

UGANDA LOCAL GOVERNMENT COUNCILS SCORE CARD REPORT 2009/10

Political Accountability,
Representation and the State of
Service Delivery



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Cover Photos:

- 2: Bridge in Kween District connecting Nakapiripirit to Mbale
- 3: Erinyi Francis of Angopet whose dream is to be a medical doctor.

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ACODE Policy Research Series No. 42, 2011

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ABBREVIATIONS

ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
CAADP	Comprehensive Africa Agriculture Development Programme
CBO	Community Based Organization
CSO	Civil Society Organization
DDP	District Development Plan
DEC	District Executive Committee
DP	Democratic Party
DSC	District Service Commission
ENR	Environment and Natural Resources
FAL	Functional Adult Literacy
FDC	Forum for Democratic Party
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
LC	Local Council
LG	Local Government
LGCS	Local Government Councils' Score-Card
LGCSI	Local Government Councils' Score-Card Initiative
LGDP	Local Government Development Programme
LLG	Lower Local Government
MDGs	Millenium Development Goals
MoLG	Ministry of Local Government
MOU	Memorandum of Understanding
NAADS	National Agriculture Advisory Services
NGO	Non Governmental Organization
NDP	National Development Plan
NPPA	National Priority Programme Areas
NRM	National Resistance Movement
NWSC	National Water and Sewerage Corporation
PHC	Primary Health Care
PLE	Primary Leaving Examinations
PWD	People with Disabilities
SCOUL	Sugar Corporation of Uganda
TPC	Technical Planning Committee
UBOS	Uganda Bureau of Statistics

ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UNRA	Uganda National Roads Authority
UPC	Uganda Peoples Congress
UPE	Universal Primary Education
URA	Uganda Revenue Authority

ACKNOWLEDGEMENT

The Local Government Councils' Score-Card Initiative (LGCSCI) was launched in 2009 with the goal of strengthening citizens' demand for effectiveness and accountability in the delivery of public services. The initiative achieves this goal by undertaking and publishing a local government councils' score-card and a robust outreach programme that targets citizens and builds the capacity of local government political leaders. This assessment was conducted in 20 local governments and covers the performance of the respective local governments councils over FY 2009/10. ACODE is indebted to the Deepening Democracy Programme (DDP) for the continued financial support that makes these assessments possible. In the same vein, we are indebted to the following DDP contributing partners: Denmark, Ireland, the Netherlands, Norway, Sweden and the United Kingdom. We owe a special debt of gratitude to the Government of the Kingdom of the Netherlands, whose generous support for ACODE's Citizens' Budget Tracking and Information Centre (CBTIC) allowed us to complete the budget analysis for this report. Likewise, the Think Tank Initiative (TTI), which provides core funding for ACODE, allowed us to employ and train the cadre of researchers and data collectors that we deployed throughout the target districts. Indeed, an initiative of this magnitude would not be possible without the support from this group of committed donors. We are also especially grateful for the ongoing partnership with the Uganda Local Government Association (ULGA), which provided extremely useful contacts, information, and data, all of which was invaluable in validating our fieldwork data.

ACODE is indebted to the expert task group, district research teams, technical staff, and councilors from the 20 districts for their steadfast support and cooperation during the assessment. In addition, we remain grateful to the various community members in the sub-counties who offered their time to participate in the sub-county-level Focus Group Discussions (FGDs). We also wish to acknowledge the insights we garnered from the various officials and authorities at the central government level who provided information and clarifications on a wide range of issues. We are grateful to our colleagues Daniel Lukwago (World Bank), Caroline Adoch (ACODE), and Elizabeth Allen (ACODE) for reviewing and providing comments on the draft report. We also wish to thank Mukotani Ruyendo for the technical editing of the final report.

Finally, it is imperative to note that although a number of districts were being assessed for the first time, this is not LGCSCI's first assessment; and the methodology and score-card used are therefore not entirely new. Indeed, the score-card has undergone extensive review to address gaps that were cited during the first assessment (FY 2008/09), and remains a living document to be reviewed on an annual basis. In this regard, we wish to thank our colleagues, George Bogere, Nyende Magidu, and Guy Grossman (Princeton University) for their invaluable contribution towards the revision of the first version of the score-card. In the process of conducting the assessment, we have encountered a number of challenges, particularly related

to record keeping and information retrieval from a number of local governments. 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 the 20 district councils and their constituent organs. We are confident that the findings and recommendations will go a long way to improve the workings of the district councils, and hence lead to improved service delivery and better governance.

Advocates Coalition for Development and Environment



EXECUTIVE SUMMARY

The Local Government Councils' Score-card is an innovative action-research initiative that assesses the performance of local government councils in Uganda. This report presents findings of the second score-card covering the FY2009/10. The report builds on the first local government councils score-card report first published in 2010 covering 10 districts. The 2009/10 score-card covers a total of 20 districts evenly distributed across Uganda and selected based on standard criteria.

The score-card assesses the performance of local government councils and their respective organs that comprise the district chairperson, the district speaker and the individual councilors. The council is also assessed as a corporate body. These organs are assessed on mainly four issues which are part of the core mandate of the local governments under the Local Government Act. These include: financial management and oversight; political functions and representation; legislative, legislation and related functions; development planning and; constituency servicing and monitoring service delivery.

The score-card methodology combines the literature review, inception meetings, interviews and focus group discussions as the primary approaches for collecting data and information on the performance of district councils. The approach ensures the participation of councilors and other interest groups in conducting the assessment. In this regard, the score-card is a living document with the flexibility to evolve and develop over time and be able to incorporate adjustments along the way.

This report concludes that public service delivery in the local governments covered by this study is in a state of flux. While marginal improvements have been made on a few issues such as enrollment in schools and high levels of immunization achieved, there are still major problems relating to the delivery of public services in the country. It is argued that future improvements in the delivery of public services at the local level will only be possible if local government councilors develop the requisite civil capacity and confidence to engage with the central government to achieve fundamental reforms in the way the national budget is organized.

There is also wide variability in the overall performance of the 20 district local governments. For example, while the district council that scored the highest points obtained 78 points out of 100, the lowest obtained only 38 points out of 100. This variability is equally evident among the speakers as well as the chairpersons. Generally, councilors scored some of their highest points on legislative representation. This is partly attributed to the fact that this assessment parameter also includes indicators on the passage of statutory documents such as budgets and work plans as well as attendance of council meetings. One of the key lessons from this assessment is that

local government councils are more likely to discharge their mandates when there are certain mandatory statutory requirements to follow certain schedules and timelines.

Consistent with the poor state of public services across the 20 districts, the lowest points were obtained from monitoring the implementation of service delivery programmes in national priority programme areas and contact with the electorate. In future, investments that support councilors to engage in the monitoring and ensure that lower local government units are organized to ensure demand for accountability will make faster progress in meeting their development targets. The report identifies 7 key factors that affect the performance of local government councils across the country. These are:

- a) The Problem of Funding for Local Governments
- b) Creation of New Districts through Administrative Engineering
- c) The Rolling Back of Decentralization to Recentralization
- d) The Lack of Clarity in the Relationship between Municipalities and the District Local Council Governments
- e) Low Levels of Civic Awareness of the Citizens
- f) Low Capacity of Councilors and other Local Political Leaders
- g) Poor Record of Local Government Council Minutes

The following recommendations are presented as possible policy options to address these problems.

- a) Provide discretionary funding for local governments directly from the Consolidated Fund
- b) Link provision of discretionary funding to specific output and performance targets
- c) Reintroduce some form of direct taxation
- d) Uganda Revenue Authority should publicize disaggregated data on revenue collection from each local government.
- e) Impose a moratorium on the creation of new districts and other administrative units
- f) Invest in strategic training of local government council officials
- g) Invest in promoting civic awareness through civic education
- h) Ensure a comprehensive and sustained dissemination of the local government councils score-card reports.

Besides, some of the recommendations may be implemented by independent public interest organizations, the rest of the recommendations that point towards policy and legal reforms are directed towards the Government. However, some of these recommendations can also be taken up and implemented by political parties. There is no doubt that the effective implementation of the findings from the report will be essential in determining whether progress in performance will be accelerated or not.

CHAPTER 1 INTRODUCTION

1

The coming into power of the National Resistance Movement (NRM) heralded a new era of governance in Uganda. The NRM articulated its democratization mission in point 1 of its Ten Point Programme.¹ In its first 10 years in power, the NRM sought to pursue this democratization agenda by expanding local democratic participation through a system of local government councils. The decentralization policy was adopted as a system of governance in 1992 and subsequently incorporated in the new constitution of Uganda in 1995.² The system of local government established under the 1995 constitution created local government councils as the overall political, planning and legislative authority for local governments. In spite of the significant progress made in the decentralization process, evidence of deterioration in the quality of public services clearly puts back the local government systems as one of the major contemporary public policy issues in Uganda.

The Local Government Councils' Score-card is therefore an evidence-based assessment tool that assesses how local government councils perform their mandates as stipulated under the Local Government Act. The goal of the assessment is to provide empirical data and information on the performance of local government councils in Uganda. This is intended to enable citizens engage more effectively with their local representatives on the one hand, and to build the capacity of councilors in discharging their mandates on the other.

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 Uganda. The indicators were developed based on the core mandates, responsibilities, and functions of local governments as set out in the Constitution and the Local Government Act. Local government councils, chairpersons, speakers and councilors are assessed to determine how well they perform their 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 are presented. The overall objective of the assessment is to provide the kinds of evidence-based policy proposals 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.³

1 For the Ten Point Programme of the National Resistance Movement, see Appendix to Museveni (1997) *Sowing the Mustard Seed*. Macmillan Education Ltd

2 See Article Chapter 11, Constitution of Uganda, 1995 (As amended)

3 The 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.

The first Local Government Councils' Score-Card, covering the fiscal year 2008/09, was conducted in 10 local governments.⁴ The second score-card assessment expands that sample to 20 districts, which were purposively selected as a representative sample of the entire country.⁵ Detailed findings from each of the districts are published in independent district reports.

This Report is organized in seven sections. Section 2, which follows this introduction, describes the methodology used in the assessment, while Section 3 gives a summary of the state of service delivery across the 20 districts. Section 4 focuses on the budget and revenue architecture for local governments. Section 5, meanwhile, presents the 2009/10 score-card findings and analysis. Section 6 analyzes the relationship between performance in the assessment and the quality of public services, while elucidating the internal and external factors that affect the performance of local government councils. Section 7 concludes with recommendations for Government and local governments themselves.

-
- 4 The 2008/9 assessment focused on the districts of Amuria, Amuru, Hoima, Kampala, Kamuli, Luwero, Mbale, Moroto, Nebbi, and Ntungamo. See Tumushabe, G., et al. (2010). Uganda Local Government Councils Score-card Report 2008/09: A comparative Analysis of Findings and Recommendations for Action. ACODE Policy Research Series, No. 32, 2010. Kampala.
- 5 The districts covered in this assessment include Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kampala, Kamuli, Luwero, Mukono, Mbale, Mpigi, Moroto, Moyo, Nakapiripirit, Nebbi, Ntungamo, Rukungiri, and Soroti.

CHAPTER 2

METHODOLOGY

2.1 The Score-Card

The Local Government Councils Score-Card is a set of qualitative and quantitative indicators that assess the performance of local government councils in Uganda. These indicators measure the extent to which district local government councils and their respective organs perform their responsibilities and functions as set out in Uganda's Constitution and the Local Government Act. The score-card was first developed in 2009⁶ and the first assessment was done for the Fiscal Year 2008/09 covering 10 districts.⁷

The feedback on the first score-card report raised three important issues regarding the methodology and indicators. First, it was felt that the sample of 10 districts was not representative enough to provide a basis for generalizing on the performance of all local government councils in the country.⁸ It was also felt that the first score-card report failed to demonstrate a clear correlation between score-card performance and the quality of public service delivery in a given district. The fact that a particular local government council or its respective organs received high scores did not necessarily reflect the quality of public service delivery in the district.⁹ Third, the score-card lacked indicators to assess the extent to which local government councils engaged in national public policy issues, whether directly related to public service delivery, accountability, or general matters of governance.

Against this background, the research team for the second assessment reviewed the methodology and score-card indicators to address these deficiencies.¹⁰ Consequently, the revised score-card departs from the first one in four fundamental ways. First, the indicators are more aligned with the service delivery responsibilities of local governments. (We included indicators that measure how the councils legislate, monitor, and follow-up on service delivery issues across the five national priority programme areas [NPPAs].¹¹ 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. Third, we have included a set of indicators that

6 Tumushabe, Godber, 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.

7 The 10 districts were Amuria, Amuru, Hoima, Kampala, Kamuli, Luwero, Mbale, Moroto, Nebbi and Ntungamo.

8 While undertaking the first assessment, Uganda had a total of 89 districts. By the 2010 assessment, the number of district had increased to 111, with one city authority.

9 The available socio-economic data showed that across all the districts, the quality of critical public services such as primary education, health care, road infrastructure, and access to water were in a deplorable state. The general feedback from focus group discussions was that citizens were not happy with the quality of the services being provided by local governments.

10 See Annex 2 containing the score-card.

11 NPPAs include health, education, roads, water and sanitation, and agriculture.

assess the extent to which councilors provide feedback to their constituencies. And fourth, we have captured bio-data of the councilors, including their levels of education, gender and political party affiliation, hence providing a basis for cross-variational analysis.¹²

2.1.1 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 is comprised of two distinct components. The organs that are shown in block shades are constituted under the Local Government Act as corporate entities with power to sue and be sued.¹³ Most importantly, they can receive public funds and are primarily responsible for the delivery of public services in their jurisdiction. 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 modifications, the current assessment only focuses on the organs of the district local government council: the council, individual councilors, the chairperson, and the speaker.

The local government council organs in the un-shaded blocks are largely administrative units. Since they have no official budgets of their own, the extent to which they are used to ensure the delivery of public services and the deepening of governance is the responsibility of the legally mandated council organs or the central government. The local council 1 (LC1) is an especially important organ since its members are elected through adult suffrage by all the members of the village eligible to vote. Besides assessing the extent to which councilors attend meetings or provide formal feedback to these organs, the current score-card does not assess these purely administrative local government organs.

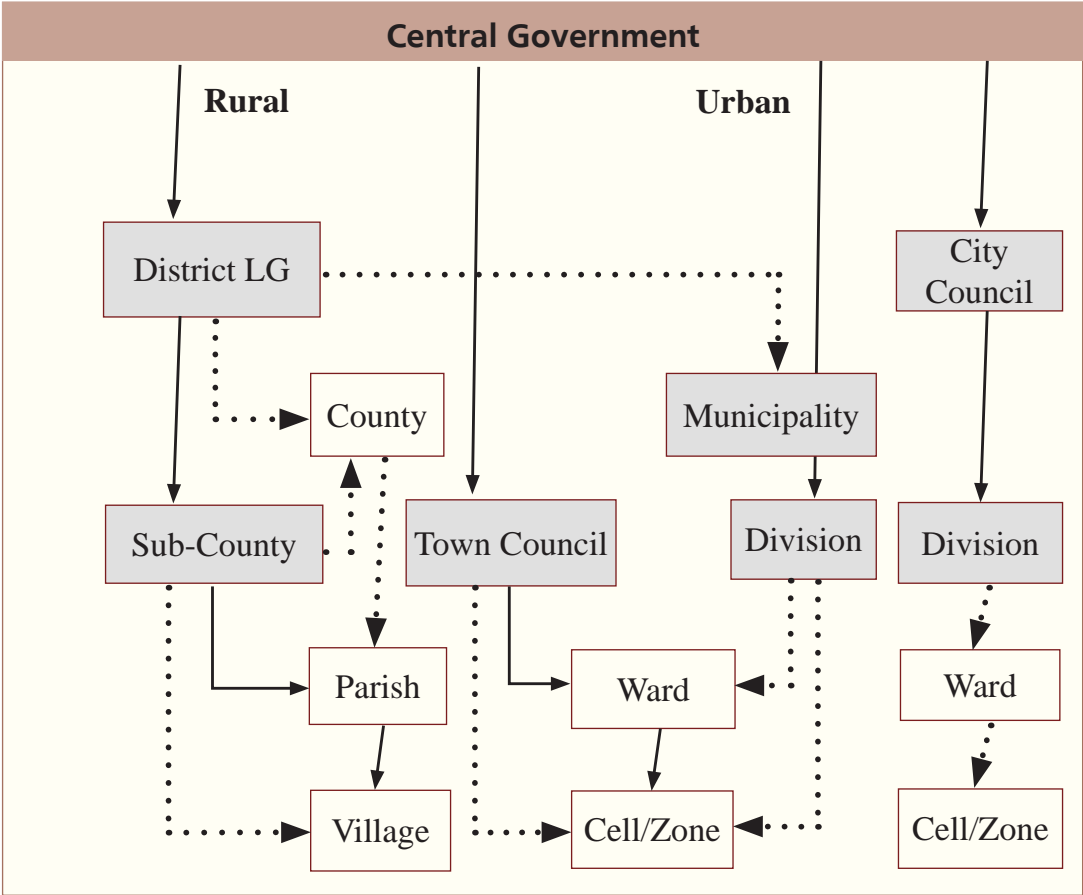
Finally, the Local Government Councils Score-Card is an assessment tool that focuses on the political arm of the local governments. It does not assess the administrative arm, which includes the chief administrative officer (CAO) and the respective service delivery technical departments. It only draws on existing assessment tools to provide appropriate inferences and contrasts in terms of the overall performance of the councils. Particular reference is made to the results of the annual assessment of minimum conditions and performance measures for local governments.¹⁴

12 The review of the score-card was undertaken through a series of working sessions by the ACODE project team. The draft of the reviewed score-card was presented and discussed at a meeting of the Expert Task Group for the project. Additional inputs were provided through a national workshop attended by district chairpersons, district speakers, and clerks to council in April 2011.

13 See Section 6 of the Local Government Act.

14 This assessment mainly focuses on the planning function, financial management, revenue performance, and local government capacity and project specific conditions. It is biased towards the technical administrative performance of the districts and focuses more attention of the existence of a wide range of district planning documents. Generally, the annual assessment does not put emphasis on the quality of public service delivery in the district. For details, see Republic of Uganda (2006). *Assessment Manual of Minimum Conditions and Performance Measures for Local Governments*. Ministry of Local Government. Kampala.

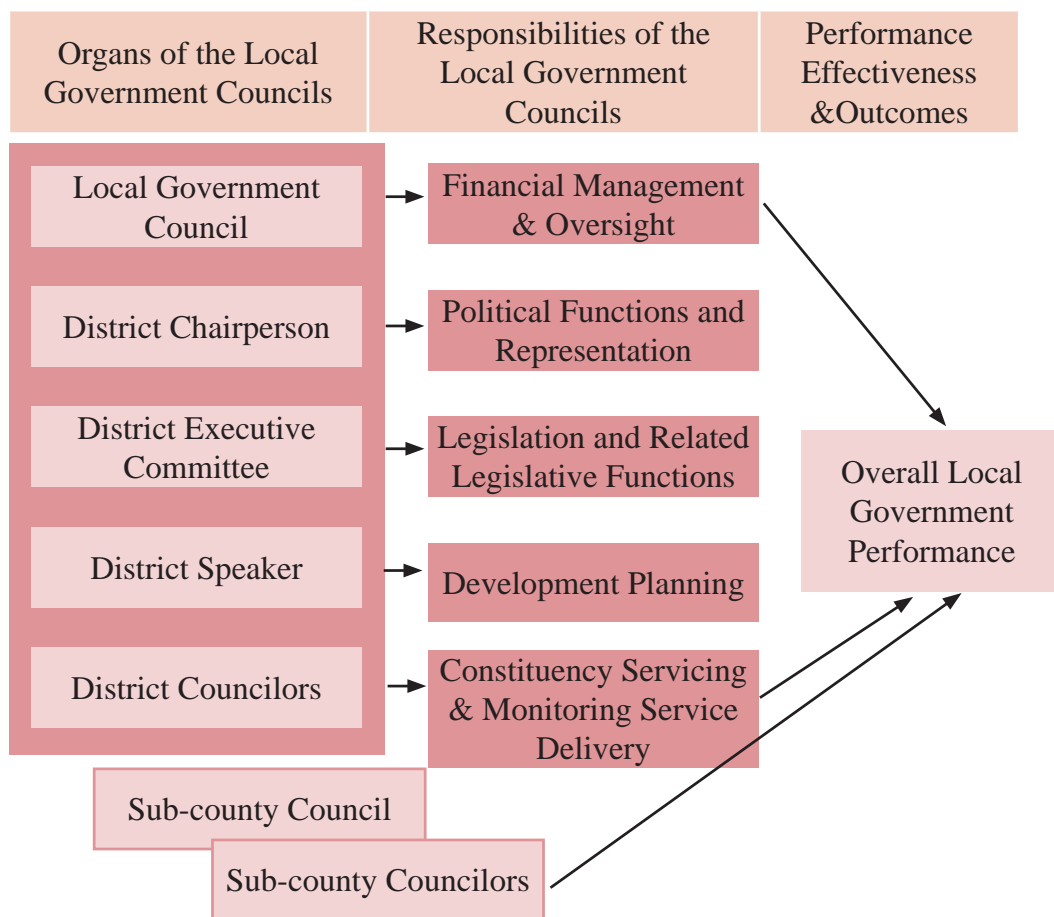
Figure 1: Figure Structure of Local Governments in Uganda



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

The score-card is built around the core responsibilities and functions of the respective organs of the local government council. As shown in Figure 2 below, the responsibilities and functions of the local government councils are grouped into five broad categories generally referred to as performance parameters: 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 that by providing data and information to the performance of local political leaders, citizens will demand accountability and effective service delivery, hence triggering a vertical spiral of demand up to the national level.¹⁵ The score-card is therefore designed both as an assessment as well as an empowerment tool for both citizens and local government leaders.

2.2 Research Approach

The methodology for conducting the assessment is designed to achieve multiple objectives. These include: empowering district political leaders with knowledge about their responsibilities as stipulated in the Local Government Act; building the demand-side of accountability through civic education and empowerment; and enhancing communication between voters and their elected officials. Four main approaches were used to conduct the 2009/10 score-card assessment: literature review; inception meetings; interviews; and focus group discussions.

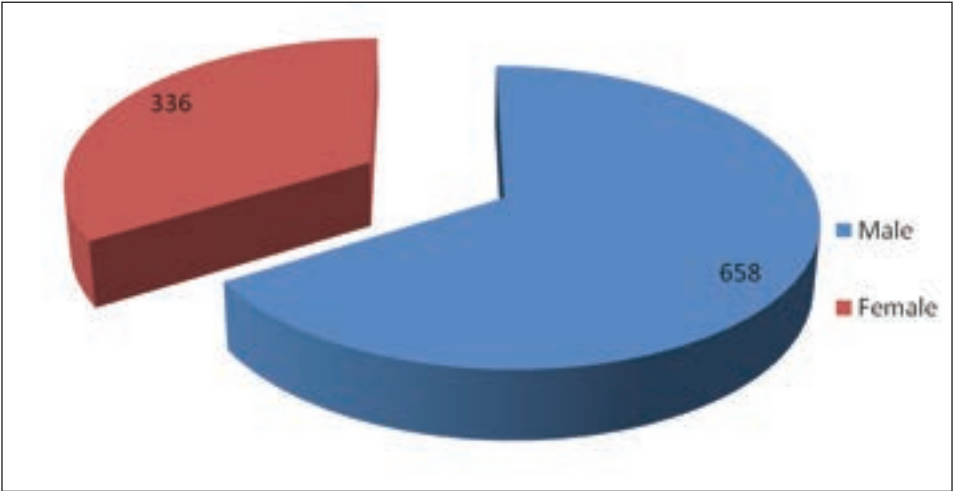
¹⁵ For more detailed information on the theory of change, see Tumushabe et al. monitoring and Assessing the Performance of Local Government Councils in Uganda: Background, Methodology and Score-card. ACODE Policy Research Series No. 31, 2010. ACODE. Kampala.

