



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

MOROTO DISTRICT COUNCIL SCORE-CARD REPORT 2009/2010



**Caroline Adoch
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ABBREVIATIONS

ABEK	Alternative Basic Education for Karamoja
ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
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 Resource
FAL	Functional Adult Literacy
FDC	Forum for Democratic Change
FGD	Focus Group Discussion
FR	Fertility Rate
FY	Financial Year
HC	Health Centre
HU	Health Unit
IMR	Infant Mortality Rate
IRR	Internal Rate of Return
LG	Local Government
LGCSCI	Local Government Councils' Score-card Initiative
LGDP	Local Government Development Programme
MMR	Maternal Mortality Rate
MoLG	Ministry of Local Government
MOU	Memorandum of Understanding
NAADS	National Agricultural Advisory Services
NGO	Non-Governmental Organization
NPPA	National Priority Programme Areas
NRM	National Resistance Movement
PHC	Primary Health Care
PLE	Primary Leaving Examinations
PwD	People with Disabilities
TPC	Technical Planning Committee
UBOS	Uganda Bureau of Statistics
ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education
WFP	World Food Programme

ACKNOWLEDGEMENTS

The Local Government Councils' Score-card Initiative (LGCSCI) was launched in 2009 with a goal of improving the quality of public service delivery by building the demand-side of governance and accountability. The initiative achieves this goal by undertaking and publishing a local government councils' score-card and a robust outreach programme targeting citizens and building capacity of local government political leaders. This assessment was conducted in 20 local government councils, including Moroto, for the Financial Year (FY) 2009/10.

In a special way, ACODE is indebted to Moroto District Local Government (DLG) technical staff and the Councilors for their support and cooperation during the assessment. In addition, we remain grateful to the various community members who offered their time to participate in the sub-county level Focus Group Discussions (FGDs). The various officials who provided information and clarifications on a wide range of issues are also acknowledged. The 2009/2010 scorecard assessment came at a time when there was change of government. Some of the Councilors in Moroto District did not make it back to Council. However, the Councilors were generally cooperative and set their time aside for the exercise. The research team is grateful to all who provided support.

ACODE is indebted to the Deepening Democracy Programme (DDP) and its contributing development partners for the continued financial support that makes these assessments possible.

EXECUTIVE SUMMARY

This is the second assessment report for Moroto District Local Government. The assessment employs a LG Councils Score-card (LGCSC), an independent assessment tool to appraise the performance of Local Government (LG) councils in Uganda. The Score-card empirically assesses the extent to which LG council organs and Councilors are performing their responsibilities as stipulated in the Local Government Act 1997. It also examines whether there is correlation between the Score-card performance of Moroto District Local Government council and the quality of service delivery in the district.

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

For the FY 2009/10, the assessment focused on the District Chairperson, the District Speaker, the 14 Councilors and the District Council as an independent corporate body. The themes of assessment were premised on political leaders' roles and responsibilities as outlined in the LG Act 1997. Although the scope of the study was for FY 2009/10, effort was made to cross check for evidence from the previous financial years for comparison purposes and more plausible interpretations.

Moroto DLG reduced geographically owing to the curving out of several districts of Kotido in the early 70s; Nakapiripirit in July 2000; Kaabong in July 2005; Abim in 2006; and Napak in 2010. Ironically, the reduced size of the district has not improved service delivery. A critical analysis of selected socio-economic indicators for education, health, rural roads, water and sanitation, agriculture and the environment and natural resources for the district shows a declining state of service delivery. This situation is exacerbated by the district's incapacity to effectively deal with the gaps in service delivery. This arises from the high financial dependence on central government, increased tendencies of recentralization by the centre, and an alarmingly low local revenue base. For example, during the FY 2009/10, the district was only able to generate 2% of its budget from local revenue. This indicates that the capacity of the district to plan for local priorities is greatly undermined since most of the central government transfers and donor grants are conditional in nature (based on National Programme Priority Areas -NPPAs) with

little or no room for change towards local priorities.

In terms of Score-card performance, the district council scored 40 points out of 100 total points. The chairman, Mr. Peterken Lochap scored 46 out of 100 total points with his best performance registered under contact with the electorate and initiation and participation in communal and development activities. The District Speaker on the other hand, scored 45 out of 100 total points with the best performance registered in his role of presiding and preservation of order in the district council. The performance of individual Councilors was generally poor with the highest scoring 65 points while the lowest scored a paltry 18 points out of a total of 100 total points. In terms of gender, male Councilors performed marginally better than their female counterparts with an average score of 44 and 36 respectively. With a few exceptions, the majority of Councilors registered their best performance in their legislative role while participation in lower LG and monitoring of the NPPAs were the worst performed parameters, a situation that could perhaps explain the poor state of affairs of the majority of social services in the district.

Key recommendations are thereby proposed to be adopted at two levels:

Central Government

- There's need to change the budget architecture: The national budget should be shared equally (50/50) between the central government and all other LGs, and financial distribution should reflect the equal importance of all districts.
- Remuneration for councilors should be given priority to enable them focus on fulfilling their roles and functions as stipulated in the LG Act.

Local Government Level

- Strengthen monitoring of government programs with specific focus on the involvement of the political leaders.
- Improve civic awareness with regard to the understanding of the role of political leaders. This will go a long way in enhancing the demand for accountability
- Political leaders need to improve contact with the electorate as this interface will enhance candid discussion on key issues in a more informal but business-like manner.

1. INTRODUCTION

This is a performance assessment report for Moroto DLG for the Financial Year 2009/2010. Moroto DLG is one of the 20 LGs that were assessed using the LG Councils Score-card, a tool developed by the Advocates Coalition for Development and Environment (ACODE) to deepen decentralization towards the delivery of effective governance and quality goods and services to the citizens.

The LG system as provided in the 1995 Ugandan Constitution, and operationalized by the LG Act 1997, was premised on the realization that decentralization was to ensure effective governance through devolution of functions and powers to the people at appropriate levels. For quite some time, decentralization seemed to deliver on its stated objectives. However, in recent times, service delivery started to decline especially in the sectors of education, health and works. Through the LG Councils' Score-card Initiative (LGCSCI), ACODE seeks to contribute to improved performance of selected LGs by assessing their performance using an open and transparent mechanism. Beyond the assessment, the LGCSCI seeks to empower the communities through delivering issue-based civic education that enables them to demand accountability from the elected leaders.

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

The first LG Councils' Score-card covering the Financial Year 2008/09 was conducted in 10 LGs including Moroto.² This second Score-card assessment covering the Financial Year 2009/10 covers 20 LG councils.³ This is, therefore, the second score-card report for Moroto DLG.

1 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.

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

3 In addition to Moroto, these include Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kampala, Kamuli, Luwero, Mbale, Mpigi, Mukono, Moyo, Nakapiripirit, Nebbi, Ntungamo, Rukungiri and Soroti.

The report is organized in eight sections. Section 2 details the methodology of the study, while Section 3 gives a summary of the district background. In Section 4, analysis of the state of service delivery in Moroto District is presented, while Section 5 focuses on Moroto's budget and revenue architecture. Section 6 presents the Score-card findings and interpretation. Section 7 presents a discussion on the correlation between the district performance and the quality of public services. Finally, Section 8 provides the conclusion and key recommendations.

2. APPROACH AND METHODOLOGY

2.1 Approach

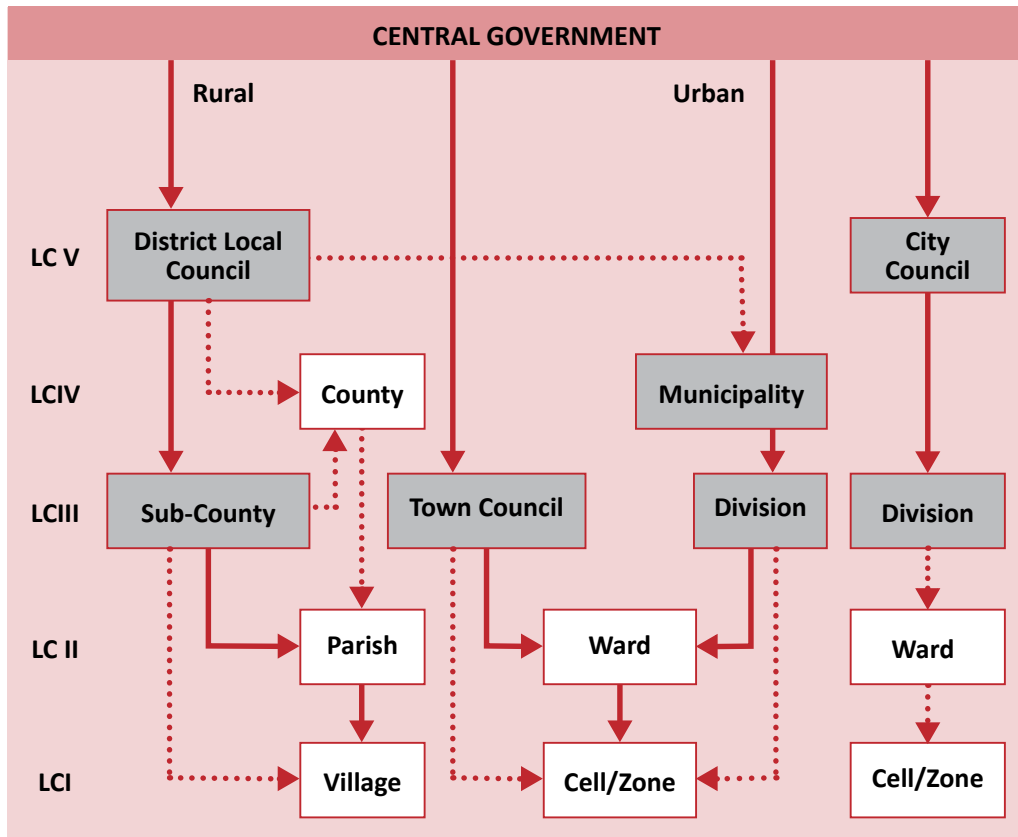
The LG Councils' Score-card uses a standard methodology and a set of qualitative and quantitative indicators to assess the performance of LG Council leaders. The score-card was initially developed in 2009. Following the publication of the first Score-card and the feedback from the outreach process, the indicators were revised to address a number of deficiencies that had been identified. The revised Score-card departs from the first one in three ways. First, the revised indicators are more aligned to service delivery objectives, where councilors are assessed by their substantive contributions to monitoring and promoting the delivery of public services across the five National Priority Programme Areas (NPPAs). Second, LG councils are assessed on the extent to which they address national public policy issues such as corruption, governance and respect for human rights. Finally, a set of indicators that measure the extent to which Councilors provided feedback to their constituencies is included in the Score-card.

