
FAL	Number of instructors		57	57
	Number of participants		No target	1923
	Number of service centres	-	-	256
Environment and Natural Resources	Staffing Level	-	No target	
	District Environment Action Plan	-	N/A	Integrated DDP
	Preparation of District Wetland Ordinance	-	1 ordinance	Under review
	Monitor wetland systems in the district	-	3 planned.	All done
	Establishment of Agro-forestry nurseries		5 planned.	3 centres Planted
	Produced District Forest Development Plan	-	1	1
	District Wetland Action Plan	-	1	Integrated in DDP.

FACTORS AFFECTING SERVICE DELIVERY IN TORORO DISTRICT

- a) **Budgetary Constraints:** Tororo District remains heavily reliant on central government transfers that accounted for over 18,647,304,840/= of the total revenue in FY 2013/2014. Meanwhile, locally generated revenue accounted only for 447,364,272/= and donor contributions 404,362,000/=. However, with the existing potential the district may be able to increase their revenue collection and ease reliance on central government funding.
- b) **Limited Support Supervision and Operations Repairs and Maintenance:** Inadequate and limited supervision led to delays in the implementation of work contractors. For example, the procurement of goods for planned activities was problematic, particularly the supply of road maintenance tools for road repairs and sourcing suitable contractors for extending water delivery points at Paya Sub-county.
- c) **Unfulfilled Political Promises from Councillors:** Some councillors did not perform their activities well because their morale was low due to unfulfilled promises. There was an apparent failure on the part of some councillors to distinguish between the functions of the political and technical arms of the local government and thus promises were made to the electorate that were not within the means or the mandate of the political arm of local government.
- d) **Challenges of Keeping Contact with the Electorate:** It was observed that district councillors had not officially scheduled plans for meeting their electorate and therefore did not conduct formal meetings. The few councillors that did maintain contact with their electorate did so during social functions such as church services, weddings and burials.
- e) **Low levels of Participation in Sub-County Council Meetings:** Researchers registered a poor performance of district councillors attendance at sub-county council meetings.

SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act. While all the four categories of Tororo District Local Government political staff are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles.

As the political head of the district, the district chairperson is also assessed on their political

leadership as well as the initiation of and participation in development projects in their electoral area. The speaker is assessed primarily as a councillor with an additional scoring requirement of presiding over and the preservation of order in council. The district council, the highest organ in the district, is assessed against planning and budgeting requirements and in providing accountability to citizens.

Table 2: Tororo District Council Score-card FY 2013/14

		2011/12	40	100	
Trends in Performance	2012/13	55	100		
	2013/14	69	100		
	% change	25			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	The District Council adopted and operationalized rules of procedures in 2011 although only a partial payment was made to ULGA. Evidence was availed to demonstrate that the DEC met 22 times as was evidence of motions on ordinances in place. Five conflict resolutions were handled and training on procurement was carried out. Evidence was also availed of a visit to Soroti Jinja and Mukono for the council to learn about policy formulation and revenue enhancement.	
	Membership to ULGA	1	2		
	Committees of Council	3	3		
	Motions passed	1	3		
	Ordinances	1	3		
	Conflict Resolution	1	1		
	Public Hearings	0	2		
	Legislative resources	4	4		
	Petitions	1	2		
	Capacity building	1	3		
	Sub total	15	25		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	The District Council displayed financial information on releases for projects at notice boards at the sub-county and district headquarters. Evidence of partnerships with CSOs, CBOs and the private sector in provision of services was availed and several CSOs submitted their activity reports to the district.	
	Political Accountability	6	8		
	Administrative Accountability	4	8		
	Involvement of CSO	2	2		
	Principles of accountability	1	3		
		Sub total	16		25
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The District Development Plan for 2011/13-2014/15 was operationalized in March and evidence of the budget, work plan and revenue enhancement plan was available. Evidence of a letter on increasing council budget by 20% written to Ministry of Local Government was also available.	
	District Budget	4	4		
	Local Revenue	5	11		
		Sub total	14		20
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	The District Council monitored the education, roads, health and agriculture sectors and there was evidence of quarterly sector reports.	
	Health	4	5		
	Water and sanitation	3	4		
	Roads	3	4		
	Agriculture	3	4		
	FAL	3	4		
	ENR	3	4		
		Sub total	24		30