The primary objective for reviewing local government literature was to collect qualitative and quantitative data on the status and trends of key service delivery indicators in the selected local governments. It also provided background information on the district, the status and trends in selected service delivery indicators, the planning and development targets of the districts, and administrative information that contain evidence of the performance of the councils and the various councilors. Consequently, the review covers a wide range of national policy and planning documents, council minutes, the district planning documents and reports, as well as records of the minutes of council and other unpublished materials.

The inception meetings provided the first opportunity for councilors and other stakeholders to learn about the assessment process. For the FY 2009/10 score-card, a total of 833 participants took part in the inception meetings, comprising 512 men and 331 women. The participants included outgoing and incoming councilors, and the technical staff of the respective districts. In each of the districts, researchers conducted individual interviews with the district councilors, the chairperson, and the district speaker. The interviews provided an opportunity for the leaders and the research team to verify the initial scores. The process also helped the councilors to better appreciate their roles. In total, 20 chairpersons, and 401 councilors, including district speakers, were interviewed.

Meanwhile, focus group discussions were used to validate data and information provided by the councilors or collected from the literature. They also provided platforms for civic education and empowerment among citizens. Participants in the FGDs learnt about the responsibilities of their local political leaders and the tools and avenues for demanding accountability. As shown in Figure 3 below, a total of 994 persons, comprising of 658 men and 336 women, participated in the FGD. Participants in the FGDs were selected randomly to represent key constituencies, such as teachers, farmers, traders, and opinion leaders.

Figure 3: Participants in the Focus Group Discussions



The aforementioned methods are complemented by observation and photography, which made it possible 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. The final scores were then assigned after a thorough analysis of the fieldwork data and information collected using the mentioned approaches.

2.3 District Selection Criteria

The 2009/10 score-card assessment was conducted in 20 out of the 112 districts that were in existence as of 30 June 2009. The districts were selected through purposive sampling. To begin with, since the score-card is a continuous annual assessment, the 10 districts covered during the 2008/09 assessment were automatically included. The additional 10 districts were selected based on standard criteria that considered the following: (i) national representation; (ii) the need to balance old and newly established districts; (iii) local governments perceived to be good performers vis-à-vis those considered to be poor performers; and (iii) marginalization as a result of historical or geographical factors. Table 1 shows the districts covered during the second assessment categorized by criteria.

Table 1: The 20 Districts Covered During the 2009/10 Assessment Categorized by Criteria

Criteria	District
Regional balance	<p>Eastern Region: Mbale, Bududa, Jinja and Kamuli</p> <p>Western Region: Ntungamo, Rukungiri, Buliisa and Hoima</p> <p>Central Region: Kampala, Mukono, Mpigi and Luwero</p> <p>Northern Region: Gulu and Amuru</p> <p>West Nile: Nebbi and Moyo</p> <p>North Eastern Region: Amuria, Soroti, Nakapiripirit and Moroto</p>
Duration of Existence	<p>In existence by 1986: Moroto, Kampala, Mbale, Kamuli, Nebbi, Hoima, Luwero, Mukono, Moyo, Mpigi, Rukungiri, Jinja, Soroti,</p> <p>In existence after 1986: Ntungamo, Amuria, Amuru, Bududa, Buliisa, Amuru, Nakapiripirit.</p>
Perceived Model Districts	<p>Luwero</p> <p>Ntungamo</p> <p>Kampala</p>
Marginalized by geopolitical reasons	<p>Moroto, Nakapiripirit: Hard to reach / civil conflicts</p> <p>Amuru, Gulu: Civil Conflict- LRA conflict</p> <p>Amuria, Soroti: Civil Conflict-LRA Conflict, cattle rustling and prone to weather vagaries</p> <p>Luwero: Civil Conflict- NRA liberation Struggle (1981-1986)</p>

Figure 4 shows the location of each of the 20 districts on the map of Uganda.

Figure 4: Map of Uganda showing the Assessed 20 Districts



CHAPTER 3

SELECTED SOCIO ECONOMIC CHARACTERISTICS OF ASSESSED DISTRICTS

Over the last two decades, Government has made some investment in an attempt to improve the quality of public services across the country. Measurable progress has been achieved, for example, with regard to increasing enrolment of children in primary schools, construction of a number of health facilities across the country and improvement in access to safe water. However, the inadequate public service delivery system and poor quality of public services remain a major public policy issue. Public discontent with the quality of public services such as health, education, agricultural advisory services and roads continues to grow.¹⁶ Indeed, the 2010 national report on the implementation of the Millennium Development Goals (MDGs) shows that Uganda is falling behind on at least 10 of the MDGs targets.¹⁷ This section of the report provides a summary of selected socio-economic indicators for the 20 districts covered under this assessment.

3.1 Basic demographic and political characteristics

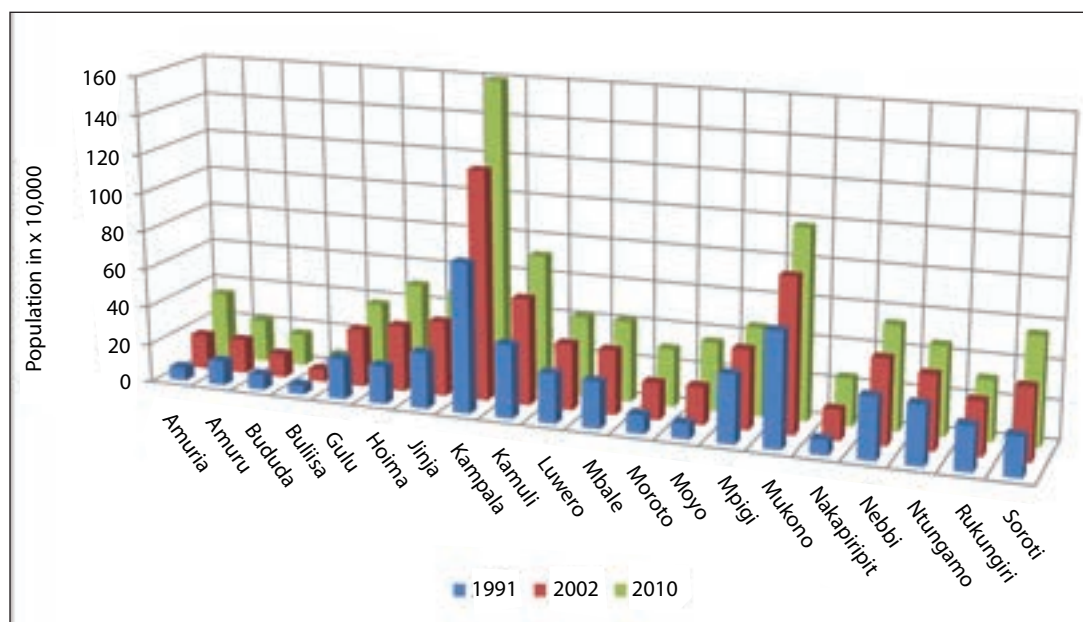
Generally, the districts covered by the assessment share common basic characteristics that may have direct implications for the effective delivery of public services. Overall, the 20 districts have a combined total of 227 sub-counties and municipality divisions and an average population of 9,502,600 people, representing at least 28.8% of Uganda's total population.¹⁸ With its metropolitan status, Kampala district has the highest population estimated at 1.6 million people. The least populated district is Buliisa with a population of 77,000 people. With the exception of Buliisa district, the rest of the districts experienced phenomenal growth in their population. In Figure 5 an analysis of the population trends in the 20 districts is provided while in Table 2, a detailed analysis of key population, political representation and fiscal transfers is provided.

16 For example, during the 2011 Presidential Elections, deficiencies in public service delivery was raised as the number one public policy issue almost at each of the rallies President Museveni addressed across the country.

17 Republic of Uganda (2010). Millennium Development Goals Report for Uganda 2010: Accelerating Progress towards Improving Maternal Health. Ministry of Finance, Planning and Economic Development. Kampala.

18 Uganda Bureau of Statistics (2010), Statistical abstract, 2010

Figure 5: Trends and Relationship in Population Growth by District 1991- 2010



Source: UBOS Statistical Abstract 2010

Table 2: Population, Budget and Political Representation

District	Population				Political Governance		Fiscal Governance	
	Census Population		Growth rate 2002	Population Projection (2010)	No Councilors (2010)	Per capita representation	Total Central Government releases 2009/10 (UG X)	Per capita allocation (UG X)
	1991	2002						
Amuria	69,353	180,022	8.2	344,200	21	16,390	10,883,440,371	31,620
Amuru	126,639	176,733	2.9	220,400	17	12,965	12,711,682,012	57,676
Bududa	79,218	123,103	3.8	167,000	16	10,438	8,839,366,317	52,930
Buliisa	47,709	63,363	2.4	77,000	9	8,556	5,657,436,126	73,473
Gulu	211,788	298,527	2.9	374,700	28	13,382	18,088,781,702	48,275
Hoima	197,851	343,618	4.7	499,100	27	18,485	14,971,097,911	29,996
Jinja	289,476	387,573	2.5	475,700	26	18,296	17,267,979,258	36,300
Kampala	774,241	1,189,142	6.5	1,597,900	31	51,545	33,886,407,165	21,207
Kamuli	380,092	552,665	3.2	716,700	33	21,718	22,826,637,740	31,850
Luwero	255,390	341,317	2.5	418,000	27	15,481	19,376,902,609	46,356
Mbale	240,929	332,571	2.8	416,600	27	15,430	15,709,546,286	37,709
Moroto	96,833	189,940	5.8	297,700	21	14,176	10,141,124,574	34,065
Moyo	79,381	194,778	7.7	354,300	20	17,715	11,504,601,103	32,471
Mpigi	350,980	407,790	1.3	454,900	20	22,745	21,078,299,245	46,336
Mukono	588,427	795,393	2.6	981,600	26	37,754	35,478,141,173	36,143

Nakapiripiriti	77,584	154,494	5.9	244,900	19	12,889	10,995,575,043	44,898
Nebbi	316,866	435,360	2.7	537,300	35	15,351	22,709,091,554	42,265
Ntungamo	305,199	379,987	1.9	458,000	28	16,357	18,695,604,040	40,820
Rukungiri	230,072	275,162	1.5	311,500	24	12,979	16,191,224,643	51,978
Soroti	204,258	369,789	5.1	555,100	33	16,821	17,627,120,776	31,755
Aggregate data (20 districts)	4,922,286	7,191,327	3.8	9,502,600	488	19,473	344,640,059,649	36,268

Source: Authors' own calculations based on UBOS Statistical abstract 2010 and Local Government Finance Commission Database

Like elsewhere across the country, political representation is mainly based on administrative units. The only exception is the representation of special interest groups such as women, people with disabilities (PWDs) and the youth who have their own representatives. Consequently, there is considerable variation in the number of councilors and per capita representation. At 35 councilors, Nebbi district had the highest number of councilors surpassing even Kampala which has three times the population of Nebbi. Overall, one councilor represents 19,473 people. In terms of funding, an analysis of the actual central government transfers to local governments for FY2009/10 indicates that the average per capita central government allocations to the 20 LGs was UGX 36,268 compared to UGX 40,143 for all the local governments in the country.

3.2 The Current State of Service Delivery in the Study Districts

3.2.1 Primary Education

The quality of primary education is the foundation of the quality labour force of any nation. Besides, the MDGs also commit the Government of Uganda to "ensure that, by 2015, children everywhere, girls and boys alike, will be able to complete a full course of primary schooling".¹⁹ Current literature provides a wide range of indicators that can be used to measure the status and trends in the delivery of education services including primary education. For example, data on Net Intake²⁰ and Net Enrolment²¹ measure the level of access to primary education while pupil-teacher ratio and pupil-classroom ratio provide an indication with regard to the quality of education services. There are also recent efforts focusing on the quality of the learning environment²² as well as learning outcomes.²³

19 Goal 2, Target 2.A, Millennium Development Goals, 2000

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

21 The ratio of pupils in primary school aged 6 – 12 to the country total population aged 6 -12 years

22 See for example the Services Delivery Indicators (SDI) Project developed by The Hewlett Foundation in partnership with The World Bank, the African Economic Research Consortium and the African Development Bank.

23 UWEZO (2010), Uwezo Uganda: Are Our Children Learning? <http://uwezo.net/index.php?i=143>

Box 1: National Objectives and Directive Principles of State Policy XVIII.

Educational objectives.

- (i) The State shall promote free and compulsory basic education.
- (ii) The State shall take appropriate measures to afford every citizen equal opportunity to attain the highest educational standard possible.
- (iii) Individuals, religious bodies and other non governmental organisations shall be free to found and operate educational institutions if they comply with the general educational policy of the country and maintain national standards.

Article 30. Right to education.

All persons have a right to education.

Source: *Constitution of Uganda 1995 (as amended)*

Available data shows consistent quantitative improvement in overall intake and enrolment in primary schools. However, the data also suggests that a number of pupils who are enrolled in primary schools are over-age. For all the 20 districts, the pupil-teacher ratio and the pupil classroom ratio show some marginal but no significant improvements.

Over the years, the education sector budget has increased exponentially compared to many other sectors of the economy from UGX 450 billion in FY 2001/02 to UGX 1,079 billion in FY 2009/10. However, evidence from the assessment shows that in spite of the education sector taking a lion's share of the national as well as the local government budgets,²⁴ there is still a major problem with primary school infrastructure. Figures 6,7,8,9,10 and 11 provide a snapshot of the classroom infrastructure in some of the schools visited during the assessment in Moroto, Soroti, Nebbi, Mukono, Luwero and Ntungamo.

Figure 6: Lotome boys Primary School ,Lotome Sub county Moroto District



Source: *ACODE Digital Library June 2011*

²⁴ The share of the education sector budget in the entire Central Government transfers to LGs were over 45% (UGX 575.3 billion) in FY 2009/10 compared to 31% (UGX 102.8 billion) in FY 2001/2.

Figure 7: Angopet Primary School, Gwere Sub county Soroti District



Source: ACODE Digital Library June 2011

Figure 8: Padwot Primary School Kucwiny Subcounty Nebbi District



Source: ACODE Digital Library June 2011

Figure 9: Buntaba primary school, Nakisunga Sub county in Mukono



Source: ACODE Digital Library June 2011

Figure 10: Kikunyu primary school, Luweero Sub county in Luweero District



Source: ACODE Digital Library June 2011

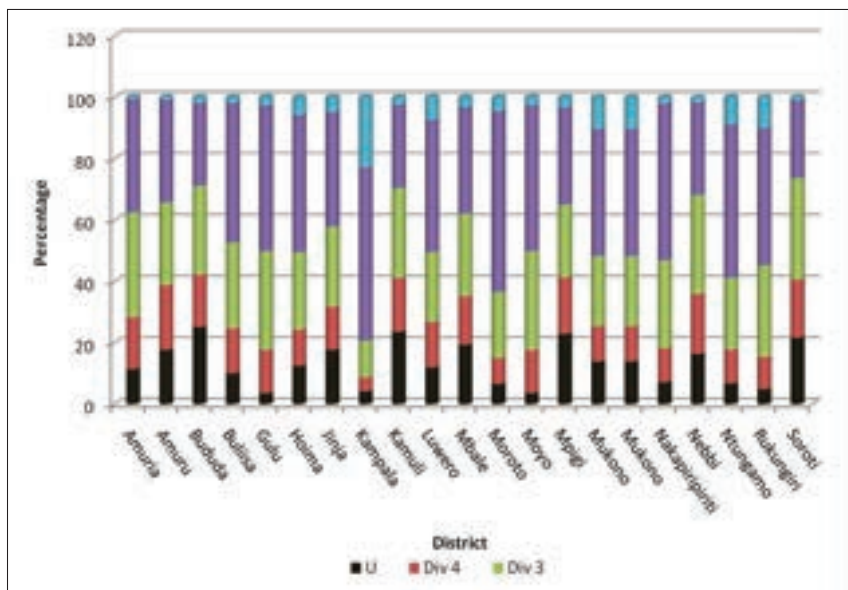
Figure 11: Ruhanga Adventist Primary School, Itojo Sub county Ntungamo District



Source: ACODE Digital Library June 2011

The quality of education has also deteriorated during the last decade. As shown in Figure 12, all the districts, with the exception of Kampala, registered less than 10% of the pupils sitting Primary Leaving Examination (PLE), who passed in Grade 1. With the exception of Mbale, Hoima, Rukungiri and Ntungamo, none of the other districts has surpassed their Grade 1 peak performance of 2003. The decline in PLE performance and other education service indicators continue to escalate in spite of the fact that all the districts, on average, commit over 50% of their budgets towards the education sector.

Figure 12: Primary Leaving Examinations for year 2010



Source: Authors' calculation based on figures from Ministry of Education and Sports, 2011

3.2.2 Health Services

The delivery of effective health services is one of the contemporary public policy challenges facing Uganda. This is particularly so because Government and the international community have dedicated considerable financial and other resources towards the improvement of health care delivery and healthcare outcomes in the country.

Under the Local Government Act, medical and health services are generally considered decentralized services (Box 2). This puts local governments at the centre of Uganda's health service delivery system. Consequently, major health sector outcomes are determined by the extent to which these local governments effectively discharge their functions as stipulated in the Act.

Box 2: Functions and services for which district councils are responsible

- a) hospitals, other than hospitals providing referral and medical training;
- b) health centers, dispensaries; sub dispensaries, and first aid posts;
- c) maternity and child welfare services
- d) the control of communicable diseases, including HIV/AIDS, leprosy and tuberculosis;
- e) control of the spread of diseases in the districts;
- f) rural ambulance services;
- g) primary health care services;
- h) vector control;
- i) environment sanitation;
- j) health education;

Source: *Local Government Act (As Amended), Cap 243. Laws of Uganda*

Available data shows that the health sector in all the districts is not performing well. While major investments have been made in physical infrastructure especially construction of health centres, major problems such as staffing, availability of drugs and equipment, absenteeism of health workers, and weak accountability mechanisms remain. A combination of these and other factors have severely undermined the quality of health services as well as service delivery outcomes in all the districts. Indeed, the 2010 MDGs Report shows that progress in achieving key health indicators such as infant mortality, maternal health, or access to reproductive health has slowed down. The report also recognizes that there was a reversal in progress towards halting or reversing the spread of HIV/AIDS.²⁵

Although district-specific data on health services is generally scanty, it is important to recognize that there are a series of indicators that can provide insights on the state of health care in the districts covered by the assessment. These include outpatient utilization, deliveries in health facilities; contraceptive prevalence rate and children immunized with DPT3etc.²⁶

25 Republic of Uganda (2010). Millennium Development Goals Report for Uganda 2010. Ministry of Finance, Planning and Economic Development, September 2010. Kampala

26 Barron, Peter and Fiorenza Monticelli (2007). Key District Health Indicators in Primary Health Care, Vol. 1. Health Systems Trust, Durban.

Table 3: Key Health Performance Indicator for the selected Districts

	% children <1 received 3 doses of DPT according to schedule	Total Govt and NGO OPD utilization per person per year	Pit Latrine Coverage	% Deliveries in Govt and NGO health facilities	% Pregnant women receiving 2nd dose Fansidar for IPT	HIV/AIDS Service Availability
Amuria	55%	0.6	21.0%	21%	49%	30%
Amuru	68%	1.3	34.6%	26%	50%	93%
Bududa	147%	1.1	58.0%	24%	40%	66%
Buliisa	63%	0.6	49.0%	14%	52%	75%
Gulu	89%	1.7	37.1%	50%	37%	70%
Hoima	39%	0.6	72.0%	29%	35%	65%
Jinja	63%	1.0	84.0%	46%	57%	78%
Kampala	100%	1.2	94.0%	111%	96%	66%
Kamuli	79%	0.6	82.0%	26%	29%	84%
Luwero						
Mbale	94%	0.9	65.0%	39%	45%	56%
Moroto	74%	0.8	5.7%	12%	52%	56%
Moyo	27%	0.9	78.4%	17%	75%	55%
Mpigi						
Mukono	65%	0.9	85.0%	38%	60%	87%
Nakapiripit	71%	0.7	2.0%	7%	67%	75%
Nebbi						
Ntungamo						
Rukungiri						
Soroti	43%	0.7	70.0%	30%	81%	64%
National Average	76%	0.9	70.0%	33%	47%	78%

Source: MoH (2011), *Annual Health Sector Performance Report FY 2009/10*

In aggregate terms, overall government budget for the health sector has more than doubled from UGX. 314.13 billion in 2001/02 to UGX735.67 billion in 2009/10. Much of the investment has been in the development of physical health facilities particularly health centres. Table 4 shows the number of government health centres by district and level in 2010.

Table 4: Government Health Facilities by District and Level 2010

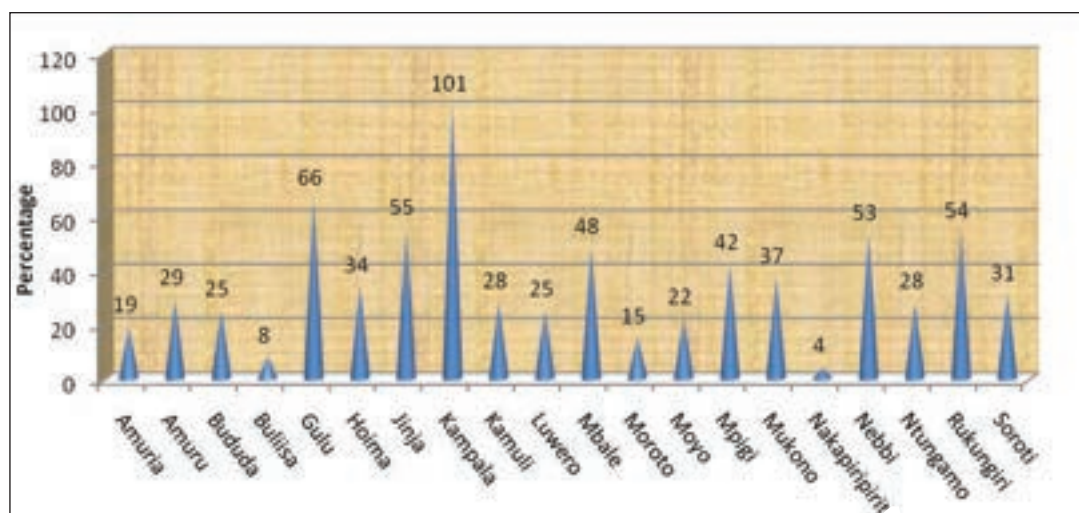
District	HC II	HC III	HC IV	Hospital	Grand Total
Amuria	16	7	2	0	25
Amuru	28	7	1	1	37
Bududa	4	7	0	1	12
Bulisa	7	1	1	0	9
Gulu	28	14	2	2	46

Hoima	21	17	3	1	42
Jinja	34	12	5	2	53
Kampala	8	10	3	5	26
Kamuli	23	14	3	1	41
Luwero	19	16	3	1	39
Mbale	10	11	3	1	25
Moroto	12	6	0	1	19
Moyo	21	9	1	1	32
Mpigi	26	19	2	1	48
Mukono	34	22	3	1	60
Nakapiripirit	3	9	2	0	14
Nebbi	23	18	1	1	43
Ntungamo	25	10	3	1	39
Rukungiri	35	9	3	0	47
Soroti	17	16	4	1	38
	394	234	45	22	695
National Total	1576	850	167	65	2658

Source: Ministry of Health (2010), *Human Resources for Health Audit Report*.