2.1.1 Who is assessed?

The LG structure is the primary building block for the Score-card indicators. As shown in Figure 1 below, the LG structure comprises two distinct components. First, the organs that are shown in shaded blocks are constituted under the LG Act 1997 as bodies corporate with power to sue and be sued.⁴ Most importantly, they can receive public funds and are primarily responsible for the delivery of public services in their local jurisdictions. Theoretically, at each level, a council is established as the LG of the area with full political, executive, legislative and administrative powers. While the Score-card can be applied at each of these levels with necessary modification, the current assessment only focuses on the organs of the District Local Government Council: the Council; individual Councilors; the Chairperson; and the Speaker. Secondly, the LG Council organs in the unshaded blocks are largely administrative units with no official budgets of their own. How they are used to ensure the delivery of public services and deepen governance, is a responsibility of the legally mandated local government council organs or the central government.

⁴ See Section 6 of the Local Government Act Cap.243 as amended.

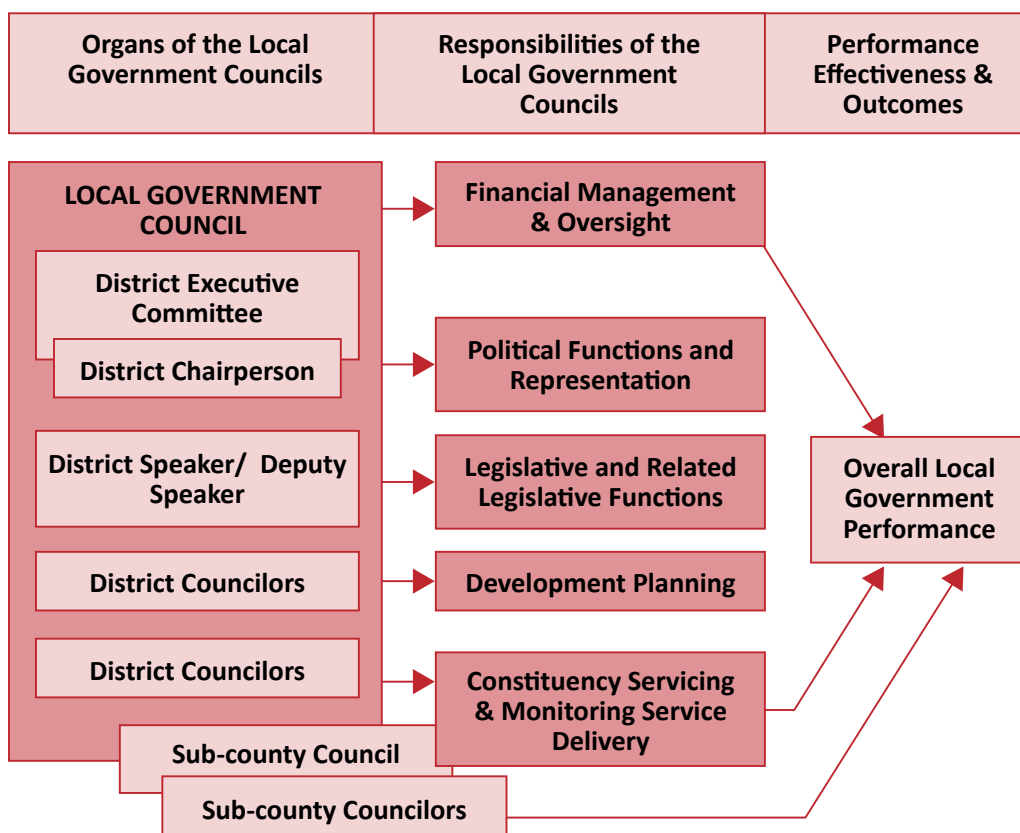
Figure 1: Structure of Local Governments in Uganda



2.1.2 What is assessed?

As shown in Figure 2 below, the responsibilities and functions of the LG Councils are grouped into five broad categories generally referred to as performance parameters in the Score-card. They include, financial management and oversight; political functions and representation; legislation and related legislative functions; development planning; and constituency servicing and monitoring of service delivery on the NPPAs.

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



The LG Councils' Score-card is premised on a theory of change which states that by providing data and information on the performance of local (political) leaders, citizens will demand for accountability and effective service delivery and hence trigger a vertical spiral of demand up to the national level.⁵ An empowered citizenry will trigger the necessary reforms that are essential to create an environment in which the delivery of public services is responsive to the needs of the majority of citizens. The demand-induced performance by the LG Council leaders and increased demand for accountability on national leaders will have a positive impact on the overall performance of the LGs. Consequently, beyond the scores of each organ of Council, the assessment seeks to establish the causal-effect relationship between the performance record of Local Council political leaders on the one hand, and the quality of service delivery and accountability on the other.

2.2 Methods

The methodology for undertaking the Score-card is designed to achieve a number of objectives. The methods used include, literature review; inception meetings; interviews;

⁵ For more detailed information on the Theory of Change, refer to Godber T. et al., Monitoring and Assessing the Performance of Local Government Councils in Uganda, ACODE Policy Research Series No. 31, 2010.

and Focus Group Discussions (FGDs). First and foremost, the primary objective is to collect qualitative and quantitative data on the status and trends on key service delivery indicators in the selected LGs. Secondly, the process of undertaking the assessment helps the councilors learn more about their roles and how best they can perform those roles and effectively represent the interests of their electorate. Thirdly, while Focus Group Discussions (FGDs) are designed to collect information on the perceptions of voters and validate the data and information from Councilors, the meetings also act as community sensitization events which increase civic competence.

2.2.1 Document review

The review of the literature focused on national-level reports on the performance of Moroto DLG, the district planning documents and reports, as well as records of the Minutes of the District Council and other unpublished materials including records of monitoring reports and other documentation kept by councilors.

2.2.2 Interviews

The inception meeting for Moroto District Local Government Council was organized on 16th May 2011 at Moroto District Council chambers. The meeting was attended by 24 participants representing outgoing Councilors, incoming Councilors, and technical staff. The meeting provided the first opportunity for Councilors and other stakeholders to learn about the assessment and how it is conducted.

Based on the data and information derived from the literature review, fieldwork took the form of interviews and FGDs. Individual interviews were organized with the district Councilors, the Chairperson and the Speaker. The interviews provided the opportunity to discuss with the respondents the scores that they might obtain based on the information and documentation available about their performance.

2.2.3 Focus Group Discussions

FGDs were organized in 13 sub-counties⁶ including the two divisions⁷ of the municipality. As already mentioned above, besides providing an opportunity for validating the reports from Councilors, FGDs also provided a platform for civic education for the participating members. In Moroto DLG, the FGDs were attended by 137 participants of whom 71 were women and 66 men. A standard guideline was used for conducting the FGDs (see Annex 2).

2.2.4 Observation

Finally, observation and photography were employed as research methods to triangulate information provided by the Councilors during the Score-card administration. Through direct observation, the researchers were able to verify reports from Councilors especially with regard to community projects and other information on service delivery.

6 The Sub-counties are Iriri, Lorengochorwa, Matany, Lokopo, LotomeLopei and Ngoleriet, in Bokora county; Nadunget, Rupa, Katikekile, North division and south Division in Matheniko.

7 North Division and South Division.

In addition, the research team also attended three Council sessions to observe the proceedings and debates.

2.3 Data Analysis

All the information gathered from the field and documents was subjected to rigorous data analysis involving development of relevant themes that tally with the objectives of the study. Trends and other analysis techniques were used to provide a clear understanding of the situation in the district. Also, descriptive and graphical methods were used in the analysis.

2.4 Scope of the Study

The focus of the assessment was on what transpired in the district during FY2009/10. Moroto District Local Government was the unit of analysis with specific focus on the political arm of the local government (council, chairperson, speaker, and councilors). All the political leaders(23) were assessed in relation to their legally mandated responsibilities. It is these actions of the political leaders that are juxtaposed with the state of service delivery in Moroto District.

3. DISTRICT BACKGROUND

3.1 Geopolitics and Demographic Characteristics

Moroto was part of what was formerly called Karamoja Province, which was split in 1971 with the creation of Moroto District. Moroto DLG reduced geographically owing to the curving out of several districts namely Nakapiripirit in July 2000; Kaabong in July 2005; Abim in 2006; and Napak in 2010.

Moroto district is situated in North Eastern Uganda. It shares borders with 4 districts of Kotido in the North, Lira in the North West, Katakwi in the West, and Nakapiripirit in the South. The entire Eastern borderline is shared with the Republic of Kenya. The district has a total area of 8,516 km² which is 3.5% of the Country's area coverage. About 3,500 km² is available for use after taking into consideration the areas covered by Game Reserves (4,900 km²) and Mountains (100 km²).

The district has a very low population density of 22.3 persons per square kilometre compared to the highest of 7,259 persons per square kilometre for Kampala district and the national average of 171.47.⁸ Out of the total population, only 4% live in urban areas.

Table 1: Moroto District Population Projections

Year	2005	2006	2007	2008	2009	2010
Male	108,700	115,600	123,000	131,100	141,100	149,100
Female	115,200	121,200	127,500	134,200	141,700	148,700
Total	223,900	236,800	250,500	265,300	282,800	297,800

Source: UBOS 2011

Administratively, the district has its Headquarters in Moroto town. The district is made up of 3 counties of Matheniko, Bokora and Moroto Municipality. It has a total of 257 LC I villages in 46 parishes distributed in 9 Sub Counties and 2 Divisions. Besides the three Counties mentioned above, Moroto has a Municipality which is semi-autonomous in its operation.⁹

Moroto DLG is headed by an elected council comprising the LCV chairperson who is supported by an executive committee drawn from the elected Councilors. The Council conducts business through 5 sectoral committees which include: Works and Technical Services; Health and Production; Security and Education; Social Services and Finance and Administration. Table 2 indicates the four sectoral committees and their secretaries during the year under review.