Table 3: Chairperson's Score-card FY2013/14

		Emmanuel Osuna		NRM	
Trends in Performance	2011/12	78	100		
	2012/13	82	100		
	2013/14	78	100		
	% change	-5			
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	3	3	The Chairperson chaired 20 DEC meetings and delegated four times. All committees were in place and quarterly reports as well as conducting joint monitoring were completed.	
	Monitoring admin	5	5		
	State of affairs	2	2		
	Oversight civil servants	2	4		
	Commissions/Boards	2	2		
	Central gov't	2	4		
	Sub Total	16	20		
LEGISLATIVE ROLE	Council	2	2	The Chairperson attended seven sittings and presented three ordinances on; education, early marriages and counterfeit agricultural inputs. An investigation report on the agricultural sector was made and evidence was available on the planning for funds (IPF's) at various levels	
	Motions Executive	4	6		
	Bills by Executive	3	7		
	Sub Total	9	15		
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The Chairperson appeared on media and discussed issues of roads and sanitation as well as educating citizens on ordinances and facilitating conflict resolution.	
	Issues by electorate	5	5		
	Sub Total	10	10		
PROJECTS	Projects Initiated	3	3	Evidence was availed of projects initiated on sanitation, dam, road extension and water projects. Three MoU's were signed with Uganda World Life Society, JCRC and UBOS on health and water.	
	Communal Projects	2	2		
	NGOs	5	3		
	Sub Total	10	10		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	6	7	There was evidence of quarterly monitoring report for all sectors and the Chairperson was at the forefront of ensuring value for money in the district.	
	Health	6	7		
	Schools	6	7		
	Roads	6	7		
	Water Sources	3	7		
	FAL	3	5		
	Environment	3	5		
	Sub Total	33	45		

Table 4: Speaker's Score-card FY 2013/14

Trends in Performance	Name	James Paul Michi			
	District	Tororo			
	Political Party	NRM			
	Constituency	Eastern Division			
	Gender	M			
	Terms	1			
Trends in Performance	2011/12	32	100		
	2012/13	69	100		
	2013/14	64	100		
	% change	-7			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
Legislative Function	Chairing council	3	3	The Speaker chaired seven meetings, delegated once and ensured that the rules of procedure were adopted and operationalised. Commendably, council members received minutes two weeks before the next meeting..	
	Rules of procedure	9	9		
	Business Committee	3	3		
	Records book	2	2		
	Record of motions	0	3		
	Special skills	2	5		
Sub Total	19	25			
Contact with Electorate	Meetings Electorate	9	11	There was no evidence of a program of meetings with the electorate although there was a visitors' book and file containing a petition regarding road demands.	
	coordinating center	7	9		
	Sub Total	16	20		
LLG	Participation in LLG	0	10	The Speaker attended less than four LLG meetings.	
Monitoring NPPAs	Health	5	7	The Speaker monitored several water points, health centers, NAADS farms, roads and FAL and there was evidence of monitoring reports.	
	Education	5	7		
	Agriculture	2	7		
	Water	5	7		
	Roads	5	7		
	FAL	3	5		
	Environment	4	5		
	Sub total	29	45		