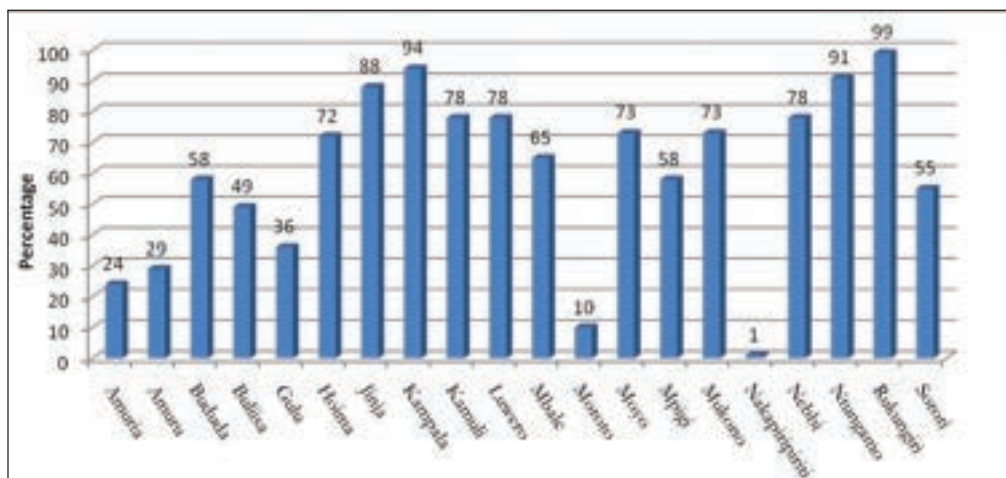
However, the expansion in the physical health infrastructure has not necessarily resulted into the desired health outcomes. For example, as shown in Figure 13, deliveries in health units are depressingly low with only 4 per cent of expectant mothers delivering in health facilities in Nakapiripirit district.

Figure 13: Deliveries in Health Units by Districts (2009/10)



Source: UBOS, *Statistical Abstract, 2010*

Figure 14: Pit latrine Coverage in the 20 Districts

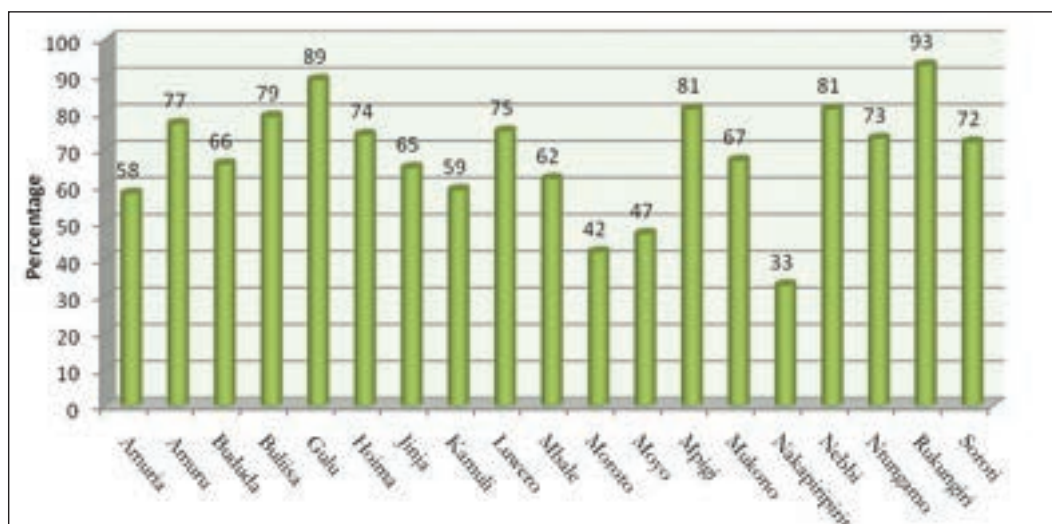


Source: Authors' calculations based on data from UBOS Statistical Abstract 2010

3.2.3 Water and sanitation services

The right to safe and clean water is enshrined in the Uganda Constitution (1995, as amended) under the national objectives and directive principles of state policy.²⁷ Under part XXI, the State shall take all practical measures to promote a good water management system at all levels. The Millennium Development Goals also commit governments and the international community to halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation.²⁸ On the other hand, the Local Government Act provides, among other things, that local governments are responsible for the provision and maintenance of water supplies in liaison with the Ministry of Water and Environment.

Figure 15: Access to safe water sources in the 20 assessed districts



Source: Directorate of Water Development, Ministry of Water & Environment, 2010

27 See Part XIV on general social and economic objectives.

28 Millennium Development Goals (2000), Target 7.C

According to the 2010 MDGs Report, Uganda is on track to achieve the MDGs target regarding access to safe drinking water. As shown in Figure 15, only Moyo, Moroto and Nakapiripirit out of the 20 districts have achieved less than 50% in terms of access to safe and clean drinking water. However, it is important to note that in all the cases, the records of the proceedings of the councils do not show any systematic debate on issue of access to clean water. Yet, available data shows that a considerable number of water sources are either obsolete or largely non-functional.

3.2.4 Agriculture and Agricultural Advisory Services

Like the national economy, the local economies of all the districts covered by the assessment, with the exception of Kampala, are dominated by agriculture. Agriculture is the main source of livelihoods for the majority of the people and the main economic activity. Agriculture also is the major source of employment for most households. Consequently, investments in agriculture have the most immediate impact on poverty eradication and provision of the basis for transitioning to new forms of economic activities in industry, services and the knowledge economy.

However, besides the proclamations in the policies²⁹ and budget speeches,³⁰ and the fact that agriculture is considered a primary priority sector under the National Development Plan, there is no evidence that appropriate attention is being paid to the sector, especially in terms of budget allocations. In spite of the Maputo declaration and the Comprehensive Africa Agriculture Development Programme (CAADP) compact to increase the budget allocations to the agriculture sector to 10% of the total budget³¹, Uganda Government continues to ignore this commitment and to underfund agriculture. For instance, in the 2009/10 national budget, General Public Administration³², Security and Parliament were allocated Ug.Shs1,376.53 billion; Ug.Shs503.40 billion and Ug.Shs122.18 billion respectively compared to only Ug.Shs 331.18 billion that was allocated to the agricultural sector³³. In addition, as shown in Figure 16, the Ministry of Agriculture, Animal Industry and Fisheries, received the lowest releases for most of the years since FY 2007/08.

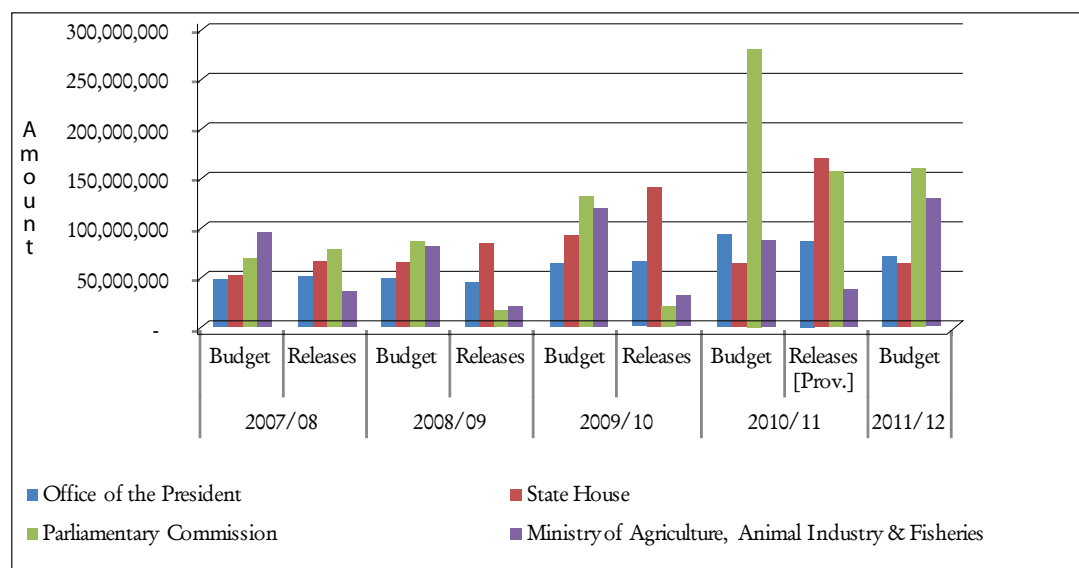
29 NPA (2010). National Development Plan (2010/11-2014/15), p.52. Republic of Uganda, Kampala.

30 For instance, the theme for the 2009/10 National Budget was 'Enhancing Strategic Interventions to Improve Business Climate and Revitalize Production to Achieve Prosperity For All.'

31 CAADP was endorsed and adopted by the African Heads of State and Government at the Summit of the African Union in July 2003 in Maputo, Mozambique, as a framework for the restoration of agriculture growth, food security and rural development in Africa.

32 Includes: MFPED (Ug.Shs262.19bn), URA (Ug.Shs 107.99), Office of the Prime Minister (Ug.Shs 144.32 bn), MoPS (Ug.Shs 144.78bn), MoLG (Ug.Shs 124.18 bn), EAC (Ug.Shs 15.13 bn), NPA (Ug.Shs 9.8 bn), PSC (Ug.Shs 348bn), LGFC (Ug.Shs 214), LGs (Ug.Shs 26.17 bn), Office of the President (Ug.Shs 36.96 bn), State House (Ug.Shs 7643bn), MoFA (Ug.Shs 943bn), Electoral Commission (Ug.Shs 4745bn), Missions Abroad (Ug.Shs 46.73 bn).

33 Daniel Lukwago(2010), Increasing Agricultural Sector Financing: Why it Matters for Uganda's Socio-Economic Transformation. ACODE Policy Research Series, No. 40, 2010

Figure 16: Budget allocation for selected agencies


Source: Author's calculations based on the MFPEd data

The share of the Agricultural sector³⁴ in Uganda's total Gross Domestic Product (GDP) has been declining from 39.9% in 2001/02 to 15.4% in 2008/09, which has been erroneously regarded as a key indicator of socio-economic transformation. However, given the fact that 73.3% of the population is engaged in subsistence agriculture and hunting,³⁵ the declining growth in agriculture is a big challenge towards effective poverty reduction.

Figure 17: Share of primary growth sectors in GDP and growth performance in Uganda

	% share in GDP					% annual growth				
	1988	1997	2004	2007	2008	1988-97	1998-02	2004-08	2007	2008
Agriculture	51.1	33.1	17.3	14.5	15.4	3.9	5.4	1.1	1.7	2.2
Forestry	2.2	1.7	3.3	3.5	3.4	4.7	7.0	3.9	2.2	4.2
Manufacturing	5.9	8.4	7.0	6.9	7.2	13.2	7.2	6.3	7.6	6.7
Hotels and restaurants	1.1	1.9	4.0	4.1	4.1	13.1	3.8	9.6	9.2	12.5
Mining	0.1	0.6	0.3	0.3	0.4	34.6	8.0	13.0	5.0	10.4
Post and telecom	0.2	0.6	2.0	3.0	3.4	10.1	22.8	26.2	16.1	39.6
Construction	4.1	6.5	11.9	12.2	12.2	6.5	6.3	6.3	4.8	5.8

Over the last decade, there have been attempts to revamp agricultural production with the direct participation of local governments through the National Agricultural Advisory Services (NAADS). However, the programme has been mired in uncertainties and ambiguities. Currently, there is no clear direction for NAADS, mainly because of unharmonized political and technical expectations; both politicians and technocrats have different expectations of NAADS. There is no common agreement on the concept and practice of extension services in Uganda among

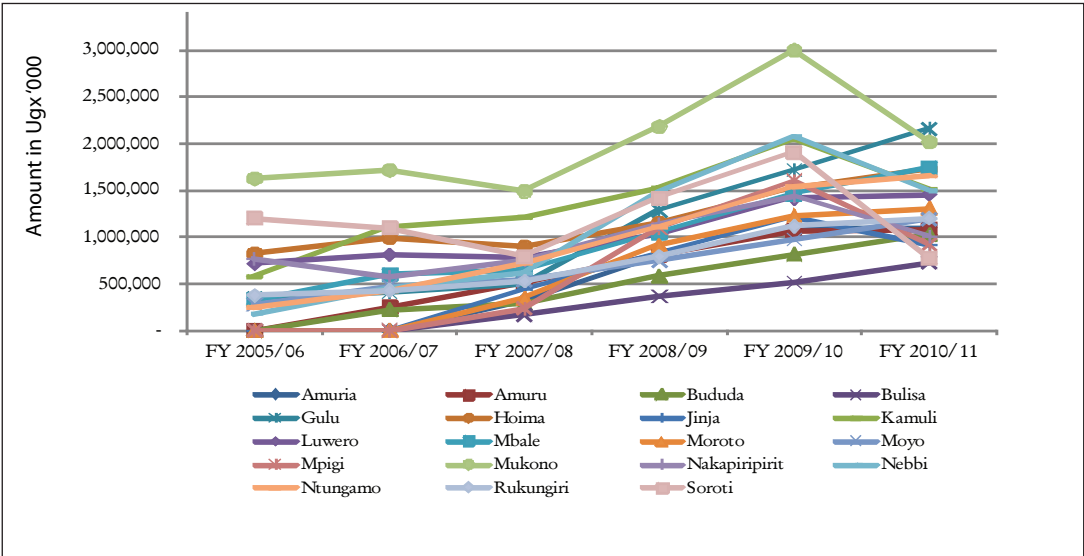
³⁴ Cash crops, food crops, livestock, forestry and fishing activities.

³⁵ UBOS (2009). Statistical Abstract 2009.

the politicians who make policies and technocrats who implement the policies. The politicians have hijacked the programme and continue to send mixed messages to the farmers. Secondly, NAADS technocrats have been disempowered and cannot stand up to political pressures. Funding dynamics of NAADS also contribute significantly to the stand-off between politicians and the technocrats³⁶. As shown in Figure 18, releases of NAADS funds to all the districts in the sample declined sharply in FY 2010/11. This was largely as a result of the February 2011 general elections which again consigned an important sector like agriculture into the peripheral of public spending.

It is important to note that in all the district councils where agriculture has come up as an issue for consideration, the discussions are often restricted to the implementation of the NAADS programme. In particular, there is no visible demand from the local governments towards challenging the central government to honor its commitment to increase funding for the agricultural sector. With the exception of Uganda Bureau of Statistics (UBOS) data, local governments also lack relevant real time data on the contribution of the agricultural sector to the overall Gross Domestic Product of the respect districts.

Figure 18: NAADS Central Government Transfers to the 20 Local Governments



Source: Author’s calculations based on the MFPED data

The debate on agricultural development should go beyond the narrow confines of agricultural productivity enhancement to include the governance and management of the environment and natural resources. Although a number of district leaders went on record to opposing the proposed giveaway of Mabira Forest Reserve, there is hardly any record suggesting the local government councils debated and made resolutions on contemporary environmental issues in their areas. In addition, the district forestry service is one of the most poorly funded sub-sectors at the local government level.

36 Lukwago (2010), supra, note 18

3.2.5 The Road Infrastructure

Given the current structure of Uganda's economy which is dominated by rural agriculture, the road network is key to enhancing economic activities in the rural areas. The road network is essential for the delivery of agricultural inputs and advice, but most important, for access to agricultural produce to markets. The road network is also important as it impacts on other socio-economic indicators such as access to health and education facilities and access to water services. The entire Uganda road network is estimated at 72,600kms. This includes 10,800 kms of national roads, 4,300kms of urban roads, 27,500 kms of LG roads and 30,000 kms of community access roads. Table 5 shows the size of district roads and community access roads in the districts covered by the assessment.³⁷

Table 5: District Road Network in the 20 districts

District	District Roads (KMs)	Community Access Roads
Amuria	169	1698.5
Amuru	159.2	756
Bududa	84.05	122.4
Buliisa	123	92
Gulu	557	982
Hoima	585.6	1756.5
Jinja	204	936.41
Kampala		
Kamuli	476.7	1605.9
Luwero	439.31	1544.48
Mbale	212.25	489.3
Moroto	92	
Moyo	205.8	498.4
Mpigi	224.43	593.59
Mukono	473.51	989.75
Nakapiripirit	197	554
Nebbi	342.3	439.3
Ntungamo	601.9	1353.88
Rukungiri	301.3	911.4
Soroti	99.8	231.7

Source: Ministry of Works

The expansion and maintenance of the road network, especially at the local government levels, remains a major challenge and the sorry state of the roads infrastructure continues to undermine business and, intra and inter-district movement. It is also evident that the issue of roads is one of the hotly debated in the local government councils. However, they are unable to intervene to address the problems raised by their local constituents mainly because of underfunding. In conclusion, the background socio-economic information shows that the state of service

³⁷ Source: <http://www.roadfund.ug/> cited in Lukwago Daniel (2010). Where do our Tax Shillings Go? ACODE Info Sheet No. 8, 2010. ACODE. Kampala.

delivery in local governments is in a state of flux. In most cases, this state of affairs is attributed to lack of capacity by local governments. In response, government has progressively moved towards recentralization some of the responsibilities and mandates originally allocated to local governments. However, this has not addressed the situation as public services across the board continue to decline and the dissatisfaction among the public continues to deepen. In the next section, we show that the problems of public service delivery are inherent in Uganda's current budget architecture which gives central government overwhelming powers and authority and leaves no room for discretion and innovation by local governments. We also argue that rather than confronting this challenge of building the local service delivery systems by strengthening local governments, government has opted for recentralization, further undermining local governance and accountability. Unfortunately, the local government council leaders have acquiesced to this policy reversal.

THE NATIONAL BUDGET ARCHITECTURE AND ITS IMPLICATION ON SERVICE DELIVERY

It has been argued that the national budget is the single most important policy and political instrument for any country. As a policy instrument, a national budget ensures that public funds are appropriated to sectors that will yield optimum returns to the national economy by way of increasing productivity, growing the economy and creating jobs. As a political instrument, the budget is used by the ruling class to direct resources to political programmes that help them secure electoral victories by ensuring the efficient delivery of public goods and services to the voters.³⁸ Indeed, budget discipline and allocation of budget resources to sectors that result into gains for the majority of citizens and taxpayers is one of the critical manifestations of a properly functioning democracy. The national budget is therefore not only an embodiment of fiscal power; it is also the major instrument through which political power can be effectively exercised.

The current deficiencies in public service delivery across all the districts covered by this assessment are inherent in Uganda's current budget architecture. The term "*budget architecture*" has been defined as the allocation of budget resources to various cost centres of public administration and the relationship between central and local government with respect to authority and control over those resources.³⁹ In this regard, there are at least two major issues with Uganda's current budget architecture that directly impact on public service delivery. These are: distortions in the allocation of public resources between the production and consumption sectors and the existing local government funding mechanisms.

4.1. Distortions in the budget allocation between production and consumption sectors

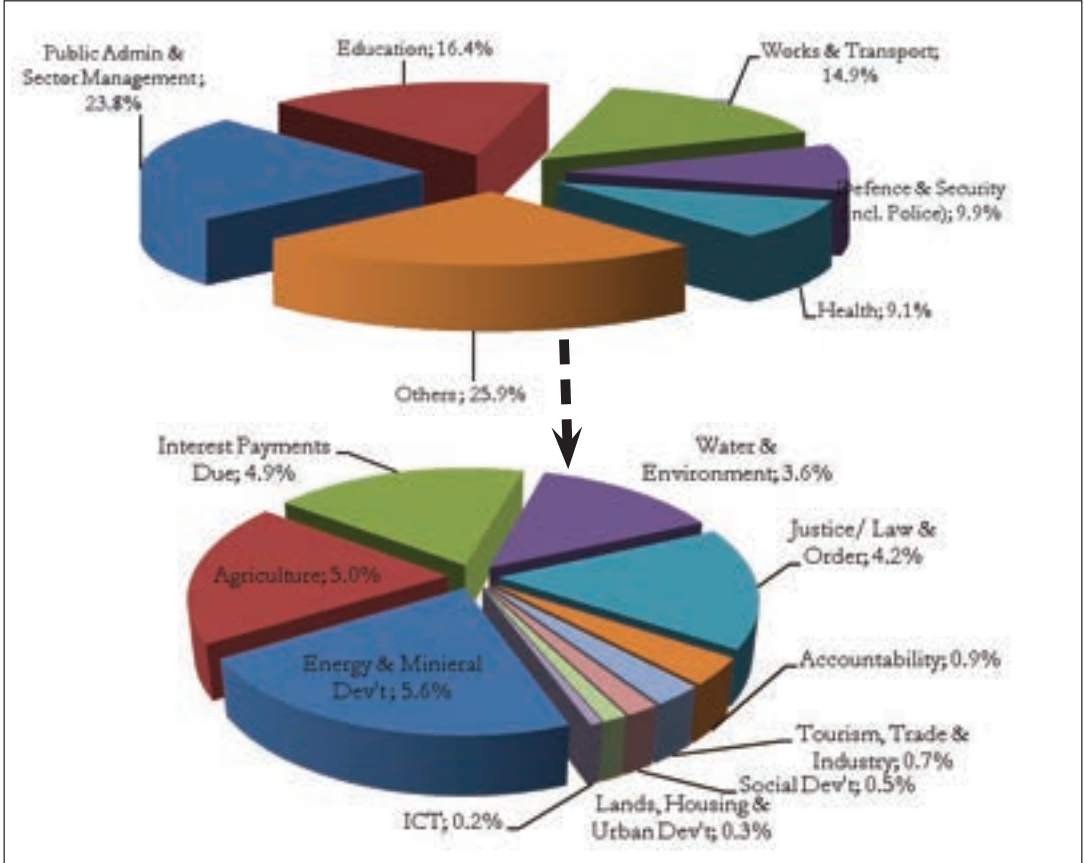
Public expenditure at the national and local government level is heavily biased towards the social service and consumption sectors. An analysis of Uganda's budget shows that increasingly, the bulk of public resources are allocated towards improving service delivery in key social sectors, especially education and health. Secondly, substantial resources are allocated towards public administration and public sector management, and defense and security. For example, before the series of supplementary budgets approved since January 2011, these two later sectors had

38 See Tumushabe, Godber., Morrison Rwakakamba and Daniel Lukwago. Budget Governance and Budget Architecture in Uganda: A Nine Point Plan to Fix the Budget, Create Jobs and Improve the Delivery of Public Services. ACODE Policy Briefing Paper Series. Kampala (Forthcoming).

39 See Tumushabe, Godberf., et al., *ibid.*

a consolidated allocation of 33.7% of the entire national budget.⁴⁰ As shown in Figure 19, the combined expenditure on these two sectors is also higher than the total budget resources (15.4%) allocated to all major production and job creation sectors which include: agriculture, environment and natural resources; tourism, trade and industry; energy and mineral development; information and communication technology; and lands, housing and urban development.

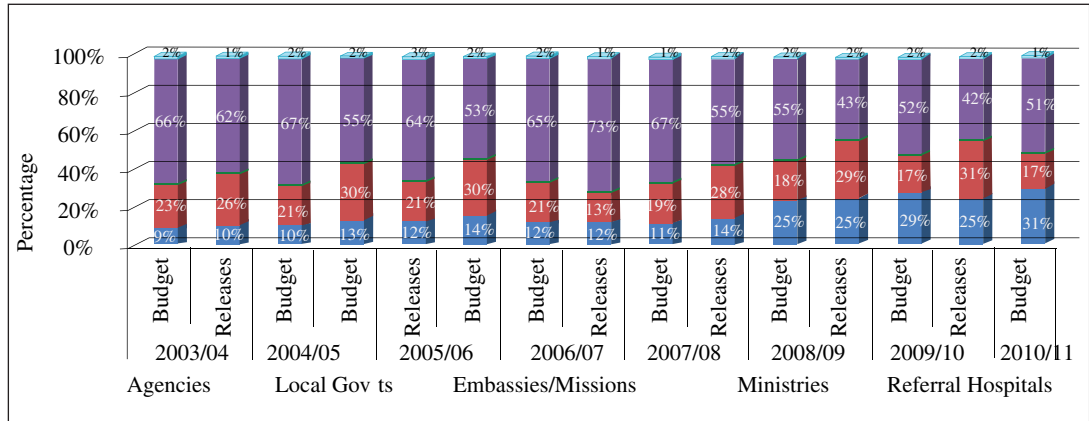
Figure 19: Analysis of Uganda’s 2010/11 Budget (Before the Supplementary Budgets)



The distortions within the budget are also evident from an analysis of budget control centres. Over the years, line ministries continue to control the bulk of the budget resources. As shown in Figure 20 the bulk of public funds are controlled by line ministries and national agencies compared to local governments whose share of the national budget has either remained flat or in some instances declined. This trend is further evidenced by comparing the trends between allocations to service delivery or social sectors with allocations to selected public administration institutions such as Parliament, Office of the President and State House.