⁸ http://www.trueknowledge.com/q/what_is_the_population_density_of_uganda_2010 accessed on 12th September 2011

⁹ 2010/2011 to 2013 Moroto DDP

Table 2: Secretaries of Council Sectoral Committees

Sectoral Committee	Secretary	Constituency
Works and Technical Services	Longok Peter Atogo	Lokopo Sub-county
Health and Production	Eruu Joseph	Lotome Sub-county
Security and Education	Longora John Ekamaripus	Rupa Sub-county
Social Services	Eruu Joseph	Lotome Sub-county
Finance and Administration	Lochap Peter Ken	Moroto District

Source: Moroto District Local Government 2011

3.2 The Local Economy and Economic Opportunities

The main economic activities in the district are livestock keeping, subsistence agriculture, and limestone and marble mining. Although it holds considerable prospects, currently mining is carried out at a subsistence level, the most prominent being gold panning. The minerals known in Moroto District include: silver, copper, iron, manganese, chrome, titanium, niobium, tantalite, rare earths, and radioactive minerals. Artisanal and small scale mineral mining has attracted hundreds of local people and now constitutes a livelihood source for a significant part of the population. In Rupa sub-county, for example, more than 1,000 miners who tend to be grouped as households are involved in gold and limestone mining. Due to the large number of individuals involved and minimal or no regulation by the authorities, there is little effort to restore the mining areas. The mining activities do not contribute to the district revenue because it is unregulated and goes untaxed.

There is much unexploited tourism potential in Moroto. In the Napak Mountains, for example, tourist attractions like mountain climbing, camping sites, bird watching and forest walks have not been fully exploited. Nakiloro, in Rupa Sub-county, is an archaeological site of interest, as well as Apule, the dispersal site of the Karimojong. This too has not been fully exploited.

The district has two notable forest reserves namely; Mt Moroto and Napak Central Forest Reserves. The two forest reserves account for almost 80% of the total area under forest conservation, with Mt. Moroto Central Forest Reserve making up 44.5% of this area. More than 30,000 people live in or derive subsistence¹⁰ from Mt. Moroto Forest Reserve. Livestock within the forest is estimated at 6,010. Management of these forests have been neglected, mainly due to poor infrastructure in addition to insecurity which has hindered the development of the entire tourism industry.

¹⁰ Hunting, charcoal burning, collecting honey, mushrooms, wild fruits, medicinal herbs

4. THE STATE OF SERVICE DELIVERY IN MOROTO DLG: ANALYSIS OF LG COUNCIL ACTIONS AND RESPONSES

The effective performance of a District Local Government Council can best be assessed by considering the status of key social economic indicators for the district. The adoption of the decentralization policy in 1993, and the associated subsequent reforms, placed the delivery of primary education, health, rural roads, water and sanitation, community services, and agriculture extension services, among others, in the hands of LG councils. LG council leaders are also supposed to ensure that central government services are effectively delivered to their electorate. Essentially, well performing LGs should lead to improvements in key indicators for these services. Even in systems where the central government remains a key player in the delivery of such services, the LG complements the work of the central government or focuses on ensuring that the central government fulfils its development and governance commitments to the population.

This section of the report provides a review of key socio-economic indicators of Moroto DLG. An attempt is made to compare the indicators at the end of the Financial Year under assessment with the same indicators at the period when the current district Council leadership assumed office in 2006. As earlier noted, this is the second assessment for Moroto and an attempt is made where possible to assess whether there has been any improvement in service delivery since the first assessment. The section also analyzes the actions or lack thereof of Moroto DLG Council and its respective organs in addressing the service delivery deficiencies affecting the electorate and citizens in the district. This comparison provides a good basis to examine whether there is any change (quantitative and qualitative) in key selected indicators over the five-year period when the council being assessed was in leadership. Similar deductions can also be made by comparing the indicators for 2008/09 and those of 2009/10.

4.1 Primary Education Services

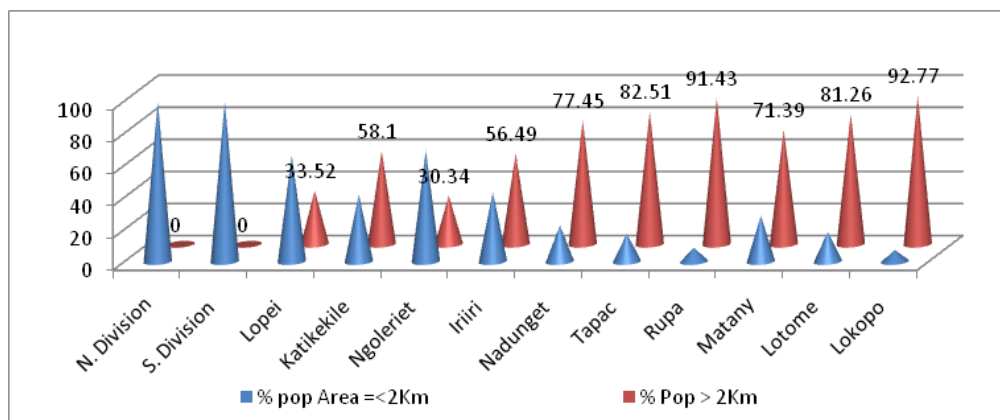
The analysis of the state of education in Moroto district presents an alarming situation; the sector is faced by numerous challenges such as unqualified teachers, very low retention and completion rates, very limited infrastructure. The District has got a very low percentage of literate population(13%), an increase in the literacy level by 2% from the previous year which was at 11%.

4.1.1 Access and quality of education

In terms of access, the district compares fairly with other districts in Uganda in regard to the number of schools; Bokora County has 28 Government aided primary schools,

11 Community primary schools, 40 Sedentary ABEK¹¹ centre's (29 in Nawaikorot, 11 in Naitakwae parish and 2 mobile ABEK centers in LokopoSub-county). Primary school accessibility within 2.5km stands at 12.5%. Figure 3 below shows accessibility in the different subcounties. The number of parishes without operational schools is 13 out of 43.

Figure 3: Moroto DGL Education Access (percentage).



Source: Authors' calculations base on Moroto District Education Office Statistics.

Table 3: Moroto DLG Education Indicators

Indicator Category	Indicator	2005	2006	2007	2008	2009
Accessibility Indicators	Net Intake			16.6	20.7	24.9
	Net Enrolment			28.8	33	34.6
Quality Enhancement	Pupil Teacher Ratio	46	51	54	63	61
	Pupil Classroom Ratio	53	52	48	54	54

Source: UBOS 2011

Many schools lack safe playgrounds for either boys or girls. In Moroto as is the case in the entire Karamoja region, food is one of the main factors pushing children to schools. During periods of food shortages children go to school so that they can have a meal which is provided by the World Food Programme (WFP).¹² At present, government does not provide food in schools. Often in times when the WFP does not provide food, there is a considerable increase in dropout in all schools including boarding schools.

The existing schools face serious infrastructure constraints; including old and dilapidated buildings, limited space among others. For instance, in Lotome Primary School, the classrooms buildings are old and on the verge of collapse. These very classrooms are at the same time used as dormitories in a school, prided as the oldest in the district as indicated in figure 4.

¹¹ ABEK- Alternative Basic Education for Karamoja

¹² Source: Focus group discussion in RupaSub-county, Issue raised by a teacher.

Figure 4: A classroom block in Lotome Primary School



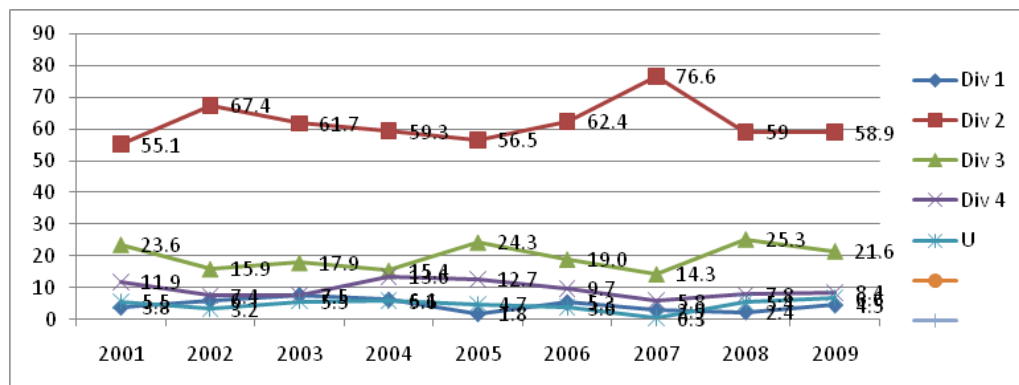
Source: ACODE Digital Library, 2011.

Similarly, the sanitation in the schools is in a worrying state with access to clean water being of particular concern in the district. The pit latrine-pupil ratio on the other hand stands at 1:43 comparing well with the national average of 1:40. This however is attributed to the low enrollment levels in the schools that stand at only 34.6%.

4.1.2 Performance indicators

Primary Leaving Examination (PLE) results are commonly used as one of the measures of the quality of output from the primary education system in Uganda.¹³ An analysis of the trends of PLE performance in the district indicates that the majority of the pupils have passed in the second division over the years while there is no real improvement in the numbers passing in the first division. Figure 5 below shows PLE performance from 2001-2009.

Figure 5: Moroto DLG trends in PLE performance DLG



Source: Ministry of Education 2010

Generally, the performance of the pupils in the district is poor compared to the national performance. With only 4% of pupils passing in division 1, it is clearly evident that the district has a lot to do. Similarly, poor indicators of completion rates of 18% and only 10% for girls are particularly worrying. This is attributed to several factors including, inaccessibility of some schools caused by insecurity especially from cattle raiders, poor infrastructure, poor learning environment. Inadequate text books, food shortages in schools, inadequate staffing levels- have aggravated the problem. Lotome Boys, has only 7 teachers in the whole school, with each teacher teaching all subjects/assigned to a class. This generates teacher fatigue and low morale – which directly affects the quality

¹³ Refer to UWEZO survey 'Are Our Children Learning?' as a new method of determining quality that could provide more insights on the quality of education, especially at the lower primary levels.

of services.

Although the largest proportion of the district budget goes to education, the amounts allocated to the different schools still remains inadequate. For instance, the district's oldest primary school received only UGX 2,240,000 in the FY 2009/2010 which funds were to cater for all school expenses including administrative recurrent costs, meals, music, extra curriculum activities.