Table 5: Summary performance of Tororo District Councillors FY 2013/14

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA								
						2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
						100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
						Maximum Score																				
	Simon Peter Opio	NRM	Rubongi	M	4	55	82	84	2	8	8	0	2	18	9	9	18	10	7	7	7	7	1	2	38	
	Joseph Okware	NRM	Western Division	M	3	16	76	83	9	8	8	5	2	23	9	9	18	10	7	3	7	3	2	2	32	
	Jox Owor Jabwana	NRM	Kisoko	M	3	28	54	81	50	8	8	0	1	17	7	9	16	10	7	7	5	5	2	2	38	
	John Odoi	NRM	Mulanda	M	1	34	45	75	67	1	8	5	2	16	9	5	14	8	7	7	7	7	0	2	37	
	Betty Akioth A.	NRM	Mukuu/Kwapa	F	1	54	65	71	9	8	8	5	2	23	9	9	18	4	1	7	4	7	0	0	26	
	Alex Okoth Owor	NRM	Petta	M	2	39	77	59	-23	8	8	2	0	18	3	2	5	10	5	5	5	4	0	2	26	
	Jackline Ayaa	NRM	Nabuyoga	F	2	28	60	58	-3	8	8	0	1	17	4	5	9	8	7	3	0	0	5	2	24	
	Rose. C. Adikini	NRM	PWD/F	F	3	9	39	49	26	1	5	5	1	12	9	6	15	2	1	4	5	5	0	0	20	
	John Martin Odongo	NRM	Iyolwa	M	1			47		8	8	0	0	16	9	2	11	0	1	5	1	5	1	2	20	
	Lydia Nyaketeho	NRM	Kisoko/Petta	F	2	26	56	47	-16	1	1	0	1	3	9	5	14	6	3	3	3	7	3	2	24	
	Benna Amojong	NRM	Mella/Malaba	F	1	21	51	45	-12	8	8	0	0	16	7	9	16	0	3	2	2	3	0	0	13	
	Stephen Odwar	NRM	Nagongera	M	2	24	42	41	-2	8	8	5	0	21	7	9	16	0	0	0	1	0	1	0	4	
	Michéal Mijasi	NRM	Nabuyoga	M	1	37	67	36	-46	1	8	0	0	9	0	5	5	0	7	3	0	3	7	0	22	
	John Okea	NRM	PWD/M	M	1	33	47	32	-32	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	7	
	Gabriel Onyango	UPC	Merikit	M	1	33	45	29	-36	1	8	0	0	9	3	9	12	2	1	1	1	1	0	1	6	
	Jacob Opio	NRM	Youth	M	1	23	46	25	-46	8	8	0	0	16	0	2	2	0	1	1	1	1	1	1	7	
	Samuel Odongo	NRM	Magoola	M	1	0	49	25	-49	8	8	2	0	18	0	0	0	0	1	1	1	1	1	1	7	
	Jimmy Alia Apumeri	NRM	Kwapa	M	1	21	65	24	-63	8	8	2	0	18	0	0	0	0	0	1	1	1	1	1	6	
	James Onyango	NRM	Nagongera	M	1	40	57	23	-60	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	7	
	Verusa Amali Ochwo	NRM	Paya/Sop Sop	F	1	19	32	23	-28	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	7	
	Zebedyo Omoit	NRM	Mukuju	M	1	42	39	22	-44	5	8	0	0	13	2	0	2	0	1	1	1	1	1	1	7	
	Irene Rutayisire	Ind	TMC/Western Division	F	1	20	56	22	-61	1	8	0	0	9	0	0	0	0	1	1	0	3	5	3	13	
	Juliet Nyawere Okongo	NRM	Molo/ Merikit	F	1	0	39	20	-49	5	8	0	0	13	0	0	0	0	1	1	1	1	1	1	7	
	Mike Omalla Oburu	NRM	Paya	M	1	34	27	19	-30	5	8	0	0	13	0	0	0	0	1	1	1	1	1	1	6	
	Donatos Okumu	NRM	Kirewa	M	1	0	31	18	-61	4	8	0	0	12	0	0	0	0	1	1	1	1	0	1	6	
	Moses Ofwono Ojaso	NRM	Sop-sop	M	1	37	67	18	-73	5	8	0	0	13	0	0	0	0	1	1	1	1	1	1	5	
	Samuel Kapule Omaset	UPC	Mella	M	1	19	55	18	-67	8	5	0	0	13	0	0	0	0	0	1	1	1	1	1	5	
	Joan Olowo	NRM	Nagongera /TC	F	1	19	32	16	-50	1	8	0	0	9	0	0	0	0	1	1	1	1	1	1	7	
	Loy Wandwasi	NRM	TMC/Eastern Division	F	1	35	30	16	-47	1	8	0	0	9	0	0	0	0	1	1	1	1	1	1	7	

Identifiers	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA							
	2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office		Subtotal	Health	Education	Agriculture	Water	Roads	FAL	ENR
Jennifer Akoth Onyango		30	49	-82	1	1	0	0	2	0	0	0	1	1	1	1	1	1	1	7
Grace Amoiti			8		1	1	0	0	2	0	0	0	1	1	1	1	1	1	1	6
Florence Awor Owora		30	29	-76	1	0	0	0	1	0	0	0	0	1	1	1	1	1	1	6
John Martin Odongo			7		1	1	0	0	0	0	0	0	1	1	1	1	1	1	1	7

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

From the Tororo District Council Scorecard Report, it is recommended that:

1. Central Government increases the budgetary allocation for Tororo District Local Government to meet service delivery priorities.
2. Tororo District Local Government increases locally generated revenue through popularizing the Local Economic Development (LED) agenda; the district has enormous untapped local revenue potential.
3. Tororo District Local Government recruits key administrative staff that can offer leadership and supervision to ensure efficiency in service delivery.
4. Tororo District Local Government institutionalizes the practice of production of monitoring reports by the elected leaders.
5. Tororo District Local Government includes more capacity building initiatives for council members and elected leaders on report writing, record keeping and minute taking.

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

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

About the Authors

Esther Wasagali is an Independent Researcher and Coordinator Tororo Civil Society Network (TOCINET).

Judith Nagginda is an Independent Researcher.