⁴⁰ This figure excludes the additional funds allocated through supplementary budgets as well as classified defense and security expenditure including the reported purchase of fighter jets estimated at a cost of US\$ 740 million.

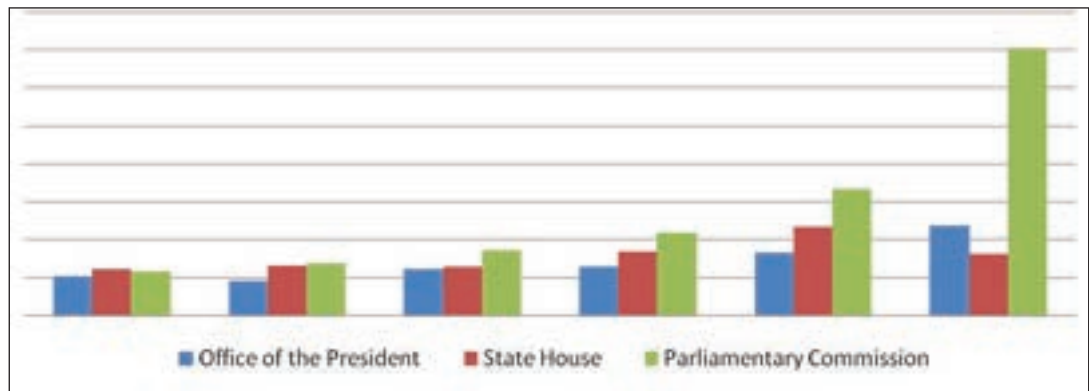
Figure 20: Trends in National Budget Allocations and Releases to Government Organs



Source: Author's Calculations based on data from MFPED.

The problem of distortions in sectoral budget allocation is compounded by the fact that while expenditure on public administration has been growing, expenditure on agriculture which is the backbone of district economies has either been declining or static. Clearly, less funds are increasingly being committed for the expansion of public services as more expenditure goes towards overhead costs as shown in figure 21.

Figure 21: Trends in Budget Allocations to select Institutions



4.2. The Existing Local Government Funding Architecture

As already argued elsewhere in this report, decentralization was designed as the key governance and service delivery mechanism under the 1995 Constitution.⁴¹ An effective local government machinery is at the centre of this system, with local government units at all levels taking charge of both delivering critical public services as well as monitoring the implementation of all government programmes. Part of the rationale behind the decentralization policy and the local government structure is that government proximity to the citizens would induce more immediate response to any potential public service delivery or governance failures.

⁴¹ See Constitution of the Republic of Uganda, Chapter 11. See also, Long Title to the Local Government Act, Cap 243 (As amended), Cap 243.

However, a comprehensive analysis shows that the failure of public service delivery at the local level and the failure of effective government response are also inherent in the way local governments are funded. This funding structure makes local governments incapable of responding to any failures in the public service delivery system. The legislative and service delivery functions assigned to them under the constitution are also exercised in the form of “rituals” with a variety of directives and guidelines handed down to them by line ministries that control the budget.

There are at least five major problems with the current funding structure that make local governments incapable of addressing the problems of service delivery at the local level, which undermines the performance record of local government councils.

First, although local governments are the frontline agencies for the delivery of public goods and services that impact directly on the wellbeing of the population, they are allocated a small share of the national budget. The bulk of the funds are channeled through line ministries which impose a variety of conditions on how the funds are utilized. Grants from the central government to local governments may be conditional⁴², unconditional⁴³ or in the form of equalization⁴⁴ grants. By their very nature, unconditional grants are essential in addressing local government priorities including those that may not be part of the NPPAs. Unlike conditional grants, local governments can exercise flexibility and discretionary powers to reallocate funds. However, local governments have very low percentages of unconditional grants ranging from the lowest at 7% to the highest at 15%. Figure 22 shows unconditional grants as a percentage of the total government releases for FY 2009/10.

As shown in Figure 22, all the 20 districts covered by the assessment received less than 15 percent of their central government transfers as discretionary funds. Over the years, participatory budgeting was adopted as the mechanism through which local planning and development priorities would be reflected in the ultimate national budget allocations.⁴⁵ However, there is a general recognition that the participatory budgeting process is increasingly becoming more of a ritual than a practice planning tool that can help shift budget allocations towards production and sectors that create jobs.

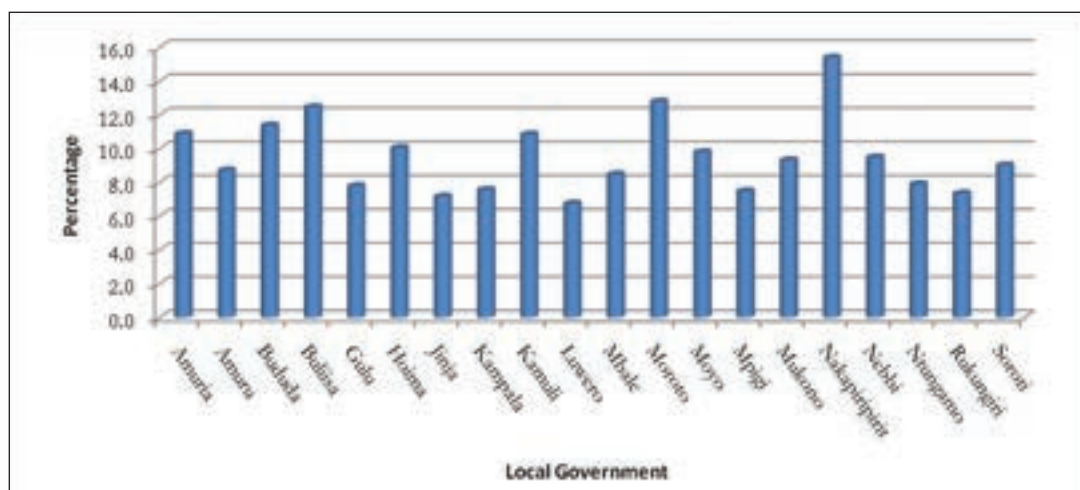
42 Conditional grants are paid to local governments to finance programmes agreed upon between the government and the district are expended for the purposes for which they are made in accordance with the conditions agreed upon.

43 An unconditional grant is a minimum grant paid to local governments to run decentralized services and is calculated in a manner specified in the seventh schedule the Constitution of the Republic of Uganda.

44 An equalization grant is the money paid to the local governments for giving subsidies or making special provisions for the least developed districts and is based on the degree to which a local government unit is lagging behind the national average standard for a particular service.

45 See Republic of Uganda (2002). A citizens' Guide to the Uganda Budget Process. Ministry of Finance, Planning and Economic Development. Kampala.



Figure 22: Unconditional Grants as % of Total Government Releases 2009/10

The absence of capacity at the local level has led to continuous “adjustment into the problem” with key responsibilities and functions of local governments being recentralized. Increasingly, Uganda has built a big government at the national level with an increasingly multifunctional government at the local government level, a situation analogous to the proverbial drunken giant walking with the limbs of a mosquito in Chinua Achebe’s *Things Fall Apart*.⁴⁶

Secondly, the system of central government transfers perpetuates a culture of dependence and a manifestation of powerlessness. In public administration, control over the budget is a major source of power and authority. The potential fear of losing the allocated funds puts the recipient in a highly vulnerable position and undermines systems of accountability. Consequently, at the moment, local governments have very limited influence on major public policy decisions mainly because they are powerless and that powerlessness is directly derived from the current funding structure. For example, while the economies of the districts across the country are dependent on agriculture, they are content with receiving the series of grants from the central government. However, they have not been capable of demanding for increased budget allocations to the agriculture sector. Indeed, an analysis of council minutes shows that all local governments are content to discuss the expenditure of funds allocated. There is no evidence that any of the local governments covered by the assessment passed any resolutions demanding that government allocates more resources to the agriculture sector which is the backbone of the local economies and a major source of rural employment.

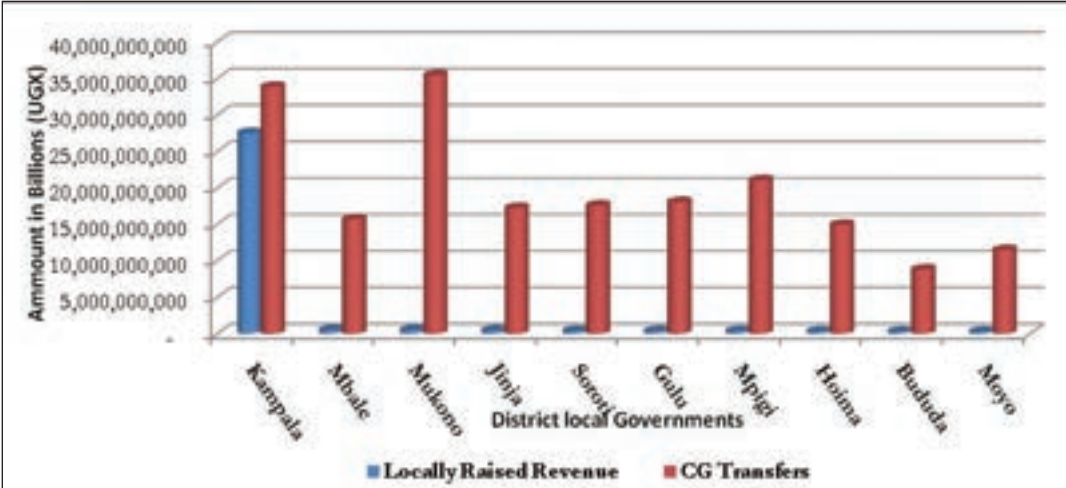
Thirdly, local governments have been deprived of all revenue sources and pushed towards marginal areas of revenue collection. All the major economic activities at the local government are taxed by the central government. Local governments have only been given powers to collect taxes on marginal economic activities such as local service tax, hotel and markets. With a severely constrained development budget, local governments have limited flexibility to invest in building the local economic infrastructure that creates new revenue sources or expands existing ones.

Consequently, the contribution of local revenue to the total district budget is statistically insignificant. Figure 23 provides a comparative analysis of revenue source for the 10 districts

⁴⁶ Achebe Chinua (1994). *Things Fall Apart*. Anchor.

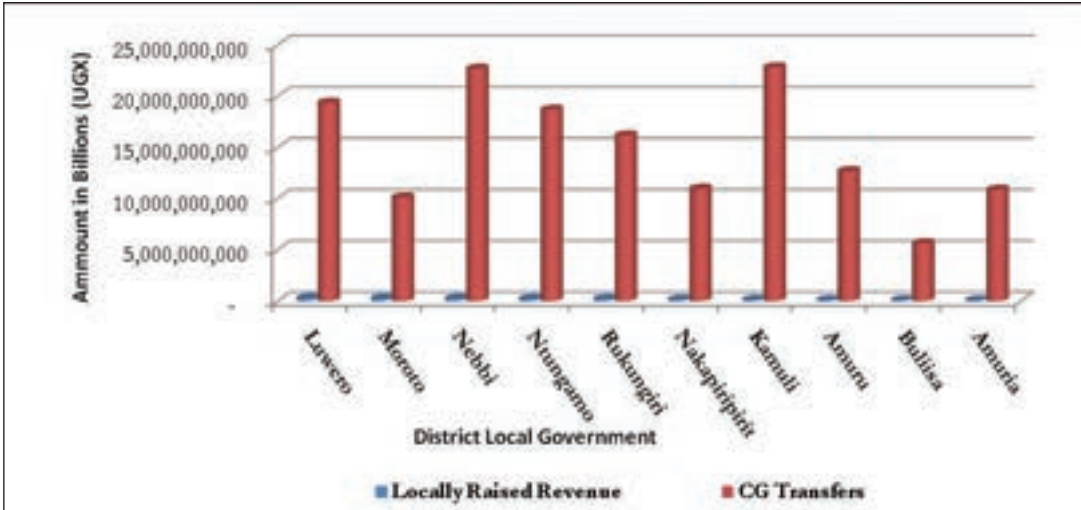
with the highest scores while Figure 24 provides similar data for the 10 districts with the lowest scores.

Figure 23: Comparison between Locally Raised Revenue and Central Government Transfers 2009/10



Source: Authors' calculations based on Final Accounts from the 20 different Local governments for FY 2009/10

Figure 24: Comparison between Locally Raised Revenue and Central Government Transfers 2009/10



Source: Authors' calculations based on Final Accounts from the 20 different Local governments for FY 2009/10

This problem is compounded by the fact that there is no requirement for Uganda Revenue Authority (URA) to indicate the amount of revenues collected from the respective local governments. At the moment, it is only possible to show what Ugandan taxpayers spend

on local governments. However, this policy gap means that it is not possible to show what local governments contribute to the national treasury and Uganda's Gross Domestic Product (GDP).

Finally, the absence of robust and specific data on production and performance targets project local governments mainly as political and administrative organs rather than production units. For example, as discussed in section 3, local governments do not have targets on how they can progressively improve on their PLE performance. An analysis of local government council minutes for the FY2009/10 shows that it is only Buliisa District where the PLE results were tabled in the Council meeting.⁴⁷ It is tenable to argue that the lack of improvement in the delivery of public services may be partly attributed to the absence of budget allocations to specific public service delivery targets whether at the national or the local government level.

There is no doubt that major reforms in the current budget architecture are a necessary condition for achieving any significant improvements in delivery of public services in Uganda. These reforms ought to restructure the current fiscal arrangements between the central government and the local governments and create a strong vertical and horizontal accountability relationship between the citizens, the local governments and the central government. The design objective of such a system further ought to put back local governments at the frontline of public service delivery by vesting in them appropriate discretionary spending powers that enable them to intervene at specific service delivery units. Equally important, such a system must provide local governments with discretionary funding authority to enable them invest in building local economic and public infrastructure that grows the local economy, creates jobs and expands the tax base.

47 See Minutes of the Meeting of Buliisa District Local Government of 8-9 April 2010.

5.1 District Councils

The local government council is the highest authority within a district. The council is vested with legislative, administrative, and executive powers.⁴⁸ A district council is a corporate body comprising directly elected councilors and councilors for special interest groups, including women, people with disabilities, and the youth. The score-card for the council is derived from the functions of the local government councils as stipulated under the Local Government Act. 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 its jurisdiction. The council is the platform where councilors can raise issues affecting their electorates and ensure that appropriate plans are put in place and the fiscal and other assets of the local government are channeled towards addressing those issues.

ACODE assessed a total of 20 local government councils representing 20 districts. As described earlier, there is considerable variability in the sizes of the district councils. For example, Buliisa District and Soroti District had the lowest and highest number of councilors respectively.⁴⁹ For purposes of the score-card, the district councils were assessed on four parameters: legislative role; accountability to citizens; planning and budgeting; and monitoring service delivery on National Priority Programme Areas (NPPAs).

Table 6: Performance of District Council

District	Legislative Role	Accountability to Citizens	Planning and Budgeting	Monitoring NPPAs	Total
Gulu	15	20	20	23	78
Luwero	13	22	20	21	76
Amuria	14	18	13	24	69
Kampala	16	19	22	12	69
Mpigi	10	19	17	22	68
Mbale	16	16	15	15	62

48 According 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 representing the district's youths (one councilor of whom shall be female), two councilors with disabilities (one of whom shall be female), women councilors forming one third of the council, and two elderly persons above the age of 60 (a male and a female). During council sittings, the law provides for a member of parliament to attend meetings of the local council in his/her constituency.

49 Buliisa District Council had nine councilors while Soroti had 33 councilors. These totals include the district speakers and chairpersons.

Mukono	17	16	12	16	61
Ntungamo	10	17	17	14	58
Rukungiri	13	12	15	16	56
Amuru	9	15	14	17	55
Hoima	10	12	17	13	52
Kamuli	12	11	16	13	52
Jinja	13	14	11	13	51
Nebbi	8	14	17	11	50
Moyo	10	14	14	11	49
Bududa	10	18	13	4	45
Soroti	8	11	13	12	44
Moroto	7	8	17	8	40
Buliisa	9	11	14	4	38
Nakapiripirit	12	13	10	3	38
Average	12	15	15	14	56

Overall, Gulu District Local Government Council had the best performance, with 78 points out of 100. Part of the uniqueness of Gulu District Council was the fact that it had a systematic way of monitoring and following up the implementation of its decisions. In addition, Gulu District Council had the best record of council proceedings when considered in terms of presentation style, clarity and content. Luwero District came second with a total score of 76 points out of 100. There are two unique lessons from Luwero. First, in accordance with the district client charter, the district council holds public hearings on each tender awarded to provide services in the sub counties. Second, Luwero District Council is the only council that debated and made decisions on issues of national importance outside its jurisdiction. When Bududa District was devastated by landslides, for instance, Luwero District Council adopted a resolution extending sympathies to the people of Bududa and made a unanimous decision to contribute UGX1,000,000 in aid of the victims of the landslides.

At the bottom of Table 6 are Nakapiripirit, Buliisa, Moroto, Soroti, Bududa and Moyo districts, all of which scored below 50 points. Assessment data reveal a common problem of ineffective and incoherent council monitoring in all six districts. Apart from the fact that these district councils did not provide any record from their monitoring during the year under review, there was no attempt to follow up any of the issues that may have been raised from the sub-counties. Generally, there were no reports to indicate whether the councils had engaged in monitoring service delivery activities as mandated under the Local Government Act.

5.1.1 Legislative Role

In accordance with the Local Government Act, district councils are enjoined to meet for the discharge of their functions at least once every two months, at a time and place determined by the Speaker (or when a council has no Speaker, the Chairperson). In executing this role, district councils are expected to conduct business through guidelines commonly referred to as rules of procedure. The rules of procedure regulate the meetings of both the council and its

committees. Councils also have legislative powers to pass motions and enact ordinances on all matters within the councils' mandate.

The Score-card therefore assesses the local government councils' performance on eight key indicators: adoption of rules of procedure; number of motions passed; number of ordinances adopted; whether any public hearings were conducted to ensure public participation in the legislative work of the local government; availability of legislative resources; the number of petitions received and debated or acted upon by the councils; purpose-driven tours to other districts; and whether the meetings of council are held on time.

Following the adoption of the multiparty system of government in 2005, a set of model rules of procedure were developed by the Ministry of Local Government to guide the conduct of business by local government councils.⁵⁰ The councils are therefore required to table, debate, and adopt the rules as appropriate. This process has continued since the commencement of the last term of office. By the end of the year covered by the assessment, all 20 districts had adopted the rules of procedure as provided, in some cases with minor adjustments. However, the councils are still grappling with the operationalization of these rules. In some cases, councils were dominated by one political party, which raised challenges of its own.⁵¹ In such instances, certain councils allowed issues concerning the National Resistance Movement to be raised and recorded as part of the official record of council proceedings.⁵² On the other hand, a council like Luwero was able to promote bi-partisanship, as demonstrated by the fact that the Speaker on some occasions allocated time for the leaders of the various political parties to make specific interventions, including during budget discussions.⁵³

Across the 20 districts, the practice of moving motions is evolving. For the purposes of the score-card, a motion is defined as a formal proposal made in council seeking an action on a specific issue. Motions are either moved by individual councilors or by the District Executive Committee.⁵⁴ This indicator therefore assesses the extent to which councils were able to receive, debate, and dispose of motions presented before it. Available evidence shows that councils are increasingly adopting motions on service delivery, although there were few specific cases where such motions were formally presented by an individual or group of councilors, or by the Executive Committee. Some of the motions relate to the debate and passage of statutory planning documents, such as budget framework papers and the budget. When considered in this broad perspective, at least 19 out of the 20 districts were able to pass a series of motions.

It is important to recognize, though, that most motions concerned public service delivery. Motions on accountability were mainly focussed on fiscal accountability and rarely on administrative

50 See Standard Rules of Procedure for Local Government Councils in Uganda, Ministry of Local Government.

51 Overall, 72 per cent of the councilors subscribed to the ruling NRM, 18 per cent to FDC, four percent to DP, three per cent were independent councilors, while three per cent subscribed to the UPC.

52 For example, Rukungiri District Council discussed the registration of NRM party members and the NRM roadmap, which was recorded as part of the official record of proceedings of the council. See the minutes of council meetings for 25/2/2010 and 10/6/2010 respectively.

53 See Minutes of the Luwero District Council meetings of 5/3/2010 and 15/6/2010.

54 There appears to have been a misunderstanding of the term to the extent that the field researchers were unable to make a distinction between substantive motions and regular motions addressing procedural issues in a meeting. This misunderstanding may therefore have affected the results of the score-card on this indicator. This will need to be further clarified in the subsequent review of the score-card.



accountability, representation, or other issues of governance. (See Section 5.1.2 below for a discussion on accountability.) Only three out of the 20 local governments were found to have passed any motions seeking to secure the financial autonomy of local government councils. Such autonomy might be pursued by raising local revenue or negotiating for more discretionary funding from the Consolidated Fund.

This is clearly a very limited legislative activity taking place, as may be evidenced through the enactment of ordinances as stipulated under the Local Government Act.⁵⁵ While a number of local government councils reported having enacted a series of ordinances, these had been submitted to the Attorney General's Chambers for certification and most of them had not been returned. Furthermore, none of the district councils had enacted any ordinances that promoted accountability or aimed to secure the financial autonomy of local governments. The few ordinances available focus on service delivery, such as education. Indeed, a few of the local government councils went further and organized public hearings on the draft ordinances, hence giving an opportunity to the citizens to engage in the councils' legislative agenda.⁵⁶ However, none of the district councils organized public hearings to discuss issues of accountability or environment.

Generally, most of the councils have basic legislative resources such as a library, a fully functioning office of the clerk to council, council chambers, and a councilors' lounge. The assessment also established that a number of districts regularly received petitions and letters raising service delivery issues from constituencies, although evidence suggested that the issues raised were rarely addressed or responded to. While almost 50 per cent of the districts participated in inter-district tours, there was no evidence of systematic follow up on specific issues or lessons learnt from those tours.

5.1.2 Accountability to Citizens

Local government councils discharge their mandate on behalf of the citizens and especially the voters who elect the councilors. This role is discharged when councils undertake actions that demonstrate downward and upward accountability to their voters and citizens. Downward accountability is measured by indicators that require councilors to enable voters and citizens to participate in governance by providing relevant information and an enabling environment. Upward accountability is achieved when local government councils demand appropriate responses from the central government with regard to deficiencies in public service delivery, as well as major public policy and governance issues such as respect for the Constitution, respect for human rights, the eradication of corruption, and general good governance. Consequently, the indicators measure fiscal, political, and administrative accountability, as well as whether councils took deliberate actions to engage civil society organizations in the budget process.

The assessment revealed that 19 local government councils displayed public funds received and projects on public notice boards.⁵⁷ However, at least 15 of the districts did not display appropriate

⁵⁵ Local Government Act (as amended), Cap 243

⁵⁶ Only Nebbi District Council had a record of proceedings of the public hearing held on its ENR ordinance. The record can be accessed from the office of clerk to council.

⁵⁷ It is only Moroto District Local Government that did not display information about ongoing local government projects at the district and sub county levels.

summaries of audited accounts. This suggested that citizens only received information about the funds received, but had no way of knowing how the funds were utilized. All of the 18 districts that have council chambers also make provision for a citizens' gallery, and citizens are usually allowed to attend and observe council proceedings.