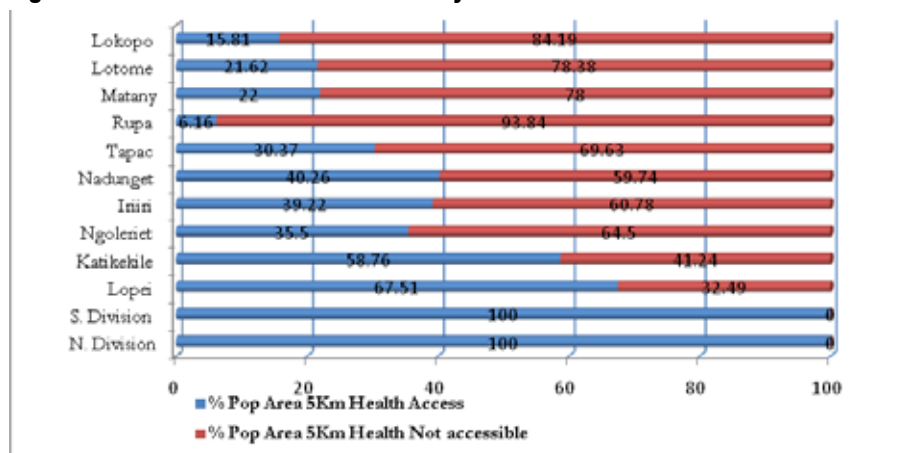
4.1.3 Functional Adult Literacy (FAL)

Functional Adult Literacy (FAL) is an education alternative that was introduced by the government of Uganda and operationalized by the LGs under the Community Based Services department. FAL's primary objective is to provide basic functional knowledge to the adults in the community. To date, the district has 47 FAL centres in Bokora and 83 in Matheniko County. The total enrolment is 22,090, with 7,628 males and 14,476 females, in 130 centres. These centres are manned by a total of 130 instructors (1 instructor per centre). Proficiency tests are always given only at end of year to the learners and out of 22,090 learners of 2009/10, 914 males passed along with 1503 females, while the rest failed and a few did not turn up for the test. The poor performance is due to inadequate support from government, monitoring by Councilors and Community Based services department, inadequate learning materials, low morale among instructors due to low pay (UG 5,000 per month-which is often received after 3 months).

4.2 Health Service Delivery

Moroto District has 2 hospitals,¹⁴ 13 public HC III's¹⁵, 14 public HC II's¹⁶ assisted by 440 Village health teams. Figure 6 below shows the distribution of health centres and their accessibility in the district.

Figure 6: Moroto DLG Health Accessibility Index



Source: Basic Service Accessibility Atlas prepared by UNOCHA Version 2010

14 Moroto Main Hospital being government owned and St. Kizito Matany Hospital a PNFP - Catholic Church Founded

15 Nangunet, Tapac, and Pius Kidepo in Matheniko.

16 DMOs Clinic, Kakingol, Lopelipel, Rupa, Kosiroi and Loputuk in Matheniko County.

A review of the health indicators over the last five years shows an alarming situation. Latrine coverage has remained stagnant at 10% since 2007, while the number of deliveries recorded in health units remains very low as indicated in table 4 below.

Table 4: Moroto DLG key Health Indicators DLG

Indicator Category	Indicator	2005	2006	2007	2008	2009
Public Health	Pit latrine coverage			10%	10%	10%
Immunisation	BCG	65%	52%	60%	40%	60%
	Measles	103%	42%	76%	52%	84%
	DPT3	78%	56%	73%	52%	91%
Health Unit utilisation	OPD			0.6	0.5	0.7
	Deliveries in health units			13%	13%	15%
	HIV/AIDS Service Availability			65%	75%	81%
	Pregnant women receiving 2nd dose Fansidar for IPT			62%	63%	57%

Source: UBOS, 2011

There has been an improvement mainly in terms of infrastructure in the health sector. This has been a product of the contribution from development partners particularly UNICEF and Doctors with Africa (CUAMM). However, the sector is still faced by numerous challenges that have negatively impacted the quality of service delivery in the district. These range from overcrowding at health centres. One patient lamented, *"There are annoyingly long queues and overcrowding at health centre premises especially on Mondays...besides that there are people who commute from the wards. They go to carry out normal business during the day and return to the hospital wards to spend a night."* The sector is understaffed and the available staff are discontent with the working environment to the extent that they either leave or do not perform their work satisfactorily. There were complaints across the board from HC IIs to Moroto Hospital about staff reporting to work late and leaving so early.

Being a rural district and very far from Kampala, delivery of drugs is irregular resulting in frequent drug stock outs even of the most essential medicines including ARVs and Malaria drugs. For instance, it was reported that from time to time, when Moroto Hospital runs short of anti-malarial drugs, it replenishes its stock by collecting drugs from HC II and HC III this has the effect of creating shortages in those centres as well, and yet for most people, they are the most accessible. The situation is exacerbated by the fact that there is no proper monitoring of the Health Unit staff by the senior staff/supervisors based in the district or ministry of health. This has increased laxity on the part of the health workers. In fact, in one instance, a health worker stated that *"We are poorly facilitated and I have not received my salary for three months and so cannot afford solid lunch...it is just a food, it doesn't change the way I do my work, in any case drinking just makes me more active and shaper"*

4.3 Road Network

Moroto district has three types of roads; National roads maintained by Uganda National Road Authority (UNRA), District roads maintained by the district, and the Sub-county roads (community roads) that are maintained by the sub-county with funds disbursed from the road fund. These funds are mainly for routine maintenance and not to carry out major repairs or open new roads. The district has no tarmac roads except the 5 kms road within the municipality constructed in the early 70's. The rest of the roads are gravel and earth and are impassable during the rainy seasons.

The district carried out periodic maintenance of both district roads and routine maintenance of sub-county roads in 2009/2010.

Maintenance of the roads is not done regularly and when done, the work is often shoddy. This has been attributed to lack of funds for example, for FY, the district had planned for UGS 624,574,000/- but received UGS 509,805,000/-. Out of the funds received, the district managed to maintain 5 roads. The electorate however insists that the work is shoddy despite the resources. For example, in one Focus Group Discussion in Nadunget Sub-county, participants reported that the road is filled with marram but not spread for periods of upto six months, and when spread, it's done without compacting.

When it rains, the water washes away all the marram leaving the road in a worse state. In general, most of the roads are impassable, with low bridges and broken culvert lines, heaps of un-spread marram in the middle of the roads, broken bridges and floods causing accessibility problems and delays in transport.

Although the district has 42 roads (607kms), it only managed to maintain 5 of them (0.8%). The situation is not helped by the fact that the roads are being used by hundreds of heavy trucks that ferry marble and limestone from the district.

Figure 7: Roads during the rainy season



Figure 8: Heavy truck carrying Marble stones from Kotsiroi to Tororo for production of cement.

Table 5: Unmaintained Roads in the district

Sn	Name of Roads	Length (Km)	Surface Type	Comments
1	Matany -Lokopo	8	Earth/ gravel	Funding was insufficient and maintenance could not be undertaken on these roads
2	Irii - Napak	29.9	Earth	
3	Naoi - Lokisilei	28.1	Earth	
4	Lorengchora - Tirikol	22	Earth	

Source: Moroto Works Department, 2011

4.4 Water and Sanitation

The major water sources in the district are open¹⁷ and underground water sources¹⁸. The district implements both hardware and software activities with complements from development partners¹⁹ operating in the district. The hardware activities include; borehole rehabilitation and drilling, construction of Gravity Flow Scheme (GFS), de-silting of water ponds, valley tanks construction and latrines, while the software activities include; training of Water User Committees (WUCs) on hygiene and sanitation, re-refresher training for hand pump mechanics on Operation and Maintenance (O&M) and community sensitization and mobilization. In the FY 2009/2010, the funds that were allocated to the water sector were Ugs 899,861,943/-.

Table 6: Moroto DLG Water Sources and functionality status

	Urban	Rural	Total
Population	11,700	286,100	297,800
Population served	11,115	112,508	123,623
Access	95%	39%	42%
Equity			25.5
Management (Functionality of Water source committees)			30%
Gender (Water source committee with women in key positions)			58%
Functionality	74%	76%	
	Functional	Non functional	Total
Protected Springs	0	1	1
Shallow wells	3	0	3
Deep boreholes	330	105	435
Rain harvesting tanks	34	12	46
Water for Production			
Dams	5	1	6
Valley Tanks	0	0	0

Source: District Planning Office 2011

17 Rivers, valley dams, water ponds/pans, rain water run offs.

18 Deep boreholes, Windmills, Motorized water pumps, protected springs.

19 Cooperation & Development, Welthungerhilfe, Uganda Red Cross, ACF, VSF-Belgium, UNICEF, ISP, MADEFO KADP, ADRA, SciUG and GIZ.

Generally, there is poor access to safe and clean water, and appropriate sanitation facilities throughout the district leading to poor hygiene in the communities. Although the district has got 640 boreholes, only 42% of these are functional, the rest being either dry or collapsed. There is one protected spring in Lia. During the long dry spells, all the temporary water sources (rivers, ponds and dams) dry up leaving people to rely solely on boreholes which leads to overcrowding at the boreholes resulting into competition for water by livestock and human beings. On the whole, the travel distance to a clean water source is far as 5km.

The district's sanitation cover is extremely low with only 10% pit latrine coverage. The main contributing factors being, the cultural idiosyncrasies of the Karimojong people who place little value on hygiene and in some cases harbour a suspicion of toilet facilities, poor solid waste²⁰ disposal and management, and low latrine coverage. Most of the diseases reported in district are hygiene and poor sanitation related including hepatitis, diarrhoea, dysentery, cholera, jigger infestation, scabies, and malaria among others.

During the FY 2009/2010 the funds allocated to sanitation amounted to Ugs 22,852,300/-, and software budget, 781,000/-. These funds, including input from development partners, have not been able to generate any tangible impact in the sector, as evidenced by continuous littering of the district with human and animal wastes, polythene paper (Kavera) and reluctance of the community to construct latrines, and appalling state of hygiene in homes. While there is need for increased investment to improve sanitation, a far larger task remains in changing the attitude of the people for the district to see an improvement in the sanitation situation.

4.5 Agriculture and NAADS

With the start of NAADS in 2009 in the district, NUSAF programme and the WFP which has been promoting various farm technologies, native farmers were triggered to start growing cassava and sweet potatoes on slightly larger farms (100-200 acres) that are communally/group owned. But still this was limited to a few areas like Iririr, and parts of Ngoleriet sub counties. On the other hand, there was a promotion of livestock production involving cattle, goat, piggery and poultry for both local and exotic breeds.

Exotic breeds are being promoted by NAADS throughout the region with several challenges and defaults. These include the untimely delivery of farm inputs and implements, mismatch of needed and the actually provided technologies, unplanned cultivation, corruption right from procurement of farm inputs to distribution. As a result, the sector has a very low tangible impact compared to the funds released to the sector. The agriculture sector received two types of grants. These were the Production & Marketing grants, and NAADS funds. In 2009/2010 FY, NAADS funds were Ugs. 1,307,530,000/- whilst production and marketing Grant of Ugs 74,017,000/-. However, on the whole, NAADS has had mixed results largely failing in the sub-counties of Rupa, and Nadunget.

²⁰ Human stool, garbage, compound rubbish and cow dung

4.6 Moroto LG Efforts to address gaps in service delivery

Analysis of the Moroto DLGLG Council deliberations reveals a sharp contrast between the gaps in the sectors and what the District council actually deliberated upon during the year under review. While mention is made of some of the challenges in the district, there is no deliberation by the District council of the issues relating to service delivery, and no effort to find solutions.

Despite complaints by the community with regard to health (overcrowding and under-staffing), education (dilapidated structures and poor sanitation), roads (unmaintained and poor quality of works), agriculture (low coverage of the NAADs), water (low functionality of water sources) and environment (destruction being caused by unregulated mining activities and charcoal burning), a scrutiny of the Minutes of District Council indicates a conspicuous absence of the real issues. As shown in table 7, most of the time of Council was spent discussing issues that were not directly related to improving the cited gaps in service delivery.

Table 7: Moroto District Council Minutes FY 2009/10

Council Meeting Dates	No. of Councils Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
18/11/2009	22	1	The committee made a plan for opening up, and routine maintenance of roads leading to institutions like the primary schools of Cholichol, Pilas, Amedek, Kaloi and Acherer (Min.190/DCL/2009)						The council passed a revised annual registration fees for development partners (Min.190/DCL/2009)	A motion moved to approve the creation of a new district of Napak out of Moroto District (Min.187/DCL/2009) Motion moved by Sagal George William-Councillor PWD for elevation of Matany and Kangole town boards to town councils (Min.188/DCL/2009) One Councillor -Adero Rose Lokii moved a motion on the idea of commending the work of WFP and Samaritans for the efforts they have injected in food distribution adding that council should join them in mobilising more resources to continue with the supplies (Min.189/DCL/2009)	No attribution of individual contributions by Councilors.
29/01/2010	23	0			Nadunget-Lopotuk road is identified as poor and needs to be worked on in the next financial year 2010/11 (Min.199/DCL/2010)				Presentations of district state of affairs by the Chairperson and committee reports. Council's resolution to request government to degazette land for human settlement or follow up since it was observed that resettling the Karamojong has been the commitment of the NRM government which is even contained in the 10 point programme. (Min.197/DCL/2010) Motion for the approval of granting Karamoja a regional status. (Min.201/DCL/2010)	Only one road is identified as in the poor state. What about other roads. No issues raised by individual Councilors. No council debate recorded for this meeting but the resolution was made out the district state of affairs address by the district chairperson.	

Council Meeting Dates	No. of Councils Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
06-07/05/2010	23	0							Approval of the Local Revenue Enhancement Plan for 2010/11-2012/13. (Min.210/DLC./2010)	Motion to approve the DDP for 2010/11-2012/13. (Min.209/DLC./2010) Approval of the three year District Capacity Building Plan 2010/11-2012/13. (Min.210/DLC./2010)	Besides, the motion that was moved on the floor to approve the DDP, has no attribution of contributions by the Councilors before its approval in the recorded the minutes.
11/06/2010	23	0	Approved a recommendation of two students to benefit from KIU scholarship scheme. (Min.221/DLC./2010)							Reacting to remarks by the chairman in the district state of affairs, Councilors wanted to know how their district MPs utilise the 10m that is given to them as Constituency Development fund (Min.217/DLC./2010) Approval of the District Annual Integrated Workplan for 2010/2011 with amendments done by the Council. (Min.218/DLC./2010) Adoption of the budget estimates for 2010/11(Min. 219/DLC./2010) Motion for approval of Vote on Account of 3,671,695,258(Min.220/DLC./2010)	Councilors have the mandate to seek explanation from their MPs on how that money is being utilised. The budget was received and then was committed to the relevant committees pending approval.

The socio-economic indicators described above show that the quality of public service delivery in Moroto DLG remains dismal. The review of the Moroto LG Council proceedings show that the council has engaged in discussions of some of the problems and challenges but there has not been any robust and strategic discussion on what needs to be done to move those indicators in the desired direction. There are no council discussions on the poor performance of primary seven pupils or the quality or the overcrowding in classrooms. There were discussions on the need to open and maintain the roads leading to key institutions. Reviews show that there is no deliberate council effort to respond to these service delivery concerns.

5. MOROTO DLG BUDGET AND REVENUE ARCHITECTURE

The absence of a systematic response from the council is linked to the current architecture of the budget for the LGs. For any government including LGs, the budget is the primary policy tool through which it can intervene to address development priorities and improve the quality of public service delivery. Indeed, the Constitution provides that “there shall be established for each LG unit a sound financial base with reliable sources of revenue”.²¹ The Score-card therefore assesses the architecture of the LG budgets and their local revenue and the implication of this architecture on public service delivery. The analysis examines the composition of the LG budget resources, the intra-budget allocation of these resources, the level of local revenue contribution to the LG budget and the authority of the LG over its budget.

5.1 Moroto DLG Budget

The budget of Moroto LG comprises three revenue sources: central government grants, local revenue and donor funding. Central government grants comprise of unconditional grants and conditional grants. Local revenues comprise funds collected from sources that have been designated as local revenue sources by Parliament. It is important to note that all the major revenue sources from businesses located in the district are collected as central government revenue. Donor revenues are funds that are provided directly to the district through donations and grants. Table 8 below shows the district revenue sources for the FYs 2005/06 to 2009/10.

Table 8: Moroto DLG trends in revenue sources (Shs. '000)

Source	2005/06		2006/07		2007/08		2008/09		2009/10	
	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual
Local Revenue	119,100	10,983	180,510	121,761		148,367	223,900	134,815	252,000	261,475
C.Gov't Grants	6,389,601	6,248,919	6,447,539	4,906,142	7,617,426	5,943,739	8,160,985	8,070,610	10,751,517	10,003,329
Donor / NGO				5,798,892		661,006	1,558,296		3,683,264	
Total	6,508,701	6,259,902	6,628,049	10,826,795	7,617,426	6,753,112	9,943,181	8,205,426	14,686,781	10,264,803

Source: Moroto DLG Annual Budgets and Development Plans (2005/06 - 2009/10)

As shown in the table above, the district can only raise a negligible percentage of its total budget. In the period under review, the district contributes only 2.5% of its total budget. From the foregoing, it is imperative to note that the low capacity to generate local revenue greatly affects the prioritization of key social services for the district. While the council allocates these resources, this is largely based on the indicative planning figures (IPFs) that are provided by the Ministry of Finance, Planning and Economic

²¹ See Constitution of the Republic of Uganda Chapter 11, section 176 (2) (d)

Development that are conditioned to national priorities. It is therefore instructive that Moroto district local government makes deliberate efforts to raise more local revenue.

5.2 Sectoral Budget Allocations and implications for service delivery

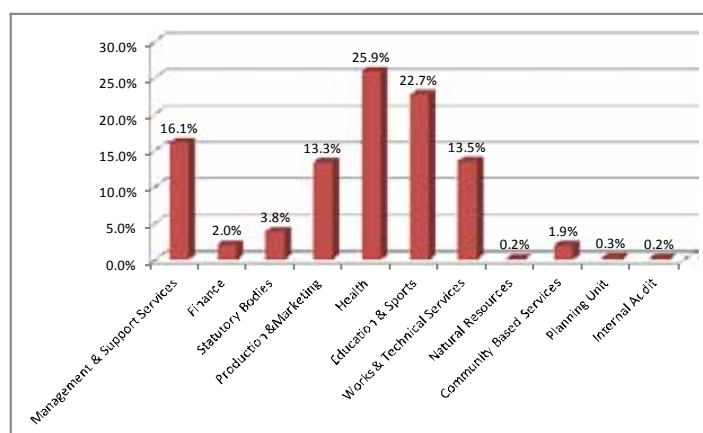
During the financial year 2009/10, the health sector took the biggest share of the budget with 25.9% yet, with such a large allocation the reality of the health sector did not reflect the amounts spent. Education took the second largest part of the budget at 22.7%, while production and marketing received 13.3%. Surprisingly, natural resources received almost zero percent of the budget which perhaps explains why councilors performed poorly in this area as there were no government programmes for them to monitor. The low funding allocation also explains the high levels of disinterest and low awareness of issues regarding the environmental protection and regulated use of natural resources. Table 9 presents the figures in real terms while figure 9 provides the percentages.

Table 9: Moroto DLG Budget Performance FY 2009/10

Code	Programme	Approved 2009/10	Actual 2009/10	Deviation
1	Management & Support Services	1,138,775,209	1,867,633,696	728,858,487
2	Finance	265,807,404	233,223,911	-32,583,493
3	Statutory Bodies	628,448,317	446,705,554	-181,742,763
4	Production & Marketing	1,620,033,575	1,548,774,237	-71,259,338
5	Health	3,899,372,000	3,003,651,958	-895,720,042
6	Education & Sports	3,708,831,168	2,629,062,501	-1,079,768,667
7	Works & Technical Services	1,785,643,177	1,568,676,031	-216,967,146
8	Natural Resources	818,478,590	18,051,444	-800,427,146
9	Community Based Services	592,939,617	224,875,887	-368,063,730
10	Planning Unit	271,240,088	35,698,644	-235,541,444
11	Internal Audit	86,889,000	27,351,920	-59,537,080
TOTAL		14,816,458,145	11,603,705,783	-3,212,752,362

Source: Moroto District Budget 2009/10

Figure 9: Sectoral Budget Allocations



Source: Author's Calculations based on Moroto DLG Annual Budget FY 2010/11

6. SCORE-CARD FINDINGS AND INTERPRETATION

6.1 District Chairperson

Local Government Council Chairpersons are assessed on five performance parameters: i) political leadership, ii) legislative performance, iii) the degree of contact with the electorate, iv) participation in communal development activities and v) monitoring of service delivery on National Priority Programme Areas (NPPA). The effectiveness of the local government council chairpersons is important for the overall development of the respective local government systems because they hold political as well as executive authority. The score card indicators therefore assess the extent to which chairpersons provide political and executive leadership to the district local government.