Generally, there is very limited discussion of critical national policy and governance issues. For example, with the exception of the resolutions to create new districts, none of the 20 district councils engaged in any substantive debate on issues such as corruption or human rights, or made any specific communication to Parliament on key constitutional issues. There was also no record of any council deliberations on critical national policy issues such as the National Land Policy, the Oil and Gas Policy, or any other key national legislation that was enacted by Parliament during the year under review.⁵⁸ The implication is that district councils do not make specific inputs or negotiate for appropriate distribution of power, authority, and resources on key issues that affect service delivery and governance throughout the country.

Overall, the councils had an average score of 15 out of a total of 25 points. Luwero, Kampala, and Mpigi districts, respectively, scored the highest points in this parameter, while Kamuli, Soroti, and Nakapiripit obtained the lowest scores, with each earning 11 points.

Further scrutiny of the minimum conditions and performance measures reveals a worrying scenario for district local governments that got penalties during the year under review. The fact that any penalty to a local government is tantamount to a 20 per cent reduction in their discretionary funding means that such a local government continues to swivel in a funding dilemma every other year. This is particularly true for Mukono District, which has exhibited perpetual poor performance over the last five years with continuous penalties including the year under review. District councils should take deliberate steps to debate the findings from such annual assessments with the goal of rectifying such failures, which, in turn, will ideally impact on the delivery of public services in the district.

5.1.3 Planning and Budgeting

Planning and budgeting are some 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. Consequently, the score-card contains a set of indicators that assess whether the council has the appropriate planning and budget instruments that are approved. Additionally, the indicators also assess the efforts by local government councils to secure fiscal autonomy by raising local revenue or negotiating for more discretionary funding from the Consolidated Fund. The average score is 15 points out of the maximum 25 points assigned to this parameter. Gulu and Luwero districts obtained the highest scores (20 points each), while Buliisa and Nakapiripit scored the lowest with 14 and 10 points, respectively.

Overall, all the districts have in place a range of policy and budget instruments. These include the budget framework papers, the district development plans, the capacity building plans, revenue enhancement plans, and work plans. It is apparent that these planning documents are in place partly because they are a statutory requirement and essential preconditions for accessing funding through the current central government fiscal transfer systems. However, with a few

⁵⁸ For example, see Minutes of Soroti District Council of 28/4/2010.



exceptions, a review of the record of proceedings of councils does not show a strategic and robust debate with regard to budgeting and budget allocations.⁵⁹

While the economies of the majority of the districts are based on agriculture, which is intricately linked to the environment and natural resources (ENR), none of the district councils have specific programmes to promote sustainable ENR enterprises. Enterprises such as tree farming, eco-tourism, and wildlife ranching or sustainable charcoal burning can boost local economies and create jobs, while providing the ecological conditions that support agricultural production.

Generally, the majority of the local government councils covered by this assessment have adopted local revenue enhancement plans as a statutory or procedural requirement.⁶⁰ However, there is clearly a problem of implementing specific local revenue enhancement initiatives, and local revenues as a percentage of total local government budgets have not improved. At least 13 out of the 20 districts did not undertake any initiatives to engage central government by way of council resolutions or actions on issues of revenue enhancement. As a result, with the exception of Kampala, no other local government achieved an increase of up to five per cent in annual contributions to its budget. Fifty per cent of the districts assessed had an increase in discretionary funding as a percentage of the central government transfers. However, this was mainly a result of the rewards for meeting the minimum conditions under the annual local government assessment rather than structural changes within the current budget architecture.

The problem of revenue for local governments is inherent in the current taxation system, which presumes that all taxes collected by the central government are national revenues. Yet, obviously, each business or individual that pays taxes in Uganda resides not only within the national jurisdiction, but within the jurisdiction of a local government as well. Unfortunately, though, the Uganda Revenue Authority (URA), which is the national tax collection agency, has no obligation to report on the revenues collected from individuals or businesses residing within each local government's jurisdiction. What this means is that, currently, no local government knows what its jurisdiction's contribution is to the national budget. All central government transfers to local governments are more or less treated as "charitable" contributions.

5.1.4 Monitoring Service Delivery on National Priority Programme Areas

The local government is the frontline agency 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 for discharging this mandate falls on the local government council as the planning authority of the district. The Local Government Act also obligates local governments to accord National Priority Programme Areas (NPPAs) preferential budget outlays.⁶¹ These programme areas are reflected in the National Development Plan (NDP) under different categories. For example, agriculture and forestry are considered a primary

59 A few local government councils such as Ntungamo and Gulu also had fairly clear statements of policy upon which the budget was based. For example, see the Minutes of Ntungamo Local Government Council of June 14, 2010.

60 Although Mbale and Moyo local governments had local revenue enhancement plans, the assessment didn't find any specific initiatives to implement the proposals in the plans.

61 See Section 77 (1), (2) and (3) of Local Government Act (as amended), Cap 243.

sector, while roads falls under the secondary category sectors. On the other hand, water and sanitation, health, and education are classified under social sectors, while environment falls under enabling sectors.⁶²

In spite of the realignment of the NPPAs as described above, these sectors are still considered as essential for development and hence the enhancement of service delivery is a priority. Consequently, the score-card contains a set of indicators built around the NPPAs.⁶³ The indicators assess the intensity of monitoring of key service delivery units or projects, the intensity of council discussions of the respective monitoring reports, and the evidence of follow-up on relevant issues, including deficiencies in the delivery of public services in these sectors. Unlike the score-card for the individual councilors, which assesses the respective councilors' monitoring work in the specific constituency, under this parameter the council is assessed in its corporate capacity.

There is generally a low level of monitoring of education service delivery in all the local government councils. For example, evidence shows that at least 15 out of the 20 districts assessed had not undertaken monitoring in at least half of the schools in the district.⁶⁴ Only three out of the 20 local governments had monitoring reports submitted and discussed by council as a whole. (In practice, monitoring reports are discussed in sectoral committees and the District Executive Committee (DEC).) This lack of full council deliberation may explain why only 9 out of the 20 local governments were able to follow up on the issues raised in the monitoring reports with regard to the delivery of education services. In effect, the council appears to play a fairly marginal role in being a platform where education service delivery is discussed and deficiencies addressed. While evidence suggests that there were considerable attempts by the councils to monitor the delivery of services in the health sector, agriculture, water, and ENR, the production of the monitoring reports, the debate of the reports in council, and the follow up on such reports was less than systematic. Additionally, all the districts with the exception of Soroti and Rukungiri—did not invest much discussion on the issue of adult functional literacy.

5.2 District Chairpersons

A district chairperson is the political head of the district. The effectiveness of any local government council chairperson is important for the overall development of the respective local government systems because they hold political as well as executive authority. During the year under review, all the 20 district chairpersons were assessed.⁶⁵ All the chairpersons of the district councils were men. This is representative of the entire country, in which there is only one female chairperson out of the 111 districts that were in existence as of June 30, 2009.⁶⁶ Out of the 20 chairpersons, 10 participated in the first score-card covering the period 2008/09.⁶⁷ In accordance with the Local

62 See Republic of Uganda (2010). National Development Plan 2010/11-2014/15, (Part 3), April 2010.

63 The indicators look at education, health, rural water and sanitation, roads, and agriculture.

64 For example, on Angopet Primary School in Gwere Sub-County less than 20km from the Soroti District Headquarters, the headmaster indicated that he had not received any visit from the local councilor or the local government council, even after writing to the sub-county.

65 The chairpersons of Buliisa, Rukungiri and Mpigi District Local Governments declined to be interviewed and were therefore assessed based on available documentary evidence from the district records.

66 Kanungu District was the only local government with a female chairperson during the year under review. The situation remained the same even after the 2011 general elections.

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

Government Act, 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 NPPAs.

Table 7: Performance of District Chairpersons

Name	District	Political Leadership (30)	Legislative Role (15)	Contact with electorate (10)	Initiation and participation in development projects (10)	Monitoring NPPAs (35)	Total
Ronald Ndawula	Luwero	30	11	8	10	27	86
Norbert Mao	Gulu	26	1	8	10	35	80
Bernard E.M. Mujasi	Mbale	28	11	8	10	21	78
John.W. Karazarwe	Ntungamo	27	4	10	8	25	74
Julius Ochen	Amuria	23	7	6	10	27	73
Stephen Ochola	Soroti	26	11	6	10	19	72
Nasser Ssebagala	Kampala	27	6	6	10	15	64
L.A. Omach Atube	Amuru	24	9	6	8	16	63
Steven Mubiru	Kamuli	22	6	8	8	19	63
George Bagonza	Hoima	23	7	4	4	21	59
John Pascal Wapokra	Nebbi	22	7	4	8	17	58
Hannington Basakana	Jinja	22	4	6	8	18	58
Wilson Watira	Bududa	19	11	2	8	18	58
John Nangiro	Nakapiripirit	22	7	8	8	10	55
Badru Mukalazi	Mpigi	26	2	2	8	17	55
Francis Lukooya	Mukono	21	4	8	6	15	54
Peter Ken Lochap	Moroto	14	2	8	8	14	46
Peter Iku Dolo	Moyo	13	6	4	8	12	43
Zedekia K. Karokora	Rukungiri	26	8	4	4	0	42
Fred Lukumu	Buliisa	17	6	0	0	0	23
Average		23	7	6	8	17	60

Overall, district chairpersons obtained high scores with an average of 60 out of a total of 100 points.⁶⁸ Chairman Ronald Ndawula of Luwero District Council obtained the highest score (86 points), with particularly strong marks for political leadership. In particular, evidence showed that Ndawula had a very good working relationship with the district technical team, which made implementation of most council decisions possible. The second best performing chairperson was Chairman Nibert Mao of Gulu District, who scored 80 out of a maximum of 100 points assigned to this parameter. The chairpersons of Buliisa, Rukungiri, Moyo, and Moroto scored the lowest points, obtaining less than 50 points each.

5.2.1 Political Leadership

The Local Government Act enjoins the local government council chairpersons, as the political heads of any given local government, to convene and preside over meetings of the local government

⁶⁸ Gulu and Soroti district chairpersons are the only chairpersons who are being assessed for the first time in the top ten.

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. The score-card therefore assess how chairpersons discharge their responsibilities with regard to presiding over the meetings of the executive committee, monitoring and administration, overseeing the performance of civil servants, overseeing the functioning of statutory committees of the local government, and engagement with the central government and national institutions.

The majority of the chairpersons performed well on this parameter, with the highest chairperson scoring 30 out of 30 points. Besides chairing the meetings of the executive committee, the majority of the chairpersons were fully engaged in the monitoring and administration of the affairs of the local government. With the exception of Moroto and Buliisa, all district chairpersons presented evidence of effectively overseeing the civil servants through communications to the appropriate district CAOs. However, most of the chairpersons did not perform particularly well on the indicator regarding engagement with the central government and other national institutions. In the majority of cases, there was no evidence to support claims of engagement and there was no record in the council minutes to suggest that the chairpersons had briefed the councilors accordingly. There was also no evidence to suggest that chairpersons regularly provided feedback on the business of the Uganda Local Government Association (ULGA) whenever they attended ULGA meetings.

5.2.2 Legislative Functions of the Chairpersons and the District Executive Committee

The local government chairpersons and their executive committees are enjoined with authority to prepare and present to the councils bills and motions that can support the development agenda of the district. Through the presentation of bills for ordinances, the district executive committee can ensure that the key development priorities of local governments and central government are implemented. These bills may cover a variety of issues including service delivery, production and marketing, environmental protection, accountability, and governance.

Overall, the chairpersons and their executive committees did not engage in substantive legislative activities. The only districts that succeeded or attempted to enact appropriate legislation include Luwero, Mbale, Soroti, and Bududa, each of which scored 11 out of 15 points. There was clearly no evidence of substantive legislative activities in five of the districts: Moroto (2 points), Mukono (4 points), Mpigi (2 points), Jinja (4 points), and Ntungamo (4 points).

5.2.3 Contact with the Electorate

Effective representation presupposes that political leaders make themselves available to the electorate. In any case, district chairpersons are expected to be residents in their districts in order to serve their electorate more effectively. That way, the service delivery deficiencies and other concerns that the voters have can be communicated directly to them. Findings from the second assessment reveal generally fair performance with regard to the majority of the district chairpersons, with an average score of 6 out of a total of 10 points allocated to this parameter. The lowest performance on this parameter was recorded in Buliisa (0 points), Mpigi (2 points),



and Bududa (2 points). The chairpersons of Buliisa and Mpigi did not hold any meetings in all the sub counties in the district. In addition to not holding meetings with the electorate, the chairperson of Bududa was also a non-resident, and made no attempt to visit his electorate in all the sub-counties⁶⁹

5.2.4 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.⁷⁰ The score-card therefore has two specific indicators that assess the extent to which chairpersons initiate and participate in communal and development activities and projects. In this regard, chairpersons are assessed on the number of projects initiated, the contributions they make towards specific communal activities or projects, and efforts to link communities to development partners and NGOs that may offer them assistance. At least six of the chairpersons scored all the 10 points assigned to this parameter. The chairperson of Buliisa obtained the lowest points with a score of 0.

5.2.5 Monitoring of Service Delivery in National Priority Programme Areas (NPPAs)

Monitoring and ensuring the delivery of public services is perhaps the single most important function of local government chairpersons. Because citizens and taxpayers 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.

Although monitoring of district chairpersons is highly associated with effective sectoral committees, findings from the assessment reveal that effective political leadership had an impact on the performance under this parameter. The chairperson of Gulu District Local Government obtained the highest possible points, scoring all 35 points allocated to this parameter. Other than the chairpersons of Mbale, Ntungamo, and Amuria, which obtained more than 20 out of a total of 35 points, all the other chairpersons obtained less than 20 points. The chairpersons of Rukungiri and Buliisa obtained the lowest points, each scoring 0. This performance record of the two chairpersons is further verified from the review of the district minutes, which indicate that none of these district councils attempted to discuss sectoral committee reports during the year under review.

5.3 District Speakers

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; their effectiveness has a direct bearing on the functioning and outputs of the council. In that regard, speakers of district councils have dual roles. First and foremost, they are councilors

69 During the year under review, the district chairperson, speaker and his entire district council were not resident in the district. Findings from the assessment reveal that the entire district leadership resided in the neighbouring district of Mbale.

70 Local Government Act (as amended), Cap 243

with the primary responsibility of representing their constituencies. Second, they are vested with very specific responsibilities regarding the management of council business, including presiding over meetings of the council. Consequently, besides being assessed on the parameters that apply to councilors, the score-card also assesses speakers on their responsibility to preside over and preserve order in the council.

All the 20 district speakers were assessed during the year under review. Overall, the performance of district speakers varied greatly, with the highest scoring 74 points and the lowest scoring 24 points. In terms of gender, only two of the district speakers were female, while the rest were male. The speaker of the now defunct Kampala City Council obtained the highest score of 74 points.

Table 8: Performance of District Speakers

Name	District	Gender	Presiding & preservation of order in council (30)	Contact with electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total
Shifrah Lukwago	Kampala	Female	27	19	0	28	74
Denis Singahakye	Ntungamo	Male	27	18	5	21	71
Martin Ojara	Gulu	Male	27	14	3	25	69
Joseph Osoto	Soroti	Male	24	20	3	17	64
J. M. Luwakanya	Mpigi	Male	21	17	5	19	62
Watenyeli Masika	Mbale	Male	24	17	2	19	62
Michael Lakony	Amuru	Male	24	11	2	24	61
James K. Kunoobwa	Mukono	Male	23	15	2	21	61
Robert Adiaya	Amuria	Male	21	17	0	22	60
Loyor Jotham	Nakapiripirit	Male	21	15	2	21	59
Sam Bamwole	Kamuli	Male	24	15	2	17	58
G. Balwana Nakibinge	Luwero	Male	19	20	2	13	54
Yunus Mugabe	Hoima	Male	24	18	5	6	53
Henry Ndyabahika	Rukungiri	Male	19	15	5	14	53
Agnes Nabirye	Jinja	Female	16	17	0	13	46
Joseph Lomonyang	Moroto	Male	24	12	2	7	45
Kenneth Kaliisa	Buliisa	Male	15	19	0	11	45
Fabiano Obinyo	Nebbi	Male	21	8	0	1	30
Patrick Maululu	Bududa	Male	18	0	0	8	26
Samuel Vuchiri Agavu	Moyo	Male	7	13	2	2	24
Average			21	15	2	15	54

5.3.1 Presiding and Preservation of Order in Council

Generally, speakers scored high points with regard to their mandate to preside over and preserve order in the council. The majority of the speakers effectively chaired and guided council meetings, and ensured that the rules of procedure were adopted and followed, while conducting council business and generally providing special skills that facilitated council meetings. Indeed, the assessment shows that speakers tended to concentrate their efforts on this particular role

compared to constituency servicing responsibilities. On average, a speaker scored 21 out of 30 total points assigned to this parameter. There were, however, some exceptions. For example, Mukono District Local Council did not meet the mandatory six times,⁷¹ which is a statutory requirement, while the speakers of Mukono, Nakapiripirit, Moyo, Buliisa and Bududa did not delegate to their deputies for the entire year under review.

5.3.2 Contact with the Electorate

The results from the assessment show that the speakers scored low points on this parameter. With the exception of the few speakers who had offices in their constituencies,⁷² the majority of the district speakers either dedicated more time to their council work compared to their responsibilities to maintain contact with their voters. Similarly, district speakers' performance in attending sub county council committee meetings was generally poor, with the majority of speakers failing to attend at least four sub-county council meetings. Although the majority of speakers claimed to have attended these meetings, records and evidence from the sub-counties contradicted the claims.

5.3.3 Monitoring of Service Delivery in National Priority Programme Areas (NPPAs)

District speakers are peoples' representatives and should therefore remain focused on representing the views of their constituencies through monitoring public service delivery programmes. Besides being elected, district speakers earn a monthly salary which enjoins them to ensure that taxpayers and citizens get value for their money. All district councilors, including the speaker, are assessed on the extent to which they dedicate time to ensure effective delivery of public services to their electorates.

The majority of speakers (with a few exceptions) scored low on this parameter. This is particularly consistent with the poor scores on participation on local government councils. Most of the councilors scored less than 50 per cent of the total 42 points allocated to this parameter. Speakers that since they do not belong to any sectoral committee, they are not obliged to monitor government programmes. However, if this were to hold, it would result in the effective disenfranchisement of the voters in their respective constituencies, who expect their councilors to have views on such matters and to actualize such views. In some of the cases, such as Nebbi and Moyo, the speakers were not able to provide evidence to back up the claims that they had engaged in monitoring activities in their constituencies.

5.4 District Councilors

5.4.1 Basic Characteristics

District councilors are the elected representatives of the people at the local government level. Collectively, they constitute the district council, which is the planning authority and highest political organ in the district. Individually, they represent specific constituencies in the form of sub-counties or special interest groups such as women, the youth, and people with disabilities.

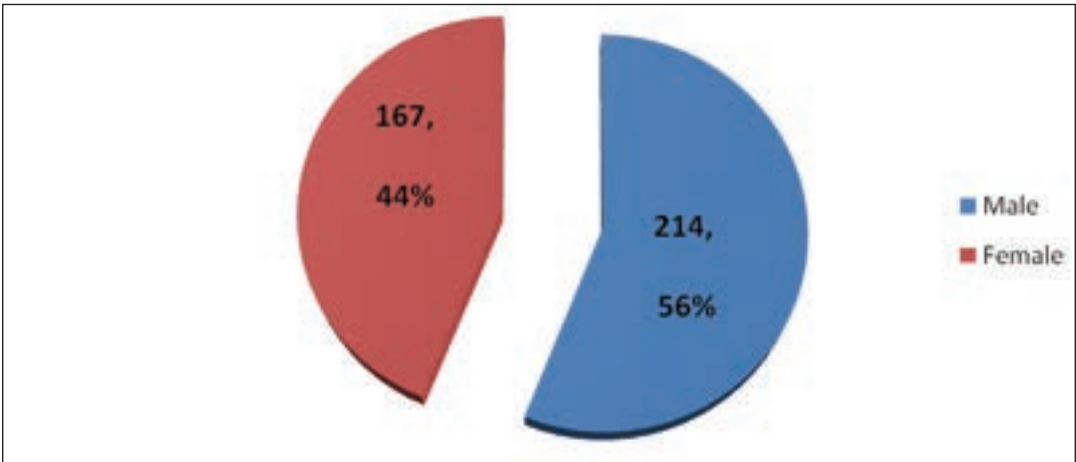
⁷¹ The district council only held four council meetings due to financial constraints.

⁷² According to the scorecard, the office could be a councilor's home, place of work or any designated public place from where the electorate can meet their councilors.

Within the context of the constitution and the Local Government Act, councilors can have a direct influence on the quality of public service delivery. Strong local government councils can also be a major source of balance of power between the government and the citizens by effectively responding to deficiencies in public service delivery and governance, while demanding for efficiency, accountability, and transparency in the way government conducts itself.

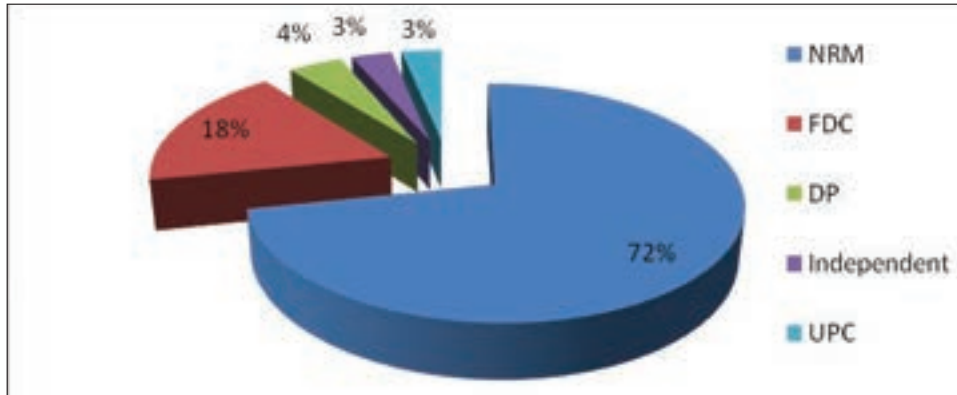
The functions of the local government councilors are set out in the Third Schedule to the Local Government Act. On that basis, the score-card assesses the performance of district councilors on four parameters: legislative roles; contact with the electorate; participation in lower local government councils; and monitoring service delivery on NPPAs. The 20 districts covered by the assessment had a total of 401 councilors, including the speakers. A total of 381 councilors were therefore assessed. This comprised 167 women and 214 men, representing 44 per cent and 56 per cent respectively (Figure 25).

Figure 25: Gender composition of assessed councilors



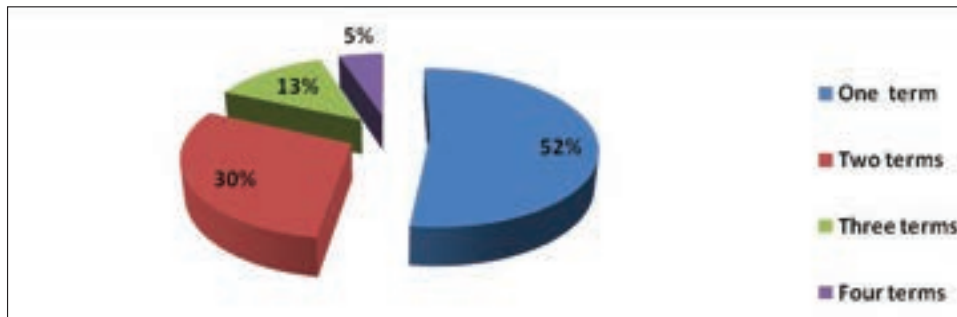
The district councils of the districts covered by the assessment are dominated by councilors representing the National Resistance Movement (NRM), comprising 72 per cent of all the councilors (Figure 26). The NRM was followed by the Forum for Democratic Change (FDC), which comprised 18 per cent. The Democratic Party (DP), Uganda Peoples’ Congress (UPC), and Independents each constituted four per cent, three per cent, and three per cent, respectively.