The chairperson of Moroto District during the FY 2009/10 was Mr LochapPeterken. The Chairperson was from the National Resistance Movement(NRM) political party and at the time of the assessment, he was serving his first term in office.

6.1.1 Political Leadership

The LG Act enjoins the LG Council Chairperson, as the political head of the local government, to convene and preside over meetings of the LG Executive Committee. Chairpersons are also required 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 LG and the central government.

Mr. Lochap Peterken scored 14 out of a possible 30 points in political leadership. Key highlights of the Chairman's year included presiding over the meetings of the executive committee in which he excelled. His major undoing was that in his political leadership, he did not deliver on the aspects of providing oversight, both to the civil servants in the employment of the district as well as the DSC and other boards. The chairman also did not engage with national institutions and the central government on national issues or matters affecting the district.

6.1.2 Legislative Function

The LG Chairpersons and their Executive Committees have authority to prepare and present to the councils bills and motions that can support the development agenda of the district. Chairman Lochap scored a dismal 2 out of a possible 15 points in exercise of the legislative function, making this area his worst performance. During the year under review, the Chairman, Lochap and his council did not present any motions or bills during the course of the year.

6.1.3 Contact with the Electorate

Effective representation presupposes that political leaders make themselves available to the electorate. That way, the service delivery deficiencies and other concerns that the voters have can be communicated directly to the political leaders. Chairman Lochap had a fairly good record of keeping in physical contact with his electorate, manifested in a score of 8 out of a total of 10 points allotted for this parameter. During the year under review, the Chairman Lochap had a programme of meeting with his electorate and he made follow up and provided feedback on issues that were raised by the electorate.

6.1.2 Participation in communal development activities

As part of their mandate, LG council chairpersons are expected to make direct and indirect contributions to communal development projects in their LGs. The Score-card therefore considers the initiation of development projects, advisory and material contributions to specific projects and linking communities to potential funders or development partners as indicators for assessing the level of execution of this mandate. Chairman Lochap excelled scoring 8 out of 10 points allotted for this parameter. There was evidence that the Chairman initiated projects, made contributions to communal projects and was involved in linking the community to Development Partners/NGOs.

6.1.3 Monitoring of service delivery on NPPAs

Monitoring and ensuring the delivery of public services is perhaps the single most important function of LG Chairpersons. Because citizens contribute taxes that pay Chairpersons' salaries and the operation of their government offices, they ought to be at the frontline of the efforts to ensure public services are delivered to every citizen in a cost effective manner. For purposes of the Score-card, the performance of the Chairpersons with regard to service delivery is measured based on the priority programmes of the central government.

Chairman Lochap scored 14 out of a possible 35 points allotted for this parameter. There was limited evidence that the chairperson participated in any monitoring activities, given that no monitoring reports had been prepared to back his claims of monitoring.

6.2 District Speaker

Local government speakers' are assessed on four performance parameters: i) presiding and preservation of order in council, ii) contact with the electorate, iii) participation in lower local governments and iv) service delivery on national programme priority areas. In accordance with the Local Government Act, a district council should have a Speaker who is elected by the council from among its members. District Speakers preside over district council meetings and therefore, their effectiveness has a direct bearing on the functioning and outputs of the council. In this regard, the Score-card indicators are not only limited to the extent to which the Speaker provides leadership to the council but also how he executes his individual roles and responsibilities as a councillor.

The Speaker of Moroto DLG during the year under review was Hon.Lomonyang Joseph, from the NRM party. He was serving his second term as a District Speaker. At the time of the assessment, he was acting as an interim District Chairperson of the newly created Napak District which had just been carved from Moroto District.

Hon Lomonyang scored 45 out of 100 possible points with his best performance in presiding and preserving the order of council and the worst being monitoring service delivery on NPPAs.

6.2.1 Presiding and Preservation of order in Council

As a district Speaker, the Local Government Act enjoins him/her to not only to preside at all meetings of the council but also with the overall authority for the preservation of order in the council and the enforcement of the rules of procedure of the council. As a matter of fact, the District Speaker is obliged to perform functions which are similar to those of the Speaker of Parliament as may be consistent with the Local Government Act. In essence, the Speaker is the lifeline of the functioning of the district council with full time roles and responsibilities²².

During the year under review, Hon. Lomonyang exhibited his best performance while presiding and preserving over order in Council where he scored 24 out of 30 points. This was mainly due to his diverse knowledge on the Council proceedings and experience²³ in the LG setting. In the FY 2009/2010, he chaired a total of 4 Council session meetings²⁴ and delegated one Council session and one extra ordinary meeting²⁵ to the Deputy Speaker.

6.2.2 Contact with the Electorate

The fact that a district Speaker is first of all elected as a councillor before being elected as Speaker means that he remains with the responsibility of representing his constituency. This he does through keeping in close contact with them and channelling their service delivery and other concerns to the Council and local administration for attention. Hon. Lomonyang scored an average 12 out of a possible 23 points. As a Councillor representing Ngoleriet sub-county, he informally met with his electorate; he often honoured invitation to attend local functions and community meetings at the sub-county.

6.2.3 Participation in Lower Local Governments

Hon. Lomonyang scored 2 out of a possible 5 points for participation in lower local government functions. He claimed to have attended all the Ngoleriet sub-county council meetings and in doing so, guided them on areas of rules of procedure and how to debate on local issues and relating them to NPPAs. However, there was no document available to verify the claim.

²² A District Speaker is paid a monthly salary with a functional office at the district.

²³ 5 years of experience working as LCIII chairperson Ngoleriet and 10 years as LCV Councillor for the same sub-county.

²⁴ Meetings held on 11th June 2010, 6th – 7th May 2010, January 29th 2010 and November 18th 2009.

²⁵ 25th Extra Ordinary Meeting held on 27th July 2010 and 27th Moroto District Council Session Meeting held on the 24th September 2010.

6.2.4 Monitoring NPPAs

The Speaker attained his worst performance on this parameter scoring a paltry 7 points out of a possible 42 points on this parameter. The Speaker did not carry out any independent monitoring on service delivery on the NPPAs.

6.3 Moroto DLG Council

The LGC is the highest authority within a LG with political, legislative, administrative and executive powers²⁶.

Under the Local Government Act, district councils are vested with wide ranging powers and responsibilities. They are empowered to discharge legislative and executive functions within their areas of jurisdiction. They are established as the planning authorities of their districts and vested with powers to collect local revenue and adopt budgets designed to ensure effective development of their local governments. However, these functions are largely undertaken by individual Councilors who form the corporate body called the Council.

The Score-card for the council is derived from the functions of the local government councils as stipulated under the Local Government Act. During the year under review, the Moroto DLG council was composed of 23 councilors (14 male and 9 Female) including the District Chairman.

The assessment of the LG councils is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within their jurisdiction. The council is the platform where Councilors can raise issues affecting their electorate and ensure that appropriate plans are put in place and the fiscal and other assets of the LG channelled towards addressing those issues. The district council was assessed on four parameters: (i) legislative role, (ii) accountability to citizens, (iii) planning and budgeting, and (iv) monitoring service delivery on NPPAs. Overall, Moroto DLG council performed well below average scoring only 40 out of a possible 100 points.

6.3.1 Legislative Role

The Council scored 7 out of a possible 25 points in exercise of the legislative role. Although the council adopted model rules of procedure, it did not receive any petitions, nor were any ordinances enacted during the year and Council did not conduct any public hearings. Furthermore, none of the Council meetings that were held started on time.

²⁶ According to the Local Government Act], a district council is composed of a District Chairperson, one councillor who is directly elected to represent an electoral area; two councilors, one of whom shall be a female youth, representing the youths in the district; two councilors with disabilities, one of whom shall be female, women councilors forming one third of the Council, two elderly persons a male and a female above the age of 60. During council sittings, the law provides for a member of parliament attending meetings of the local council in his/her constituency.

6.3.2 Accountability to Citizens

LG Councils discharge their mandate on behalf of the citizens and especially the voters who elect the Councilors. In this regard, they are expected to be accountable to the citizens with regard to what they do, not only by accounting to the voters but also by demanding accountability from the central government. The indicators for measuring accountability therefore cover: fiscal, political and administrative accountability in addition to involvement of CSOs, CBOs and citizens in the business of council. Moroto DLG council scored 8 out of 25 points on this parameter. There was a complete lack of political and administrative accountability from the council. It is however, commendable to note that the council involved CSOs and CBOs in the district affairs.

6.3.3 Planning and Budgeting

Planning and budgeting is one of the core functions of the district council. The Council is supposed to approve the district development plan and the budget and monitor their implementation. These two functions are central to the capacity of any local government council to respond to any service delivery issues that may be raised by the citizens. As discussed in section 5 above, Moroto DLG relies heavily on CG conditional grants to finance its budget. The district also receives budget support from the central government and donors under various special projects for Karamoja. Yet, to be effective, the council must have the independence and autonomy to budget and allocate resources.

The indicators used therefore sought to establish whether the Council has the appropriate planning and budget instruments but also the efforts invested in securing the autonomy of the budget. During the year under review, the district council scored 17 out of a possible 25 on the parameter of planning and budgeting--its best area of performance in the course of the year. The district had a plan, and the vision and mission were articulated and displayed. However, council did not have a strategy to enhance local revenue collection and the district did not record any substantial progress in local revenue collection during the year under review.

6.3.4 Monitoring of Public Service Delivery

The LG is the frontline entity for the delivery of public services. Besides being the employer of all staff in the district, Article 176(2) (g) of the Constitution of the Republic of Uganda provides that "the LG shall oversee the performance of persons employed by the government to provide services in their areas and monitor the provision of government services or the implementation of projects in their areas". The primary responsibility of ensuring that this responsibility is discharged falls on the LG council and the planning authority of the district. During the year under review, the District Council scored 8 out of the possible 25 points allotted to this parameter of monitoring service delivery on NPPAs. There was no concerted efforts at monitoring by Council and the sectors of Functional Adult Literacy and Environment and Natural Resources were completely not monitored and neither were any concerns from this sector discussed on the floor of council.

6.4 District Councilors

The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual Councilors. Consequently, the Local Government Councils Score-card includes a Score-card for individual council members. The Councilors are assessed on the following four performance parameters: (i) legislative functions and representation; (ii) contact with the electorate (iii) participation in lower Local Governments and (iv) monitoring service delivery on NPPAs. During the year under review, Moroto District Local Government council had a total of 24 Councilors, 19²⁷ of which 10 males and 9 females were assessed.