Figure 26: Political party Affiliation of councilors



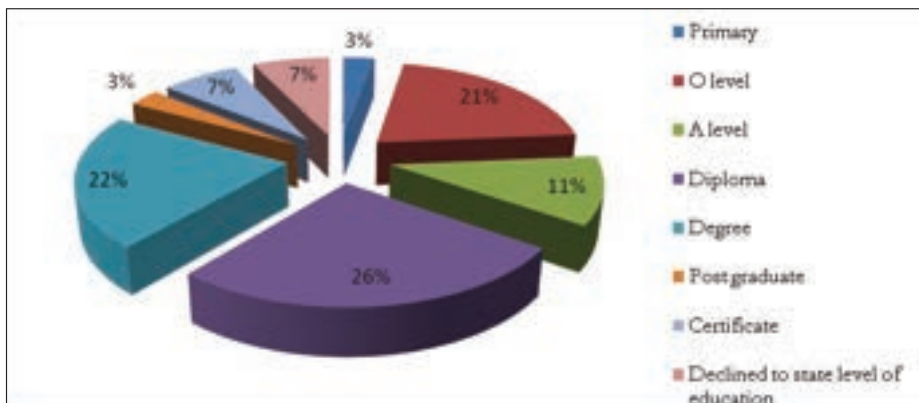
The majority of the councilors (52%) were serving their first term in the council (2005-2010). These were followed by councilors who were serving their second term (30%), those serving a third term (13%), and the least number (5%), who were serving their fourth term.

Figure 27: Number of Terms Served by Councilors



There is considerable variation in the level of education of the councilors. As shown in figure 28, the majority of the councilors hold diploma certificates (26%), followed by those who hold degree certificates. At least seven per cent of the respondent councilors declined to state their level of education.

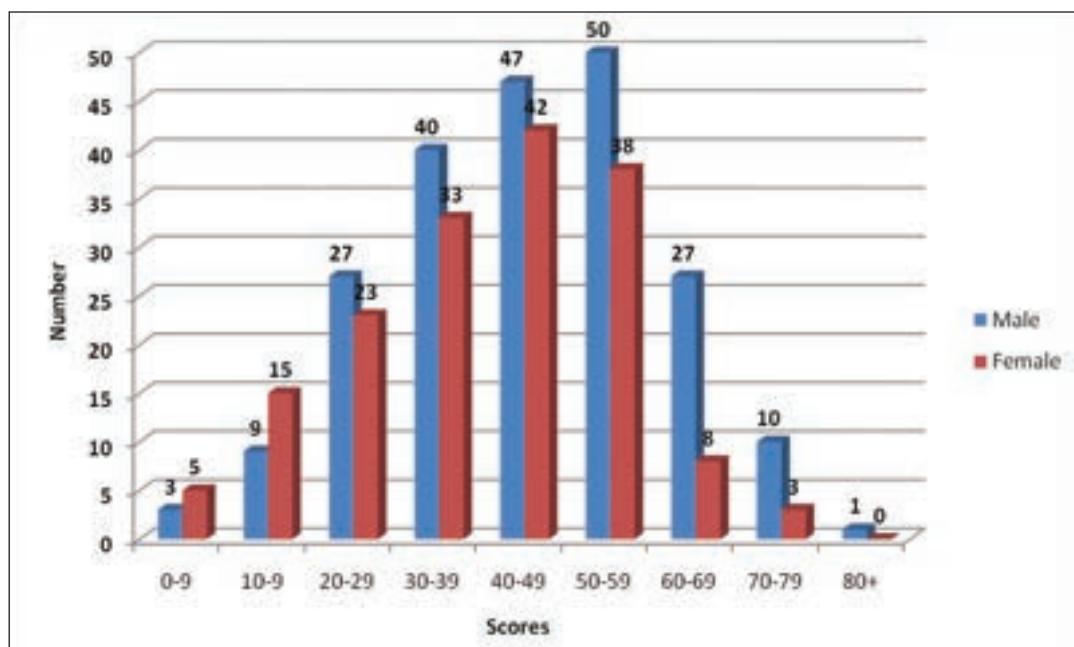
Figure 28: Education qualification of councilors



5.4.2 General Performance of Councilors

The overall performance of councilors varied considerably. The best performing councilor obtained a score of 81 points, while the lowest obtained only 6 points out of a maximum of 100 points.⁷³ As shown in Figure 29, the majority of the councilors obtained between 40 and 59 points.

Figure 29: General performance of councilors disaggregated by Gender



5.4.3 Legislative Role

Councilors are assessed for their level of participation in plenary sessions of council, participation in sectoral committees, moving specific motions on issues affecting their constituencies or matters of national public policy, and the extent to which they contribute special skills to guide the work of council. Each of the male councilors scored an average of 17 points, while female councilors scored an average of 14 points out of a total of 30 points allocated to this parameter. Generally, all the councilors attended plenary and committee meetings of the council. This is often attributed to incentives in the form of sitting allowances. However, participation in the council deliberations in the form of debate or moving specific motions was generally low. It is also important to note that there is a strong correlation between the level of education and the participation of councilors in the legislative agenda of the councils.

5.4.4 Contact with the Electorate

The indicators for contact with the electorate seek to assess the extent to which councilors maintained contact with their voters and citizens during the year under assessment. The indicators also assess the content of such contact, focusing on the kinds of issues discussed and whether such issues were relevant to the public service delivery concerns of the electorate. The assessment shows that councilors generally maintained limited official contact with the

⁷³ See Annex 2.

electorate. On average, male councilors scored 13 points, while female councilors scored 12 points out of a total of 23 points assigned to this parameter. Most of the councilors did not have official programmes in which to engage their voters, and mainly used social events as platforms for communication. However, there were a few cases where councilors were beginning to mobilize citizens to demand for better services and action from the responsible government agencies.⁷⁴ These low scores may be attributable in part, to the fact that councilors are required to do a great deal for their constituencies on a voluntary basis. Among those councilors who did have contact with their electorate, some of them were magnanimous enough to dedicate their homes as makeshift offices in which to meet their constituents.

5.4.5 Participation in Lower Local Government Councils

There is generally very low participation of district councilors in the meetings of the lower local government councils. Although councilors indicated that they were never invited for sub-county council meetings, for example, the sub-county officials argued that councilors often received such invitations. The failure of district councilors to attend lower local government council meetings is a major deficiency that undermines the full functioning of the local government systems, weakening the accountability and communication that should exist between such lower councils and district councils.

5.4.6 Monitoring Service Delivery

The assessment found that councilors were not engaged substantively in the monitoring of service delivery. On average, male councilors obtained 13 points, while female councilors obtained 12 points out of a maximum of 42 points assigned to this parameter. This perhaps partly explains the sorry state of public services that existed across all districts covered by the assessment. The most neglected area of monitoring was the education sector, where very few schools had been monitored. However, on the whole, even where monitoring takes place, the councilors rarely write and submit reports or follow up to ensure that appropriate remedial actions have been taken. This deficiency is further evidenced by the fact that councilors are presented specific motions or petitions on key issues from their constituencies. Cases such as Angopet Primary School with its dilapidated structures, or health centres with no drugs, or collapsing roads and bridges are common scenes across all the districts. However, such problem cases rarely end up on the agendas of the councils because councilors are unable to formulate them into issues that can be presented in the form of motions or petitions.

⁷⁴ The councilor of Wobulenzi sub-county mobilized the community to demand for better health services. In Kampala, the councilor for Kyambogo mobilized students to take a petition to Parliament against the school fees increase.

SCORE-CARD PERFORMANCE AND THE PROBLEM OF SERVICE DELIVERY

This section of the report analyses the relationship between score-card performance and the quality of public service delivery in the local governments covered during the assessment. The factors that affect the performance of local government councils in discharging their legislative, accountability, and service delivery mandates are also identified, and specific options for addressing these challenges proposed. We argue that major improvements in public service delivery will not come from marginal administrative reforms. Rather, such improvements will require at least three broad actions: a major policy shift in the current national budget architecture; a total reconfiguration of local governments away from their current political and administrative orientation towards the production of goods and services; investments in building the technical capacity of local government council leaders in strategic leadership, legislation, business innovation, and governance; and building the civic capacity of citizens, tax payers, and service users into agents of change.

6.1 Relationship between Score-Card Performance and Service Delivery

Generally speaking, the revised score-card provides a stronger link between the assessment itself and the quality of each district's service delivery than the first score-card did. We achieved this by realigning the indicators under each parameter to gauge councilors' legislative activity (the number and type of motions they proposed and passed), as well as the accountability functions within each council, the implementation of council decisions, and the frequency of contact that councilors maintained with the electorate through appropriate downward and upward feedback and reporting processes.

Overall, it is apparent that local government councils were more likely to perform well when their specific performance requirements were statutory obligations. Such obligations, for example, include the creation of district development plans, or the passing of annual budgets and annual work plans. There are also mandates arising from specific guidelines handed down to local governments by line ministries. In other cases, local governments were more likely to discharge some of their mandates when there were specific fiscal and other incentives for individual political leaders. For instance, evidence shows that councilors were unlikely to miss council or committee meetings partly because there are financial incentives in the form of stipends attached to such attendance.

Low performance was generally recorded when individual initiative or some specific technical skills were required on the part of the councilor. For example, evidence showed a fairly limited

legislative focus on service delivery and accountability issues not only at the local level, but also at the national public policy level. Many councilors had a fairly limited understanding of basic legislative instruments such as motions, bills, or ordinances. And when councils did enact ordinances, the ordinances were often held for long periods of time in the Attorney General's chambers, while the responsible local government agencies remained incapable of demanding appropriate responses. Developing the technical capacity of councilors to present constituency issues through motions or petitions is essential, not only for documenting public service delivery failures, but also for enlisting responses from the responsible authorities.

It is clear from the assessment that monitoring of service delivery by councilors is still very weak. Evidence from our fieldwork suggests that councilors did not undertake adequate monitoring of key public service delivery units such as schools, health centres, or water and sanitation committees. This is partly attributed to lack of adequate funding for allowances and other costs associated with the monitoring exercise. And in cases where councilors did monitor service delivery units and programmes, the majority of them did not produce written or official monitoring reports. Indeed, the fact that councilors received low scores on monitoring the delivery of public services and contact with the electorate suggests that much more should be done.

While future adjustments may still be made in the score-card indicators, the tool presents an opportunity to focus the local government councils on their mandates. Changes that have taken place within the local governments that were covered during the first assessment suggest that the score-card has been a meaningful tool in helping to redirect the focus of local government councils on critical public service delivery issues.

6.2 Factors Affecting Performance of Local Government Councils

Based on the assessment and a thorough review of the literature, there are at least 7 factors that negatively affect the ability of councils to discharge their mandate as set out in the Constitution and the Local Government Act:

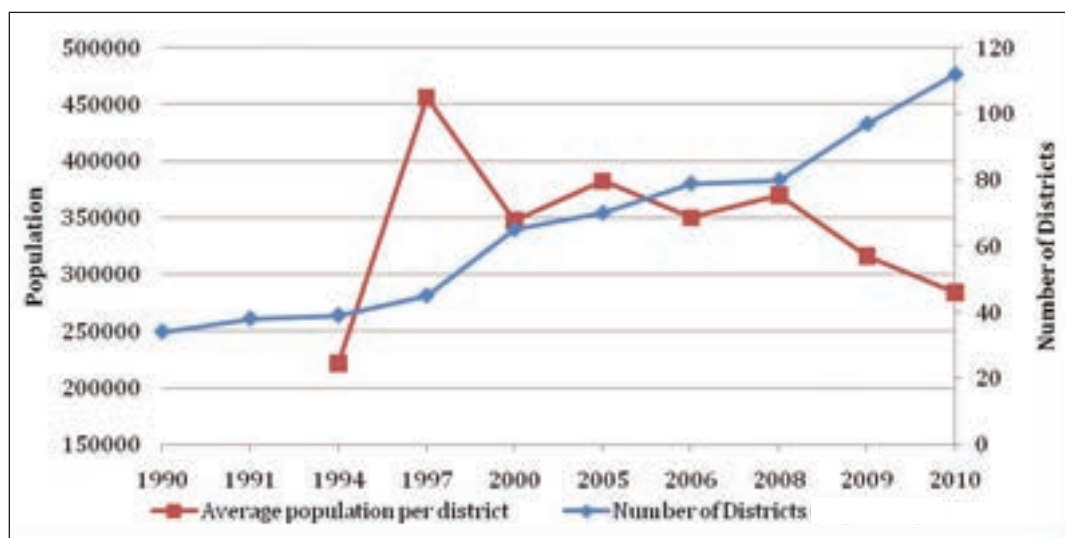
6.2.1 The Problem of Funding for Local Governments

As discussed in Section 4, the dismal performance of local governments in ensuring the effective delivery of public services is inherent in the current budget architecture. The current system of fiscal transfers is not only inadequate, but is also structured in a distorted manner. First, it does not establish appropriate accountability relationships between taxpayers and the government. Second, it does not establish appropriate lines of reciprocity between local governments and the central government. Third, it does not encourage innovation in the planning and design of interventions to respond to cases of deficiencies in the public service delivery system. (This partly explains why local governments may be incapable of rectify ingegregious failures in service delivery, such as the case of Angopet Primary School in Soroti District, whose plight mirrors other schools in a similar sorry state across the country.) Third, given the insignificant budget allocation to development expenditure, the current budget architecture deprives local government councils of the discretion to plan and design public investments to build local economic and physical infrastructure that is the foundation for growing local economies, creating jobs, and expanding the revenue and tax base.

6.2.2 Creation of New Districts through Administrative Engineering

Since 1991, the number of new districts in Uganda has increased from 38 to 112 as of 30 June 2011.⁷⁵ Figure 30 shows the trends in the creation of districts since 1990 and the corresponding population by district. The main rationale provided by the government to justify the creation of new districts is that people demand for them and that they bring services to the people more effectively. Indeed, in a number of cases, the creation of new districts has led to the development of basic physical infrastructure in the respective areas, while providing both political and public service jobs.

Figure 30: Growth in the Number of Districts by Average Population per District (1990-2010)



However, evidence suggests that districts have suffered considerable losses in terms of manpower and critical skills. While the mother districts benefit from inheriting the existing physical infrastructure, they have been severely impacted by the bleeding of qualified staff that might prefer to relocate to the new districts. Tumushabe(2009) argues that the creation of new districts and other lower local government units—what he refers to as “administrative engineering”—is good politics that does not necessarily pass for good policy.⁷⁶ Consequently, the challenge is to propose win-win policy options that deliver political dividends for national political elites, but preserve the territorial integrity of local government units as economically viable entities.

6.2.3 The Rolling Back of Decentralization to Recentralization

Over the years, the central government has demonstrated an insatiable appetite for recentralization. Recentralization is a process by which previously decentralized powers and functions are vested back into central government agencies. The process of recentralization has been both deliberate and consistent. Unfortunately, though, local government leaders have

⁷⁵ At the time of publication, there were 111 districts in Uganda, along with Kampala City Authority. Approximately 24 districts were pledged during the February 2011 elections. See also Mercy Nalugo (August 25, 2011). “Government promises 21 more new districts.” Daily Monitor.

⁷⁶ Tumushabe, Godber and ZieGariyo (2009). Ugandan Tax Payers Burden: The Financial and Governance Costs of a Bloated Executive. ACODE Policy Research Series No. 28, 2009. ACODE. Kampala.

acquiesced in this recentralization process. For example, the local government chairpersons and other leaders demanded to be paid directly by the central government. At the sub county level, the majority of the participants in the FGDs attested to the apparent collapse of the bottom-up planning approach—an approach that was a key principle in the original decentralization policy. At the moment, major and minor decisions on public service delivery are made by the central government, with local governments operating merely as the implementing agents of the central government. In a number of sub counties, a sizeable number of respondents noted that they had lost hope in their local government leadership, claiming that they did not have the power to address emergency situations, noting instead that the central government was better placed to do so.

6.2.4 The Lack of Clarity in the Relationship between Municipalities and the District Local Council Governments

Section 5 of the Local Government Act states that *“subject to article 197 of the Constitution and section 79 of this Act, a municipal or a town council shall be a lower local government of the district in which it is situated.”* However, in both form and practice, municipalities currently operate as highly autonomous entities beyond the parameters set out in section 79, while having no direct connection or accountability obligations to the district local governments. Municipalities develop their own plans and budgets; they receive their funding directly from the centre; they collect and spend their own revenues; and have their own association called Uganda Urban Authorities Association. In addition, the annual assessment by the Ministry of Local Government evaluates municipalities separately from their district local governments.

The implications of this defacto policy on the overall performance of local governments have not been fully studied. However, there is no doubt that disconnecting municipalities from the host district local governments deprives the district councils of critical resources, while weakening the planning and implementation of service delivery programmes in the entire district.

6.2.5 Low Levels of Civic Awareness of the Citizens

Although the situation has been steadily improving, there are low levels of civic awareness among the general population in the country, and among the local governments covered by this assessment. For example, evidence from the field suggests that the majority of the citizens with whom we spoke did not know the roles and responsibilities that their councilors and other political leaders are supposed to fulfil. Nor did most of the citizens know that political leaders are required to report and account to them by the nature of the social contract created through the electoral process. In extreme cases, participants in the FGDs did not recall who their councilor was or had difficulty remembering. The lack of civic competence creates “clients” out citizens⁷⁷ and leads to a breakdown in the accountability relationships necessary to ensure the responsiveness of government at all levels.

The problem of low civic awareness has been compounded by a three-pillar rural economic policy built around welfarism, tax relief, and administrative engineering.⁷⁸ The challenge, therefore, is

77 Mamdani, Mahmood (1996). *Citizen and Subject: Contemporary Africa and the Legacy of Late Colonialism*. Princeton University Press. Princeton.

78 For a detailed discussion on these policies, see Tumushabe, G. (2009). *Trends in Public Administration Expenditure in Uganda: The Cost of the Executive and its Implications on Poverty Eradication and Governance*. ACODE Policy Research Series No. 28, 2009. ACODE. Kampala. pg 47

how to motivate the re-engagement of citizens in government by building their civic capacity to demand for better service delivery, more transparency, and better governance.

Besides the aforementioned policy issues, there are certainly a number of other factors related to the capacity of local government councils that inhibit their full performance. Addressing these factors does not require any legal or policy reforms, but rather a set of administrative and programme-related interventions. The following factors are particularly salient in this regard.

6.2.6 Low Capacity of Councilors and other Local Political Leaders

Knowledge of councilors' roles and responsibilities is a gateway to their effective service delivery in local governments. If councilors are informed of what is expected of them, they may be more inclined to undertake their legislative, coordinating, and monitoring roles in a more organised way. Worryingly, findings from this assessment still revealed low civic awareness among the majority of councilors. This was particularly true with councilors that were being assessed for the first time. Although the councilors that were being assessed for the second time showed some level of improvement, a knowledge gap nevertheless still exists with regard to their in-depth understanding of the basic roles and functions of a councilor.⁷⁹ For instance, in terms of the legislative role, there was generally poor performance by a majority of councilors when it came to the moving of motions and bills—something that most councilors claimed they are not supposed to do. Yet, councilors are protected by the Local Government Act to freely express themselves while debating in council. Their failure to do so suggests either inadequate understanding of their roles and responsibilities, or poor drive and lack of creativity. The same inadequacies were reflected in cases where the majority of councilors who attended subcounty council meetings alleged that they did not debate because they were ex-officials—despite the fact that ex-officials are not barred by regulations from contributing to debates in the sub-county council meetings.⁸⁰

6.2.7 Poor Record of Local Government Council Minutes

Local government councils have invested efforts in ensuring that the record of their council proceedings are taken and kept properly. These records were important sources of information during the assessment. However, it is clear that in a number of cases, council minutes are not recorded properly. The most outstanding defect in most of the minutes was the lack of attribution of contributions to councilors participating in the debate. Attribution is important because it is one of the best ways for the electorate to know whether their representatives articulated issues affecting their areas before the respective local government council. In other cases, the minutes are either not comprehensive or are difficult to follow. In particular, it is instructive to note that with few exceptions, the minutes reveal no intensive deliberations on specific service delivery issues from the constituencies.

79 For the majority of councilors that were assessed, they argued that making contributions in council is the single most important part of their job, thereby downplaying the need to regularly maintain contact with their electorate and attend sub county council meetings. In terms of monitoring, the majority of councilors only monitored sectors for which they were members of the corresponding committee, while relegating their individual monitoring roles in their respective sub counties.

80 As ex-officials, the only right that councilors do not have is the right to vote. Otherwise, councilors are obliged to debate and give guidance and feedback from the district as a means of ensuring downward accountability.



CHAPTER 7 RECOMMENDATIONS AND CONCLUSIONS

The Local Government Councils Score-card Report 2009/10 provides empirical evidence on the state of performance of Local Government Councils in Uganda. Among other things, the evidence shows that the promise of decentralization and the local government system to improve the quality of public service delivery and deepen democratization is far from being attained. In spite of some improvements in selected service delivery indicators, public service delivery across all sectors is still in a deplorable state, decentralized mandates and functions are increasingly being recentralized, and the current budget architecture is biased against effective financing for local governments. In section 6 we state the major factors affecting the performance of Local Government Councils.

Below we propose a set of specific policy recommendations which are needed to address the current deficiencies in Local Governments.

7.1 Key Recommendations

7.1.1 Provide discretionary funding for local governments directly from the Consolidated Fund

Local governments are the frontline institutions for the delivery of public services in Uganda. It is therefore important that they are provided with discretionary financing to enable them take full responsibility for planning and spending to address apparent deficiencies in the public service delivery. This will require Parliament to allocate at least up to 50% of the national budget to be directly shared among district local governments following agreed formulae. In this case, Central Government would still promote national priority programmes by providing matching funding as an incentive to motivate local governments to invest in such programmes.

7.1.2 Link provision of discretionary funding to specific output and performance targets

Funding for local governments should be pegged to specific outputs in terms of the quality of public service and performance standards. There is need to create a fiscal incentive structure that rewards districts achieve service delivery targets such as immunization, better management of drugs, retention of school children, sustained improvements in PLE performance and demonstrated increase in agriculture productivity and output. Reconfiguration of local government funding should also incentivize local governments to allocate a significant part of their budget resources to public investments in physical and economic infrastructure that spur economic growth and create jobs. It is important to recognize that it is only the summation of performance and outputs by local governments that would result into overall increase in agricultural output.

7.1.3 Reintroduce some form of direct taxation

In the 2008/09 score-card report, we argued that introduction of some form of direct taxes is important to encourage the citizens, especially the youth, to engage in productive activities. There is general recognition that the abolition of graduated tax has encouraged redundancy and killed motivation for work. Most importantly, it undermined citizenship by disengaging citizens from directly financing of their government both at the local and national levels. The growing sense of entitlement for welfarism is, perhaps, one of the major threats to civic engagement and democratization in the country.

7.1.4 Uganda Revenue Authority should publicize disaggregated data on revenue collection from each local government.

We have argued in this report that the current fiscal transfer system makes local governments mere agents of the central government. Part of the problem is that none of the local governments know their Gross Domestic Product or the amount of revenue collected from their jurisdiction. Publishing data showing the contribution of local governments to the national treasury may also promote competition among local governments and hence boost economic activity.

7.1.5 Impose a moratorium on the creation of new districts and other administrative units

To avoid continuous disruptions in the local government systems and effective service delivery, it is important that a moratorium be imposed on the creation of new local governments. This is necessary to create stability within the systems of local governance, as well as dissipate the agitation for new districts. The moratorium would also save Ugandan taxpayers a substantial amount of resources spent on employing the political and public service bureaucracy associated with the creation of new districts. A more stable local government system would give confidence to local government councilors and enable them to think and plan long-term since their areas of jurisdiction would be predictable.