6.4.1 Councilors' General Performance

On the whole, the performance of Moroto District councilors was generally poor with the highest scoring 65 points while the lowest scoring 18 points out of a total of 100 points. In terms of gender, male Councilors performed better than their female counterparts with an average score of 44 points as compared to 36 points respectively. With a few exceptions, the majority of Councilors registered their best performance under legislative role. On the contrary, Councilors' worst performance was found in the aspects participating in LLGs activities. This perhaps explains the anger and frustrations expressed in FGDs where communities felt that issues of concern to them were not being reflected at the district level and were therefore not being addressed.

Table 10: Summary of Councilors Performance by Gender

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 LongoruEkamaripis	Rupa	28	16	2	10	56
Mathew LoputLowok	Lopei	24	14	0	8	46
Angela LinosLokorwa	Matany	23	13	0	7	43
CaustoIriama	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
MagdaleneTeko	Bokora-Ngoleriet	24	18	2	14	58
Rose AderoLokii	Nadunget	24	10	0	15	49
Anna NakeeOjakala	Lotome	18	10	0	12	40
LinaLongetei	Matany	17	7	0	8	32
HellenLoucho	Bokora-Lotume	14	4	0	13	31
Joyce Lomonloin	Rupa	16	2	2	2	22
Betty NareeLotimong	Lopei	8	7	0	3	18
Average Female		17	8	1	10	36

27 This total excludes the Chairperson and Speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA and the two Councilors from Katikekile and Iriir had passed away by the time of the survey.

6.4.2 Cross Variation Analysis

In a bid to understand the quality, capacity and factors that may affect or influence the performance of Councilors in the district, the Score-card seeks to establish facts regarding each individual Councilors' level of education, their gender, political party affiliation and the number of terms served as variables. Using statistical analysis, some of the variables are cross referenced to further appreciate the level of influence one variable may have on another in the execution of Councilors' roles and responsibilities and the subsequent impact on service delivery.

a) Level of Education

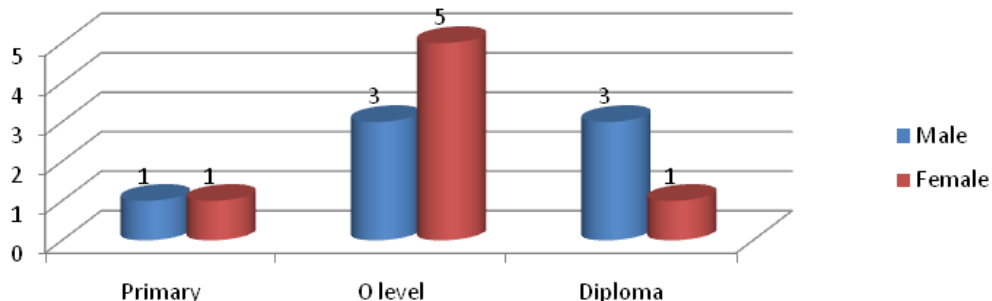
There is no doubt about the fact that quality of Councilors is likely to be affected by the level education. At the moment, there is no minimum education requirement for anyone to hold the office of a District Councillor in Moroto DLG, as is the case in all other districts. In fact, Councilors are not required to submit any academic papers as part of the eligibility requirements to contest for the office of Councillor.

Unlike in most district LGs, the level of formal education of most members of the Moroto DLG in the period under review was quite low with the most highly educated Councilors having attained a diploma. The low levels of education undermined effective debate and interaction among Councilors and the highly educated technical staff whom they are presumably supposed to supervise. Consequently, Councilors fail to discuss and make follow up of real issues and instead leave them scrambling for their share in existing programmes in their constituencies. For instance, in the FGDs in Nadunget sub-county, the community members lamented that the roads in the Sub-county were in a bad shape because Councilors know that they cannot directly benefit from lobbying for repair of roads. They compared this with the Councilors active involvement in the NAADS programme because of greater possibility of benefiting directly and immediately from the programme.

b) Gender and level of education

In terms of gender, there was no major disparity in the levels of education between the Male and Female Councilors. Overall, there was no evidence that in Moroto district level of education had a significant impact on the performance of Councilors especially among the Male Councilors; while the best performing male Councillor had attained O'Level education, the runner up had only a primary level education and the last two male Councilors were both diploma holders.

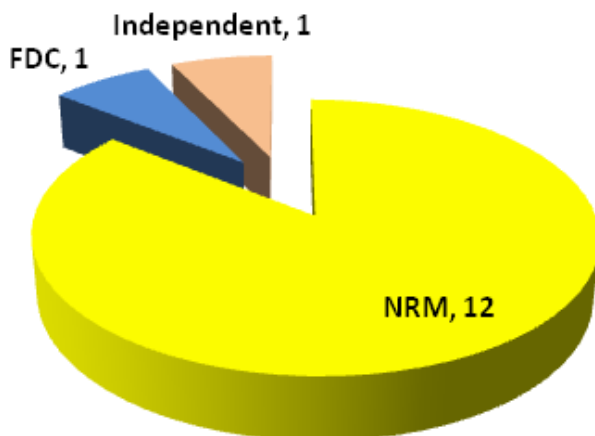
Figure 10: Gender and level of education



c) Political Party Affiliation

Although the majority of the district Councilors in Moroto subscribed to the ruling NRM party (85%) during the year under review, there was no concrete evidence to conclude that affiliation to a particular political party may have any impact on their performance in council.

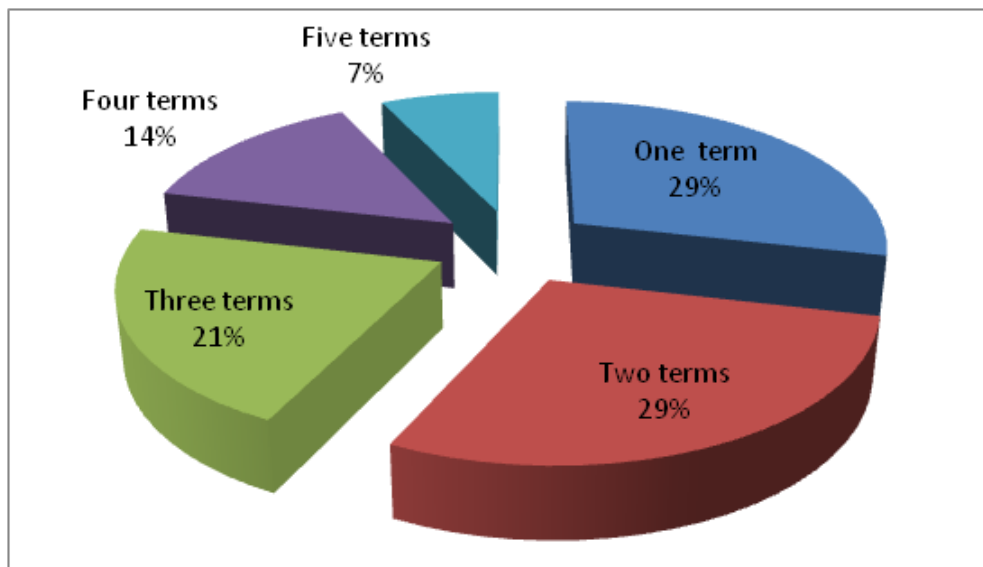
Figure 11: Political Affiliation of Councilors 2009/10



d) Number of Terms Served

Our analysis did not find any correlation between the number of terms served and the performance of the district Councilors. Moroto DLG Council was a mix of old and new councilors; 29% were serving their first term, similarly 29% were serving a 2nd term in office, 21% were serving a 3rd term and one councilor was serving an incredible 5th term in office. While the best male councilor was serving a 2nd term in office, the best female councilor was serving her first term. Hon. John Longoru Ekamaripis who was serving his 5th term in office was the 2nd best male councilor and 3rd overall. The last two male councilors were both serving a fourth term in office while the worst performing female councilor was serving her third term. On the whole, however, with the exception of Hon. Ekamaripis, among the male councilors performance showed a significant decline with an increase in the number of terms served.

Figure 12: Distribution of Number of Terms Served by District Councilors



e) Debate on issues of Environment

Whilst Councilors are assigned a wide range of roles and responsibilities, at the end of the day, their output and impact can only be measured by the quality of service delivery in the district. A critical analysis of Moroto DLG Councilors’ contributions to debates on issues of environment shows no serious discussions, although ENR forms the basis of livelihoods in Moroto and the largest share of the district local revenue. There was no monitoring of the sector by council, neither were there any debates on the sector.

7. CHALLENGES TO MOROTO DISTRICT LOCAL GOVERNMENT PERFORMANCE AND THE QUALITY OF PUBLIC SERVICES

7.1 Introduction

On the whole, findings from the Moroto DLG assessment reveal poor performance of the district council (40%) coupled with poor performance by the majority of Councilors (36% female and 44% male) could not miraculously translate into good quality service delivery in the district. There was general consensus and widespread public opinion from community members that the actual performance of Moroto DLG is not improving. In the education sector, there has been no change in the pupil classroom ratio since 2005 while the pupil teacher ratio is consistently going up. The percentage of pupils attaining Grade 1 in PLE in each year rarely exceeds 5%. In the health sector, the unending challenges of drug stock outs, understaffing and inadequate staff quarters continue to bedevil the sector at the cost of community members who remain in dire need of quality health services. As if that was not enough, the road infrastructure presents a situation of a typical rural district with most roads being unmaintained throughout the year, broken bridges and most of the roads in the district can at best be used only seasonally. In terms of political leadership, a number of factors that affected the performance of the Councilors and the subsequent quality of service delivery in the district were eminent. The most pertinent of which are evaluated below.

7.2 Endogenous Factors

7.2.1 Contact with electorate

Evidence from the various FGDs conducted at the sub-county level points to poor contact between Councilors and their electorate. At the political leadership level, no single Councillor had a clear programme on meeting with his or her electorate. Most of them claimed to use burial ceremonies, community parties and weddings to interact with the electorates. The citizens noted that the only time they were guaranteed to see their councillor was during election time.

7.2.2 Low civic competence of councilors

Councilors in Moroto had a basic understanding of their roles, in so far as representation was concerned. However, there was a knowledge gap regarding in-depth understanding of exactly what the Constitution requires of them. For example, in terms of the legislative role there was generally poor performance by Councilors on the aspect of moving motions and bills – something that Councilors claim they are not supposed to do.