7.1.6 Invest in strategic training of local government council officials

There is need to invest in building the capacity of local government councilors and other elected officials such as speakers and clerks to council in the management of council affairs. For example, councilors should be trained in leadership, citizens' mobilization, recording and documentation, and general awareness about priority and strategic national public policy issues. Speakers and clerks to council respectively would benefit from training in managing council meetings and recording of council minutes. The office of the speaker and clerk to council should also be strengthened and equipped to provide appropriate support to councilors and enhance their capacity to represent issues affecting their constituencies. These trainings should be more action-oriented including the use of new training techniques such as moot council sessions and public speaking assignments.

7.1.7 Invest in promoting civic awareness through civic education

Sustained improvements in the performance of local government councils and more positive outcomes from public investments in service delivery will only be achieved when citizens are informed and are able to demand accountability from their political and public service leaders both at the local and national level. Three specific actions are recommended in this regard. First,



it is important that donors invest in building the local civil society organizations by supporting local community groups of youth, women, professional groups and other interest groups. It is these civil society organizations that can provide the foundation for a more robust and active civil society at the local level. Secondly, continuing rights-based civic education programmes can help build citizens' demand for better service delivery. These civic education programmes should take key service delivery sectors such as health, education, Environment and Natural Resources and agriculture as the entry point for civic education.

7.1.8 Ensure a comprehensive and sustained dissemination of the local government councils score-card reports.

Consistent with the theory of change of the Local Government Councils' Score-Card Initiative, it is important that a systematic process of dissemination of the annual score-cards be undertaken and sustained. By providing data and information on the performance of local government council leaders, citizens will become more vigilant in demanding for better performance and accountability. Likewise, such dissemination should include a component on linking the electorate to their representative through a wide range of tools including the media.

7.2 Conclusion

The local government system in Uganda is facing a wide range of challenges. At the heart of this problem is the apparent deterioration or lack of systematic improvements in the quality of public services in the country in spite of the level of public investments by government and the international development community. This report makes at least three general conclusions. First, systematic and measurable improvement in the quality of public services is fundamental to restoring the confidence of citizens in both the central and local governments. Secondly, fully functioning local government councils are an important source of balance of power between the citizens and the local governments. However, given their current limitations, it is important to invest in building their capacity and putting them back at the frontline of the public service delivery and governance system. Thirdly, the 2009/10 score-card shows wide differences in the performance of the 20 local governments assessed. However, both the top and lowest performers provide very useful insights and lessons that can be used to help improve the overall performance of local government councils across the country.

Finally, the 2009/10 assessment process provided important lessons for the further development of the score-card. In particular, future development of the score-card should further emphasize the alignment of the indicators with outputs and outcomes from the work of the local government councils. Additional work on how to collect more quantitative data and to balance between intensity in outreach and increasing the sample of the districts covered by the assessment may be explored.

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ANNEXES

Annex I: Scorecard Performance

Amuria Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Moses Ecegu Aga	Morungatuny	22	17	0	35	74
Charles Engoru Echemu	PWD	16	23	3	25	67
James Engemu	Obalanga	16	21	0	29	66
Robert Tebenyang	Amuria District	14	23	3	23	63
Moses Otim Omuron	Asamuk	20	17	2	23	62
Samuel Ocheng Aroca	Acowa	16	18	0	28	62
Paul Ebiru	Orungo s/c	10	20	0	30	60
Francis Ecodu	Aberilela s/c	11	23	0	25	59
Willaim G. Eteku	Kapelebyong	14	20	3	22	59
Average Male		15	20	1	27	64
Irene Ilalu	Asamuk s/c	4	21	3	30	58
Jane Anango	Morungatuny	12	15	0	25	52
Hellen Beatrice Acam	Kuju/ Amuria T/C	12	18	0	20	50
Florence Isam Were	PWD	10	18	0	21	49
Jane Asimo	Orungo s/c	10	9	0	29	48
Rose Mary Acen	Acowa	16	14	0	16	46
Jane Acuro	Kapelebyong/Obalanga	10	16	0	17	43
Rose Apolot	Wera/Abarilela	10	14	0	17	41
Average Female		11	16	0	22	48

Amuru District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Okello P. Oryema	Purongo	24	20	0	26	70
Gilbert Olanya	Amuru s/c	18	11	2	21	52
Odong Ping Bazil P'akiyo	Atyak	18	6	0	23	47
Denis Kinyera	Pabbo	14	11	0	20	45
Hussein Noah Onek	Alero	14	9	0	21	44
Anthony Okeny	PWD	14	13	0	11	38
Average Male		17	12	0	20	49
Getrude Adong Odora	Anaka, Alero Purongo	18	10	0	23	51
Margaret Odong	Koch Goma	20	7	0	17	44
Catherine Apio	Pabbo	24	3	0	16	43
Christine Aceng Atanya	Lamogi	2	0	0	7	9
Average Female		16	5	0	16	37

Bududa District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Patrick Meru Kuloba	Bubita	10	16	0	9	35
Koloto G. Mukhwana	Bukigais/c	9	13	0	12	34
Micheal Matsyetsye	Buchibokolo s/c	11	8	0	12	31
James Masika	PWD	14	10	0	5	29
Geofrey Natabu Masaba	Buluचेके	10	5	0	12	27
Micheal Wadinti	Bushika	13	0	0	9	22
Micheal Makayi	Bumayoka s/c	11	3	0	7	21
Erias Weboya	Bududa T.C	4	0	0	5	9
Average Male		10	7	0	9	26
Catherine Kakai Wamataba	Bubiita	10	8	0	22	40
Bira Wesuta	Bududa T.C, Bukibokolo S/C	6	10	0	18	34
Kezia B. Wakhata	Bukigai/Nabyeya	4	5	0	19	28
Annet Namono	PWD	2	7	0	10	19
Sylvia Katosi Khainza	Bushika	2	3	0	7	12
Zurah Kuloba	Bumayoka	2	3	0	4	9
Average Female		4	6	0	13	24

Buliisa District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Simon Agaba Kinene	Buliisa T/C	22	10	5	5	42
Moses B. Businge	Buliisa	16	5	0	19	40
Julius Manyirenyi	PWD-Male; Buliisa	14	2	2	12	30
Average Male		17	6	2	12	37
Emily Atugonza	Buliisa	18	8	0	15	41
Joyce Mbabazi Kadogoli	Buliisa T/C	6	10	2	6	24
Joyes Kafua	Biiso s/c	10	2	0	11	23
Faith Mugume	PWD-Female; Buliisa	4	2	0	6	12
Average Female		10	6	1	10	25

Gulu District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Alex Otim	Paicho s/c	18	16	5	28	67
Kenneth Nyeko	Ongako	20	10	2	23	55
Chris Owen Okoya	Palaro s/c	14	9	0	15	38
Charles Okwakalwak	Pece	18	2	0	15	35
Jamisco Akena	Awach	10	10	0	10	30
Sebastian Okello	Odek	14	5	2	9	30
Joseph Okello	Koro	12	0	5	10	27
Michael Onencan	Lalogi	6	4	0	13	23
Paul Kerobino Ojok	Bobo	8	4	0	8	20
Patrick Komakech	Patiko	8	3	0	5	16
David Ocitti P'Ghaki	Bungatira	10	0	0	5	15
Patrick Lumumba	Youth	4	6	0	5	15
Olam Sisto Yayira	Layibi	8	0	0	5	13
Average Male		12	5	1	12	30

Santa Oketta	Bar Dege/ Layibi	10	16	0	28	54
Agnes Adong	Lakwana	14	18	0	12	44
Betty Ajok Kibwota	Laroo/Pece	14	7	0	18	39
Betty Atim	Paicho	8	5	2	14	29
Kitara McMot	Laroo	12	0	0	13	25
Rose Nyapolo	Ongako	4	5	0	13	22
Elvira Lalam	Koro	4	3	5	5	17
Joyce Reeni Alima	Youth	4	0	2	10	16
Alice Abalo Oyat	Odek/Lalogi	4	0	0	10	14
Janet Otto	PWD	6	2	0	5	13
Florence Akello Olwa	Lakwana/Bobi	4	0	0	5	9
Betty Akena	Bungatira	4	0	0	4	8
Average Female		7	5	1	11	24

Hoima District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Swaibu Nyangabyaki	Kyabigambire	23	5	8	8	56
Billy Kyamulesire	Kiziranfumbi s/c	20	23	5	8	56
Fred Kikoraki	Kitoba	18	23	5	8	54
Alex K. Byensi	Kabwoya	16	20	5	11	52
Lawrence B. Kasanga	Buhimba s/c	16	23	5	8	52
Mugenyi Mulindambura	Kigorobyia	16	23	5	7	51
Tom Muhe Bizabwenkya	Kyangwali	16	23	2	7	48
Starnley Kiiza	Bugambe	16	15	5	8	44
Ali Tinkamanyire	Buseruko	16	10	5	11	42
Richard Katusiime	Kigorobyia T/C	16	13	5	8	42
Azzizi Kalyegira	Youth	16	15	5	2	38
Average male		17	19	5	8	49
Beatrice Rukanyanga	Kitoba/Buseruka	18	23	5	8	54
Agnes Nyangoma Motoko	Kabwoya/Kyangwali	16	23	5	8	52
Grace Birungi	Kyabigambire	16	17	5	14	52
Alice Nyangoma	Buhanika	16	23	5	8	52
Cissy Bwabugoma	Buhumba	16	23	5	8	52
Bernadette Plan	Busiisi/Hoima T/C	16	23	5	8	52
Darlison Kusiima	Bugambe	16	19	5	8	48
Asha Kabaramagi	Youth	16	23	5	3	47
Flossy Ayesiga	PWD	16	18	0	0	34
Janerose Mugisa	Kigorobyia /Busiisi	2	16	5	1	24
Average Female		15	21	5	7	47

Jinja District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Simon Muyanga Lutaaya	Jinja Central Division	28	21	0	3	52
Moses Batwala	Butagaya	22	15	5	7	49
Mohammed Katuntubiru	Youth	18	19	0	7	44
Richard Mayengo	Mafubira B	18	15	5	6	44
Lawrence Talugende	Buyengo	23	13	0	7	43
Fred Kyangwa	Busede	18	16	0	8	42
Patrick Mutaasa	PWDs	10	15	5	6	36
Yakut Tenywa	Mafubira A	10	15	5	4	34
James Mawanda	Buwenge T/C	12	15	0	7	34
Patrick Bija	Mpumudde/Kimaka	10	18	0	3	31

Nelson Byakatonda	Buwenge S/C	10	15	0	6	31
William Opit	Kakira	18	10	0	1	29
Juma Muyita	Budondo	10	12	2	4	28
Timothy Dhikusooka	Walukuba/Masese	2	12	0	1	15
Average Men		15	15	2	5	37
Annet Musika	Budondo	25	20	5	8	58
Nusura Nabukalu	Bugembe T/C	20	18	5	7	50
Florence Asio	Youth	18	17	2	6	43
Florence Biruma	Mpumudde Kimaka	22	15	0	4	41
Christine Nsungu	PWD	10	18	5	5	38
Rebecca Mutesi	Butagaya	16	15	0	7	38
Rose Kakaire	Busede	10	15	0	11	36
Hasifa Wairege	Walukuba/Masese	16	13	0	2	31
Damalie Matama	Kakira	14	10	0	6	30
Rose Mukama	Mafumbira A&B	12	3	5	3	23
Average Female		16	14	2	6	39

Kampala City Council Authority

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Edward Muwanga	Nakawa	26	19	0	24	69
Daniel Ssali	Kawempe Ward 1	24	19	0	25	68
Apollo Mugume	Nakawa II	24	19	0	23	66
Badru Bakojja	Kawempe II	26	19	0	19	64
Bernard Luyiga	Makerere University	24	16	0	22	62
Godfrey Assimwe	Rubaga 1	21	19	2	20	62
Zachary Mberaze	Rubaga II	24	19	0	16	59
John Mary Ssebuwufu	Kampala Central	24	16	0	19	59
Jacob Bona	PWD Male	14	16	0	29	59
Charles Lwanga	Makindye East	22	16	0	20	58
Yona Musinguzi	Kyambogo Institutions	16	19	0	20	55
Kiwanuka Mayambala	Makindye 1	22	13	0	19	54
Abdu Mayanja	Makindye West	22	13	0	19	54
Minsa Kabanda	Kisenyi II	14	19	0	20	53
Joseph Mujuzi	Rubaga III	12	19	0	18	49
Average Male		21	17	0	21	59
Doreen Nakaatya	Makindye West	23	19	5	25	72
Florence Namayanja	Kawempe North	29	18	0	23	70
Madina Nsereko	Kawempe II	22	19	0	29	70
Lucy Mpanja	Nakawa I	24	16	0	23	63
Margret Kiryowa	Nakawa II	22	19	0	21	62
Joyce Ondoga	PWDs	18	16	0	27	61
Dhalia Kibalama	Kyambogo Institutions	15	18	0	26	59
Anne Nampeera	Kawempe South	20	13	0	24	57
Peninah Kabenge	Makerere University	20	13	0	20	53
Allen Kisinge	Rubaga North	15	19	0	16	50
Angella Kugonya	Rubaga South	14	16	0	17	47
Hadijja Nassanga	Makindye East	12	13	0	22	47
Average Female		20	17	0	23	59

Kamuli District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Vincent Galisansana	Balawoli	19	23	5	21	68
Peter Balinaine	Namwendwa	18	18	0	23	59
Edward Kuremu	Kamuli T/C	19	20	5	12	56
David Mbago	Nawanyago	18	18	0	18	54
Julius Wakibi	PWD	18	23	5	8	54
Thomas Kategere	Kitayunjwa	20	20	0	13	53
Moses Kabbale	Namasagali	20	20	0	10	50
Moses Buyinza	Wankole	21	15	0	11	47
Fred Ngobi Basoga	Butansi	16	17	2	12	47
Charles Mpalabule	Kisozi	16	18	0	13	47
Martin Kyuka	Nabwigulu	16	21	0	8	45
Michael Kifubangabo	Bulopa	19	18	0	7	44
Martin Mugabe Muzale	Bugulumbya	18	17	0	9	44
Wilson Kibogo	Mbulamutu	18	15	0	5	38
Average Male		18	19	1	12	50
Mariam Kagoya Mawerere	Wankole & Nawanyago	18	20	0	23	61
Rehema Watongola	Kamuli TC & Nabwigulu	20	23	2	15	60
Sarah Kizito	Kisozi & Mbulamuti	20	21	5	13	59
Norah Bamutaze	Namwendwa & Bulopa	19	23	0	13	55
Betty Kalema	Balawoli & Namasagali	10	20	0	21	51
Ruth Makoba	Bugulumbya	14	15	5	14	48
Faridah Kataro	Kitayunjwa	10	23	5	6	44
Average Female		16	21	2	15	54

Luwero District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Rogers Mulindwa	Wobulenzi T.C	22	23	2	34	81
Erasmus Musisi	Nyimbwa	20	21	5	27	73
Jonathan Kasule	Bamunanika s/c	26	20	5	14	65
Mulani Mukiibi	Butuntumula S/C	24	16	5	19	64
Abdul Kasule	Katikamu South	24	16	5	18	63
Umaru Maalo	Kikyusa	20	20	2	18	60
Swalley Makumbi	Katikamu	20	13	0	25	58
John Kaweesa	Zirobwe s/c	17	18	5	15	55
Muhamed Kadala	PWD	18	17	2	17	54
Samuel Mulwana	Butuntumula	24	23	0	6	53
Mbaalu Junju	Luwero T.C	22	16	2	12	52
Wilson Luboyera Kyagaba	Makulubita	18	10	2	21	51
Stephen Ssempe	Kalagala	14	15	0	17	46
Richard Bwabye	Luwero	20	15	2	7	44
Average Male		21	17	3	18	59
Joy Namulindwa	Youth	22	21	0	13	56
Aisha Shamim Kayaga	Butuntumula s/c	20	16	2	14	52
Hellen Nsereko	Zirobwe S/C	20	13	5	13	51
Carol Nalubega	Bamunanika	16	14	5	15	50
Rehema Kamya	Kalagala s/c	20	13	5	11	49
Rosette Katende	Luwero S/C	16	15	2	16	49
Proscovia Namansa	Katikamu s/c	20	20	0	9	49
Deborah Nalubega	Katikamu North	14	16	0	14	44
Aisha Ndagire	Bombo T.C/ Nyimbwa s/c	12	18	0	11	41
Nakazi Luliika	Makulubita s/c	10	15	0	12	37
Joyce Mirembe	Kamira s/c	4	6	5	11	26
Average Female		16	9	7	29	46

Mbale District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Muhammed Mafabi	Bufumbo s/c	28	15	2	26	71
Charles Woniala	Northern Division	28	12	5	22	67
Nasus Mabanja	Namanyonyi s/c	24	13	2	24	63
Robert Wandwasi	Bukiende	26	21	0	15	62
Micheal Kisolo	Nakaloke	22	18	2	16	58
Joseph Wasikyeye	Busoba s/c	20	16	0	21	57
Balonde Menya	Industrial Division	23	13	2	17	55
Karim Wanga Muliro	Busano s/c	10	21	2	20	53
Jonathan Nagwere	Budwale/Bungokho North	18	14	2	15	49
Abdu Zak Mubajje	Wanale Division	22	12	2	12	48
Solomon Matak	Youth	20	16	2	9	47
Hussein Magamu Kahandi	Bukonde s/c	13	15	2	12	42
Micheal Musungu	Bungokho	6	11	2	19	38
Ali Waboga	Bungokho Mutoto	22	6	2	3	33
Absolom Nabende	PWD	4	0	0	8	12
Average Male		19	14	2	16	50
Juliet Margaret Manita	Bungokho	24	16	2	14	56
Annet Makuma Mukasa	Nakaloke/ Namanyonyi	19	18	2	12	51
Christine Wandeba	PWD	16	23	5	6	50
Elizabeth Buyi	Bungokho s/c	22	9	2	15	48
Amina Kwaga Mafabi	Bukonde/Bufumbo	10	16	5	15	46
Robina Nadunga	Industrial Division	18	15	2	7	42
Rose Wandentye	Busoba/Busiu s/c	10	11	2	18	41
Rebecca Neumbe	Youth	10	16	2	10	38
Rose Nababya	Northern Division	11	14	2	3	30
Kiisa Kulusum	Wanale/Budwale	10	6	0	7	23
Average Female		15	14	2	11	43

Moroto District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Joseph Enuu	Bokora-Lotome	27	17	2	19	65
John Longoru Ekamaripis	Rupa	28	16	2	10	56
Mathew Loput Lowok	Lopei	24	14	0	8	46
Angela Linos Lokorwa	Matany	23	13	0	7	43
Causto Iriama	South Division	15	16	0	4	35
Peter Atogo	Lokopo s/c	8	9	5	11	33
Pascal L. Napeyok	Iriir	9	9	5	6	29
Average Male		19	13	2	9	44
Magdalen Teko	Bokora-Ngoleriet	24	18	2	14	58
Rose Adero Lokii	Nadunget	24	10	0	15	49
Anna Nakee Ojakala	Lotome	18	10	0	12	40
Lina Longetei	Matany	17	7	0	8	32
Hellen Loucho	Bokora-Lotome	14	4	0	13	31
Joyce Lomonlolin	Rupa	16	2	2	2	22
Betty Naree Lotimong	Lopei	8	7	0	3	18
Average Female		17	8	1	10	36

Moyo District Local Government Council

Name of councilor	Constituency	Legislative Role	Contact with Electorate	Participation in LLG	Monitoring NPPAs	Total
Silton Terry Anyanzo	Dufile s/c	24	20	2	5	51
Sam J.B. Asusi	Metu s/c	16	13	2	10	41
Richard Andu Opeli	Lefori	14	8	2	15	39
Martin Chaiga	Youth	4	14	5	10	33
Abibu Buga Khemis	Aliba s/c	4	15	0	6	25
Raymond Chandi	PWD	14	5	2	3	24
Andrew K. Kajoyingi	Moyo TC	10	3	2	5	20
Average Male		12	11	2	8	33
Florence Pyen	Moyo TC	22	9	2	8	41
Drainia Rebecca Jurugo	Metu s/c	10	18	2	7	37
Hilda Abio Lerikowo	Moyo s/c	16	11	2	7	36
Mildred Ocokoru	Youth	14	3	5	12	34
Hellen Jade	PWD	4	13	0	6	23
Rufina Komaa	Dufile s/c	4	0	2	10	16
Average Female		12	9	2	8	31

Mpigi District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Vicky Frank Kawooya	Muduuma	23	21	5	8	57
Frank Kibirige	Nkozi s/c	22	21	5	7	55
Hood Kyeyune Naggamba	Kiringente	23	15	5	9	52
Vicent Ssenyonga	Kituntu s/c	20	10	5	6	41
Hood Tebusweke	PWD	16	9	5	6	36
Vincent Katete Baingana	Kammengo s/c	14	6	5	7	32
Swale Kabanda	Youth	16	5	0	6	27
Average Score		19	12	4	7	43
Jane Nakyomya	Mpigi T/C	20	18	5	10	53
Sarah Nakawunde	Mpigi T/C	18	12	5	8	43
Betty Kinene	PWD	14	9	5	6	34
Juliet Jeemba	Kiringente/ Muduuma	14	2	5	12	33
Noeline Nagadya	Buwama s/c	16	9	5	2	32
Prossy Lukwago	Kituntu/Nkozi	16	5	0	6	27
Average Score		16	9	4	7	37

Mukono District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Edward Mutebi	Goma	13	23	5	25	66
Mansur Kakembo Jamil	Mukono TC	20	17	2	14	53
Claudia Kamyia	Nabbale & Kimenyedde	10	18	5	8	41
Wilson Njuki Lubega	Ntunda	16	12	5	8	41
Kefa Kaweesa Sengendo	Nama	7	13	5	14	39
David Wambogo Waphakabulo	PWDs	9	13	2	9	33
Ali Kalungi	Kimenyedde	13	7	2	10	32

Lawrence Katende Ssemakula	Ntenjeru	11	13	0	8	32
Michael Wampamba	Nabbale	6	2	5	16	29
Godfrey Kikulwe Musanje	Kasawo	10	7	0	12	29
Evaristo Kaluuma	Namuganga	11	6	0	8	25
Munonye Makanga	Nakisunga	8	5	0	8	21
Saula Sophan	Youth Male	6	5	2	4	17
Average Men		11	11	3	11	35
Jane Mukasa Ssozi	Mpatta & Ntenjeru	16	23	2	16	57
Robinah Muwonge	Kasawo & Namuganga	14	20	5	15	54
Roy Namayanja	Nakisunga	12	19	0	17	48
Musa Kiggundu	Kyampisi	20	12	2	6	40
Ahairwe Lubuulwa	Nagoje & Ntunda	10	12	2	11	35
Lillian Nakaweesi	Mukono central	7	13	2	13	35
Annet Nakanwagi	PWDs	8	15	2	8	33
Sarah Babirye	Female Youth	6	17	2	7	32
Asuman Lubowa Muwumuza	Koome	6	10	0	15	31
Fatuma Nabikofu	Seeta Bagala	6	15	2	5	28
Noelina Nabuyange	Kyampisi>Nama	8	10	0	2	20
Average Female		10	15	2	10	38

Nakapiririt Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Mark Longok Agyeor	PIAN (Lorengedwat)	20	4	0	18	42
Raphael L.	Chekwii	16	10	0	5	31
Paul Apalia	Nabilatuk-Direct	16	3	0	6	25
William Sagal	Chekwii	8	0	0	1	9
Average Male		15	4	0	8	27
Christine Longok	Nabilatuk	16	7	0	22	45
Bety Lopuko	PIAN (Lorengedwat)	8	10	0	10	28
Hellen M. Pulkol	Namalu s/c	17	6	0	5	28
Lucy Lopuwua	Namalu	16	3	0	7	26
Agnes Lokure	Chekwii	6	2	0	4	12
Sofia Jane Kodet	Kakomompole T/C-	7	0	0	3	10
Average Female		12	5	0	9	25

Nebbi District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
John Focus Waron	Parombo	14	15	5	12	46
Boniface Tingo	Panyango	14	11	0	17	42
Francis Oget	Pakwach T.C	18	10	0	5	33
Alfred Ogei	Akworo	12	6	0	12	30
Charles Ogaba Okumu	Nyaravur	8	14	0	8	30
Uthembi Biriosis Olar	Erussi	10	15	0	4	29
James Mucek Combo	Nebbi T.c	10	8	2	8	28
Lawrence Wathum	PWD	10	16	0	0	26
Gabriel Ocibre	Nebbis/c	10	8	2	5	25
Simon Onyutha	Wadilai	10	11	0	3	24
Joseph Yoacel	Kucwiny	6	13	0	0	19
Joshua Anywarach	Youth	10	3	0	0	13
Richard Orieda	Panyimur	8	0	0	0	8
Average Male		11	10	1	6	27

Jackline Kumakech	Youth	14	18	0	0	32
Proscia Binega	Wadilai/Panyango s/c	10	18	0	3	31
Jesta Okori	Pakwach T.C	6	18	0	2	26
Ida Fuambe	Nyaravur/Kucwiny	8	13	0	1	22
Florence Odong	Erussi	10	8	2	1	21
Dorine Nimungu	PWD	6	13	0	0	19
Dorine Acen	Nebbi T.C/s/c	8	8	0	0	16
Rosemary Angekon	Panyimur s/c	2	8	0	3	13
Dorine Odongtho	Parombo/Akworo	4	2	0	0	6
Average Female		8	12	0	1	21

Ntungamo District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Hajji Jafari Kahuki	Bwongyera s/c	26	20	5	25	76
Elijah Atuhaire	Rugarama	23	15	5	27	70
Sam K. Mugabi	Ntungamo s/c	22	20	5	18	65
Dan Buteera	Ngoma	23	18	5	17	63
Alex Twebuze	Rubaare s/c	20	17	5	16	58
Wilberforce Mugyenyi	Youth	28	18	0	8	54
Ismail Kahangirwe	Nyabihoko s/c	22	14	2	16	54
Jacob Kafureka	Itujo s/c	20	18	5	10	53
Vincent Rutagonya	Kayonza s/c	24	18	5	5	52
Obadia Muhwezi	PWD	18	16	5	7	46
Emmy Habyara	Rukoni	20	12	5	8	45
Bashajja Baguma P.	Kibats	16	12	5	11	44
Anthony Byaruhanga	Rwikiniro	16	2	5	17	40
Average Male		21	15	4	14	55
Hajjati Aisha Muheki	Ngoma & Kayonza s/c	26	15	5	14	60
Grace Twinomugisha	Rukoni East & West	26	8	5	20	59
Norah Atuhumuza	Rubare & Rugarama s/c	18	9	5	24	56
Peace Musiime	Itojo s/c	14	13	5	23	55
Jolly Tumusiime	Nyakyera	20	4	5	23	52
Regina Bainomugisha	PWD	11	18	5	9	43
Maria Maguru	Bwongyera s/c	10	12	5	14	41
Justine T. Kyofuna	Ruhaama	8	15	5	13	41
Shakira Mbabazi	Ruhaama & Rwikihiro	12	6	5	12	35
Canon Ketty Kapasi	Ntungamo s/c & T.C	10	9	5	5	29
Average Female		16	11	5	16	47

Rukungiri District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Alban Kiconco	Rukungiri T.C	26	10	5	17	58
Emmy Ngambirano	Nyakagyeme	22	15	3	17	57
Alex Twinomuyambi	Nyakishenyi	25	13	5	7	50
Augustus Muganzi	Kagunga s/c	18	12	5	12	47
Adam Muzoora	Kebisoni	18	15	5	8	46
Canon David Matsiko	PWDt	18	18	0	10	46
Fred Kigango	Bugangari	16	6	5	7	34
Tomson Kiiza	Youth	18	0	5	10	33
Average Male		20	11	4	11	46
Beatrice Rutaremwa	Nyakishenyi s/c	22	15	5	18	60
Betty Muzanira	Kagunga & Rukungiri T.C	20	16	5	15	56
Jolly Twinamatsiko	Nyakagyema	23	12	0	18	53
Hellen Kabajungu	Ruhinda & Buhunga s/c	16	16	5	11	48

Fausta Kabasharira	Nyarushanje s/c	20	10	3	11	44
Rose Mwangyera	Kebisoni	18	12	5	7	42
Agnes Kenyangi	PWD	18	11	0	11	40
Justine Tibenderana	Bugangari & Bwambara	8	16	5	10	39
Judith Tibasiimwa	Buyanja	12	8	5	8	33
Peace Orishaba	Youth	16	3	5	8	32
Average Female		17	12	4	12	45

Soroti District Local Government Council

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Daniel Ediau Ewadu	Arapai	26	23	3	25	77
Felix Jorem Obior	Tubur	28	21	0	24	73
Robert Agwau	Olio	24	21	3	24	72
Moses Edonu	Bugondo	26	18	0	27	71
Joseph Opit Okojo	Pingire	26	16	0	23	65
Enomu John	Katine	26	23	0	14	63
Ademu Ejoku	Asuret	19	14	2	19	54
Esther Adipo	Pingire	14	10	5	17	46
Margret Italai	Kateta	14	8	5	16	43
Martin Esasi	Kadungulu	18	9	0	15	42
Peter Ogwang	Youth	20	4	0	16	40
Joel Omusei	Kyere	14	9	0	16	39
Muhammed Nassur	Eastern Division	18	10	0	10	38
Olinga R P	Kateta	8	5	5	16	34
Ameet Ababa Odeke	PWD	14	10	2	7	33
Leonard Eloba	Kamuda	18	5	0	8	31
Lawrence Ewalu	Western Division	10	13	0	8	31
F. Gerald Okello	Nothern Division	16	5	2	6	29
Faraday Okiring	Gweri	8	0	5	14	27
Average Male		18	12	2	16	48
Betty Anyakoit	Katine	21	18	0	21	60
Hellen Akiya	Gweri	22	12	0	20	54
Betty Among Oluka	Kyere	20	11	0	17	48
Florence Amoding	Asuret	16	10	0	13	39
Agnes Alubo	Arapai	16	12	5	6	39
Betty Anyomol	Youth	14	5	2	17	38
Christine Amaso	Western Divison	14	8	0	6	28
Jane Alum	PWD	12	2	0	10	24
Mary Apwoyo	Katine/Tubur	14	3	0	1	18
Average Female		17	9	1	12	39

ANNEX 2 A: Council Score-Card

District Local Government _____

Parameter/Indicator	Actual Score	Maximum Scores
1. LEGISLATIVE ROLE		25
i) Adopted model rules of Procedure with/without amendments		2
ii) Motions passed by the council		4
iii) Ordinances enacted by the council		4
iv) Public Hearings		5
v) Evidence of legislative resources		4
vi) Petitions		2

Parameter/Indicator	Actual Score	Maximum Scores
vii) Focused Tours		3
viii) Held council meetings on time		1
2. ACCOUNTABILITY TO CITIZENS		25
i) Fiscal Accountability		3
ii) Political Accountability		10
iii) Administrative Accountability		10
iv) Involvement of CSOs, CBOs, Citizens		2
3. PLANNING & BUDGETING		25
i) Existence of Plans, Vision and Mission Statement		10
ii) Local Revenue		15
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES		25
i) Education		4
ii) Health		4
iii) Water and Sanitation		4
iv) Roads		3
v) Agriculture and Extension		3
vi) Functional Adult Literacy		3
vii) Environment and Natural Resources		4
TOTAL		100

ANNEX 2 B: Chairperson's Score-Card

Name of Respondent: _____ Constituency _____

Gender _____ Age _____ Level of education _____

No. of Terms served _____ Political Party _____

Parameter/Indicator	Actual Scores	Maximum Scores
1. POLITICAL LEADERSHIP		30
ii) Presiding at meetings of Executive Committee		3
ii) Monitoring and administration		12
iii) Overseeing Performance of civil servants		5
iv) Overseeing the functioning of DSC and other boards/committees		4
v) Engagement with central government and national institutions		6
2. LEGISLATIVE ROLE		15
i) Regular attendance of council sessions		2
ii) Motions presented by the Executive		6
iii) Bills presented by the Executive		7
3. CONTACT WITH ELECTORATE		10
i) Programme of meetings with Electorate		6
ii) Handling of issues raised and feedback to the electorate		4

Parameter/Indicator	Actual Scores	Maximum Scores
4. INITIATION AND PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES PROJECTS IN HIS/HER ELECTORAL AREA		10
i) Projects initiated		2
ii) Contributions to communal Projects/activities		4
iii) Linking the community to Development Partners/NGOs		4
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS		35
i) Monitored Agricultural services		5
ii) Monitored functional Adult literacy session		5
iii) Monitored Health units in every Lower local government		5
iv) Monitored schools in every sub-county		5
v) Monitored road works in every sub-county		5
vi) Monitored water sources in every sub-county		5
vii) Monitored Environment and Natural Resources protection		5
TOTAL		100

ANNEX 2C: Speaker's Score-Card

Name of Respondent: _____ Constituency _____

Gender _____ Age _____ Level of education _____

No. of Terms served _____ Political Party _____

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

ANNEX 2 D: Councilor's Score-Card

Name of Respondent: _____ Constituency _____

Gender _____ Age _____ Level of education _____

No. of Terms served _____ Political Party _____

PARAMETER/INDICATOR	Actual Score	Maximum Score
LEGISLATIVE ROLE		30
i) Participation in plenary sessions		8
ii) Participation in Committees		8
iii) Moved a motions in Council		10
iv) Provided special skills/knowledge to the Council or committees		4
2. CONTACT WITH ELECTORATE		23
i) Meetings with Electorate		16
ii) Office or coordinating centre in the constituency		7
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT		5
i) Attendance in sub - county Council sessions		5
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS		42
i) Monitoring of Health Service delivery units		5
ii) Monitoring Agricultural Projects		7
iii) Monitoring Functional Adult Literacy programmes		3
iv) Monitoring Education facilities		7
v) Monitoring Road projects		7
vi) Monitoring Water facilities		7
vii) Monitoring Environment and natural resources		6
TOTAL		100

ANNEX 3: FGD GUIDE

Procedure:

- Hold at least two FGDs in every sub county (division).
- Mobilize between 8 - 12 community members in each sub county (division).
- Register all members in attendance.
- 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
 - Health Units
 - Water
 - Schools
 - Roads
 - 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
 - District
 - Sub county
- Who are the critical political leaders in your
 - District
 - 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 councilor

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

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 councilors in Uganda;
- Role of citizens in service delivery (monitor and report to your councilor).

Tools for Citizens Expression in Demanding for Accountability

Engagement

- 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

Written Expression

- Letters
- Petitions
- Media articles
- Telephone calls
- Text messages

Civil Action

- Demonstrations
- Civil disobedience
- Boycotts
- Public interest litigation
- Strikes
- Citizens arrest
- Summons by citizens
- Recalls



- **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 4: List of District Researchers

No	Region	District	Lead Researcher	Researcher	Researcher
1.	Northern Uganda	Amuru	Arthur Owor	Akena Walter	Oscord Mark Otile
2.		Gulu			Odong Geoffrey
3.	West Nile Sub region	Nebbi	Dorothy Massa	Rupiny Robert Ronnie	Moses
4.		Moyo			Charles Mawadri
5.	Teso Sub Region	Amuria	Ssemakula Eugene	Epiangu Michael	Adolu Joseph
6.		Soroti			Betty Aguti
7.	Karamoja Sub Region	Moroto	Robert Emoit	Ngole Paul	Adiaka Regina
8.		Nakapiripirit			Adeke Susan
9.	Bugisu Subregion	Mbale	Egunyu Moses	Anthony Wolimbwa	Agrey Mugalya
10.		Bududa			Aisha Khaitsa
11.	Busoga Region	Kamuli	Francis Tucungwire	Leo. M. Waibi	George Dhenga
12.		Jinja			Kabasingwa Lillian
13.	Central Region	Kampala	Lillian Muyomba - Tamale	Susan Namara	Martin Kikambuse
14.		Mpigi			Luba Daniel Samuel
15.		Luweero			Musisi Christopher
16.		Mukono			Viola Bwanika
17.	South Western	Ntungamo	Natamba Edward F.	Immaculate Asimirwe	Enock Nimpamyia
18.		Rukungiri			Silver Muhwezi
19.	Mid Western	Hoima	Dr. Arthur Bainomugisha	Robert Rukahemura	Robert Byaruhanga
20.		Buliisa			Kajura Richard

Annex 5: PLE Performance

		2001	2002	2003	2004	2005	2006	2007	2008	2009
Amuria	Div 1						1.0	1.2	0.2	0.6
	Div 2						51.2	49.3	26.4	37
	Div 3						30	28.4	44.6	34.2
	Div 4						13.3	13	16.0	16.8
	U						4.5	8.1	12.8	11.5
Amuru	Div 1							1.3	0.1	0.8
	Div 2							34.2	13.2	33.4
	Div 3							24.1	30.2	27
	Div 4							17.6	21.0	21.1
	U							22.8	35.0	17.7
Bududa	Div 1							1.4	0.9	1.8
	Div 2							28.2	12.4	27.0
	Div 3							23.8	27.2	29.0
	Div 4							15.4	16.2	17.0
	U							31.2	43.3	25.2
Buliisa	Div 1							5.3	1.6	1.8
	Div 2							70	48.5	45.5
	Div 3							17.9	31.5	28.0
	Div 4							4.2	9.6	14.6
	U							2.6	8.8	10.1
Gulu	Div 1	2.9	5	4.4	1.9	0.7	0.8	0.7	0.6	2.7
	Div 2	38.2	56.4	55	43.5	31.9	34.3	27.3	17.4	47.5
	Div 3	26.7	22.7	22.9	27.3	35.9	35.0	34.1	34.2	32.3
	Div 4	20.5	10.1	11.4	18.6	21.7	21.7	21.2	22.0	14
	U	11.6	5.7	6.4	8.7	9.9	8.3	16.6	25.8	3.6
Hoima	Div 1		7.4	8.3	8.1	5.9	10.0	8.5	3.7	5.8
	Div 2		40	41.2	46.4	52.5	57.9	54.5	35.1	44.7
	Div 3		20.5	22.2	17.2	23.1	18.7	19.8	31.7	25.2
	Div 4		12.2	12	14	9.8	6.9	8	12.3	11.8
	U		20	16.3	14.4	8.7	6.5	9.2	17.1	12.5
Jinja	Div 1	16.7	16.4	16.4	9.8	4.7	8.0	9.0	3.0	4.8
	Div 2	56.1	40.9	45.4	45.1	47.6	52.4	50.3	35.8	37.3
	Div 3	14.8	16.3	15.2	15.9	22.8	19.0	17.7	27.5	26.2
	Div 4	7.9	10.2	9	15.5	9.5	7.1	8.8	11.3	14
	U	4.4	16.2	13.9	13.7	9.7	8.1	9.5	18.8	17.7
Kampala	Div 1	34	38.6	39.7	28.2	19.1	25.6	23.7	14.3	22.8
	Div 2	48.2	46.9	46.7	52.1	58.3	57.6	58.0	59.9	56.5
	Div 3	8.4	7.3	6.9	9.3	12.3	9.6	9.5	15.3	11.9
	Div 4	5.1	3.1	3.4	5	5.7	3.7	4.8	5.8	4.6
	U	4.3	4.1	3.3	5.2	4.6	3.5	4	4.8	4.2
Kamuli	Div 1	2.6	3.3	5.8	3.5	2.9	3.3	3.5	1.0	2.4
	Div 2	22	20.5	31.1	28.1	29.7	37.4	38	23.3	27.1
	Div 3	18.6	20.2	23.4	20.4	30.8	26.4	25.2	32.1	29.4
	Div 4	17.1	15.1	15.1	21.4	15.4	15	14.2	17.5	17.5
	U	39.6	40.9	24.5	26.6	21.2	17.9	19.1	26	23.6
Luwero	Div 1	9.9	9.5	16.4	6.4	4.7	7.1	6.9	3.1	7.4
	Div 2	37.7	35.7	43.9	36	40	46.6	45.2	33.7	43.1
	Div 3	20.2	18.1	15.5	16.2	24.4	21.4	20.9	29	22.8
	Div 4	14.8	15.7	11.2	19.2	15.7	12.7	12.5	13.4	14.8
	U	17.4	20.1	12.9	22.3	15.2	12.2	14.6	20.8	12.0
Mbale	Div 1	4.8	8	7.3	4.6	2.8	8.8	8.25	4.3	3.2
	Div 2	17.7	18.3	23.5	29.8	26.8	39.9	47.6	37.9	34.7
	Div 3	15.1	13.3	17.5	18.6	21.1	18.3	17.7	25.9	26.9
	Div 4	16.2	13.3	13.9	16.2	15.4	10.9	9.9	11.7	15.8
	U	46	47.1	37.7	30.7	23.9	12.1	12.1	16.5	19.4

		2001	2002	2003	2004	2005	2006	2007	2008	2009
Moroto	Div 1	3.8	6	7.5	6.1	1.8	5.3	2.9	2.4	4.5
	Div 2	55.1	67.4	61.7	59.3	56.5	62.4	76.6	59	58.9
	Div 3	23.6	15.9	17.9	15.4	24.3	19.0	14.3	25.3	21.6
	Div 4	11.9	7.4	7.5	13.6	12.7	9.7	5.8	7.8	8.4
	U	5.5	3.2	5.5	5.6	4.7	3.6	0.3	5.4	6.6
Moyo	Div 1	2.9	5	4.4	1.9	0.7	0.8	0.7	0.6	2.7
	Div 2	38.2	56.4	55	43.5	31.9	34.3	27.3	17.4	47.5
	Div 3	26.7	22.7	22.9	27.3	35.9	35.0	34.1	34.2	32.3
	Div 4	20.5	10.1	11.4	18.6	21.7	21.7	21.2	22.0	14
	U	11.6	5.7	6.4	8.7	9.9	8.3	16.6	25.8	3.6
Mukono	Div 1	10.2	13.4	16.8	10.3	6.9	10.2	10.3	6.6	10.3
	Div 2	34.4	35.2	34.8	38.1	39.9	46.1	45.9	37.7	41.4
	Div 3	18.1	18.3	16.2	16.1	24.9	20.6	19.6	27.9	22.9
	Div 4	14.1	10.8	12.1	14.8	12.6	10	10.5	11.6	11.5
	U	23.1	22.2	20.1	20.6	15.7	13.1	13.7	16.2	13.9
Nakapiripiriti	Div 1	1.1	3	4.4	2.2	3	2.2	3.3	0.0	2
	Div 2	48	59.6	54.1	43.3	41.9	47.8	53.6	38.1	51.1
	Div 3	19.2	23.9	24.1	27.8	29.8	23.4	23.5	33.3	28.7
	Div 4	20.9	10	13.3	20	18	16.3	12.5	16.7	11
	U	10.7	3.5	4.1	6.7	7.6	10.2	7.1	11.9	7.2
Nebbi	Div 1	3.5	5	4	2.8	0.9	2.4	1.9	0.3	1.5
	Div 2	38.8	52.6	48.3	42.2	29.9	41.6	38.5	20.9	30.2
	Div 3	23.9	24.5	22.3	20.1	31.2	25.6	28.0	36.9	32.3
	Div 4	18.8	10.2	15.2	20.8	20.6	17.5	10.0	19.5	19.5
	U	15.1	7.7	10.2	14.1	17.3	12.8	9.9	22.4	16.4
Ntungamo	Div 1	9.1	6.1	8.4	7.7	5.7	11.1	10.7	4.6	8.9
	Div 2	55.2	39.1	41.3	45.9	49.2	58.6	54.8	38.1	50.0
	Div 3	18	24.5	24.8	20.9	28.4	18.7	20.7	33.0	23.5
	Div 4	10	13.2	12.8	15.9	9.4	7.6	7.9	12.8	10.9
	U	7.7	17.1	12.8	9.7	7.3	4.0	6.0	11.4	6.8
Rukungiri	Div 1		8.9	13.6	13.3	9.7	14.4	13.4	5.1	10.0
	Div 2		46.9	51.8	59.0	60.2	69.5	65.9	38.4	44.7
	Div 3		25.1	24	16.3	23.2	12.7	16.9	39.7	29.9
	Div 4		9.5	6.5	8.9	5.5	2.8	3.3	11.1	10.5
	U		9.6	4.1	2.5	1.5	0.7	0.6	5.8	4.9
Soroti	Div 1	3.6	5.7	5.7	3.4	1.1	2.8	3.0	1.2	1.0
	Div 2	34.1	40.8	42.6	43.6	28.1	39.7	39.2	25.3	25.3
	Div 3	22.9	23.5	24.8	21.1	26.4	24.3	24.6	33.3	33.1
	Div 4	16.9	14.1	14	17.6	17.4	15.0	14.1	15.3	18.9
	U	22.6	15.9	12.9	14.2	17.2	10.8	13.9	21.3	21.7

Source: Ministry of Education and Sports

Annex 6: Access to Water in Selected Local Governments

District	Point Water Sources											Water for Production												
	% Access			% Functional			Protected springs			Shallow wells			Deep boreholes			Rainwater harvesting tanks			Dams			Valley tanks		
	Rural	Urban	Total	Rural	Urban	WFP	F	NF	TT	F	NF	TT	F	NF	TT	F	NF	TT	F	NF	TT	F	NF	TT
Amuria	57	61	58	86	90	45	21	11	32	80	38	118	474	46	520	3	2	5	5	5	10	0	1	1
Amuru	77	79	77	70	67	-	175	10	185	43	30	73	311	96	407	11	33	44	0	0	0	0	0	0
Bududa	66	95	66	92	74	-	410	9	419	1	0	1	10	0	10	25	4	29	0	0	0	0	0	0
Bullisa	81	72	79	74	79	-	28	2	30	57	19	76	37	30	67	11	2	13	0	0	0	0	0	0
Gulu	92	83	89	76	97	-	177	21	198	122	41	163	405	106	511	36	62	98	0	0	0	0	0	0
Hoima	77	95	74	85	95	71	1,761	240	2,001	148	68	216	37	44	81	218	33	251	2	0	2	3	2	5
Jinja	70	53	65	88	70	-	347	4	351	269	65	334	198	44	242	37	13	50	0	0	0	0	0	0
Kampala																								
Kamuli	58	95	59	90	89	73	17	0	17	346	47	393	846	66	912	69	32	101	1	1	2	10	3	13
Luwero	71	95	75	80	85	100	15	1	16	312	91	403	445	80	525	98	37	135	0	0	0	40	0	40
Mbale	60	71	62	89	94	-	372	14	386	35	4	39	178	25	203	19	6	25	0	0	0	0	0	0
Moroto	39	95	42	76	74	83	0	1	3	0	3	330	105	435	34	12	46	5	1	6	0	0	0	0
Moyo	44	95	47	78	51	-	23	8	31	21	6	27	280	91	371	45	37	82	0	0	0	0	0	0
Mpigi	81	79	81	79	88	100	573	53	626	503	252	755	174	81	255	188	24	212	10	0	10	10	0	10
Mukono	69	59	67	84	89	75	1,203	123	1,326	325	129	454	412	90	502	177	57	234	3	1	4	0	0	0
Nakapiripiri	32	95	33	77	100	89	4	2	6	27	5	32	169	55	224	9	0	9	2	0	2	6	1	7
Nebbi	82	76	81	81	83	92	938	154	1,092	93	43	136	499	132	631	77	59	136	6	1	7	5	0	5
Ntungamo	72	95	73	81	86	100	737	75	812	261	75	336	64	79	143	102	25	127	1	0	1	4	0	4
Rukungiri	93	95	93	81	87	100	1,121	151	1,272	59	27	86	37	31	68	188	82	270	1	0	1	0	0	0
Soroti	74	53	72	86	89	83	110	23	133	256	56	312	745	73	818	55	34	89	2	11	1	0	1	1

Source: Directorate of Water Development, Ministry of Water & Environment, 2010

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