7.2.3 Poor participation in Lower LG Councils

The findings from the study revealed poor participation of Councilors' in sub-county council meetings. Most Councilors did not attend any sub-county council meetings and the few that attended did not make official contributions during the council debates. This lack of official communication made their presence almost pointless as they did not make any substantial contributions. Some Councilors claimed that they were not being invited to sub-county council meetings; whilst those who were invited claimed their failure to attend the meetings was due to late receipt of such invitations.

7.2.3 Poor Monitoring of government projects

Whilst many Councilors claimed to have monitored government projects, they often failed to produce any evidence of their monitoring. This made it extremely hard to verify what was true and what was not. In terms of the Score-card indicators, the majority of Councilors performed dismally on producing reports of field monitoring as well as any follow-up activities taken due to a lack of documented evidence. This certainly undermines their roles as political leaders as monitoring is a vital part of their roles. Furthermore, Councilors regularly monitored as part of a committee which often meant they focused only on service delivery areas related to their committee and overlooked other sectors of service delivery. Monitoring was associated with committee monitoring as opposed to individual political monitoring, which meant that it was not being implemented as stipulated in the LG Act.

7.2.4 Low morale and motivation

There is no fund tagged to individual Councilor's activities, for instance, meeting with their electorates, monitoring programmes and projects being implemented in the district by technical staff. In fact, most Councilors claim that they place very great importance to meeting electorates, but doing so requires funds which they don't have. However, there is also lack of innovativeness on the part of individual Councilors and the Council as a whole on ways of increasing local revenue for the district.

7.3 Exogenous Factors

7.3.1 Low civic awareness among community members

Findings from the research show that there was generally low level of awareness of Councilors' roles and responsibilities among the community members. For example, community members were shocked when researchers enumerated the roles and responsibilities of the Councilors, especially regarding the need to meet and exchange views with the electorate and undertake monitoring of service delivery programmes. The community was unaware of their right to hold Councilors accountable on these issues and had almost given up any hope of advocating for change from a grassroots level.

7.3.2 The effect of administrative engineering

It is very easy to critique the performance of a LG if we do not understand the underlying political and socio-economic challenges the district faces. For example, during the year under review, Moroto DLG was further split to create one new district- Napak which has put an excessive strain on its local revenue base as well as human resources. Whilst the creation of new districts is not in itself negative, government should take cautious and well considered measures to ensure that the creation of a new district does not stunt the growth or capability of the old one.

7.3.3 High dependence on Central Government (CG) funding

Moroto DLG is highly dependent on CG for funding its budget. As discussed in Section 5 of this report, over 90% of the budget revenue is raised through CG grants. This level of dependency affects service delivery and overall performance of the district. Most grants from the central government and donors are conditional in nature and therefore earmarked for NPPAs, which are nationally determined and not necessarily district specific. Only a slight degree of flexibility is permissible, but even so with restrictions. The unconditional grant, which is the only grant that LGs may use as part of their revenues, is mainly used to pay staff salaries. In many instances, these funds are not adequate and thus create a funding gap. This gap means that the district has to operate below the acceptable minimum personnel structures.

7.3.4 Minimal Community Participation in Planning and Budgeting

Findings from almost all community focus groups revealed an apparent collapse of the bottom-up planning approach – a very key principle in the decentralization framework as decisions for service planning were being decided on by the CG. In many areas, it was noted that there are no planning meetings and yet priorities continue to be set with budgets allocated to them. This means that local priorities are set for the local communities by the central government with little or no communication as to community preference on matters of service delivery.

7.3.5 Political power without authority to plan and budget

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

8. CONCLUSION AND RECOMMENDATIONS

8.1 Conclusion

Our detailed analysis points to a generally stagnant or even negative trend of service delivery in Moroto and unveils a gap between the technical implementation and the political leadership. The increase in Central Government funding means that instead of strengthening local government, it is simply weakening the latter as it increases financial reliance on the central government to dictate the implementation of local service delivery projects. At the LG level, Moroto DLG has recently fallen victim to the continued administrative engineering. It is easy to overlook the implications of the loss of territory to a new district, but the net result is that it has become increasingly difficult for Moroto DLG to increase its local revenue base and to provide quality services to its people.

8.2 Recommendations

8.2.1 Enhance effective monitoring and evaluation at political level

Since political leaders do not undertake technical implementation of activities, their most important role in the service delivery chain is that of monitoring. In any case, it is only effective monitoring that can positively impact on the quality of local service delivery. For that matter, political leaders (the District Chairman and Councilors) should strengthen their monitoring in order to ensure that the right quality and quantity of services are delivered to the electorate. Most importantly, individual and group monitoring reports should be emphasized for ease of follow-up. Councilors should also take keen interest ensuring the underfunded sectors such as environment and natural resources are given attention in the budget.

8.2.2 Enhance community awareness and activism

The research team found very high levels of ignorance regarding councilors' roles and responsibilities on the side of communities. This means that there is a knowledge gap that undermines the community capacity to demand for accountability as they cannot do so when they do not know what they are entitled to. At the district level, accessing public information from the district was not easy, a situation that partly explains the low civic competence among the majority of community members in the sub-counties.

There is need for continuous orientation and training of Councilors to educate and remind them of their constitutional obligations. The fact that Councilors associate their good performances with the number of burial ceremonies and other social functions they attend, clearly shows misunderstanding of Councilor roles and responsibilities and undoubtedly impacts negatively on the quality of service delivery.

8.2.3 Need to change the current budget architecture

The high level of dependence on the central government and donors funding, affects the ability of the Moroto DLG to effectively implement district specific development challenges. Though communities in the district want better service provision in the water sector, majority of the district spending is on education. In essence, Moroto DLG cannot drastically improve local service delivery with the current budget architecture. Thus, the national budget should be shared equally between the central government and all the LGs and financial distribution should reflect the equal importance of all districts.

8.2.4 Provide remuneration for Councilors

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

8.2.5 Establish meaningful interface with the citizens

The assessment of the performance of the political leadership in Moroto reveals pitiable levels of contact between the Councilors and their electorate. The district should take steps to establish more meaningful interface with the citizens. There is clearly no platform where the district chairman and other political leaders engage in a dialogue with their electorates. It is recommended that a "*District Town Hall Platform*" be convened every quarter where the district political leaders and technical staff can engage with the electorate to discuss their concerns in a rather informal but business-like manner. This will infuse more ideas into how the district should be run and help build confidence and trust among the district leadership and the residents. It will also provide opportunities to educate the communities about the roles and responsibilities of political leaders and the need for the community members to use such benchmarks to assess their leaders' performance.

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Annex I

FOCUS GROUP DISCUSSION GUIDE FOR THE LOCAL GOVERNMENT COUNCILS SCORECARD INITIATIVE

Procedure

- a) Hold at least one FDG in every Sub-county (division).
- b) Mobilize between 8 - 12 community members in each Sub-county (division).
- c) Register all members in attendance.
- d) DO NOT give community members money for anything (transport etc). Instead, researchers can buy water or soda for the members in attendance.

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?

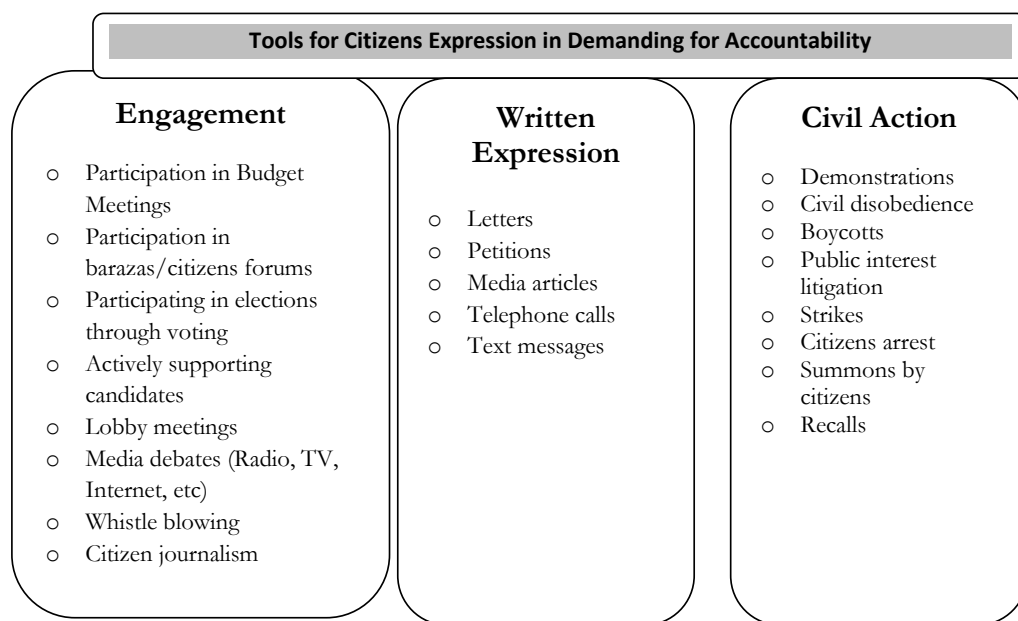
C. Identification of a councillor

- Do you know the names of the Sub-county councillor (probe for both male and female)?
- How long has he/she been a Councillor for this area?

- In your opinion, what is the main role of a Councillor?
- What has been his/her main contribution to this Sub-county
- Does the Councillor have an office in your Sub-county?
- How often do you interact with the councillor?
- What are the major avenues for interaction with the Councillor?

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

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



● **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:** Sometimes states enter a democratic reversal process. In this, (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.

- **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.

Moroto District Local Government

Parameter/Indicator	Actual Score	Maximum Scores
1 LEGISLATIVE ROLE	7	25
i) Adopted model Rules of Procedure with/without amendments	2	2
ii) Motions passed by the Council	2	4
iii) Ordinances enacted by the Council	0	4
iv) Public hearings	0	5
v) Evidence of legislative resources	2	4
vi) Petitions	0	2
vii) Focused tours	1	3
viii) Held council meetings on time	0	1
2 ACCOUNTABILITY TO CITIZENS	8	25
i) Fiscal Accountability	2	3
ii) Political Accountability	2	10
iii) Administrative Accountability	2	10
iv) Involvement of CSOs, CBOs, citizens	2	2
3 PLANNING & BUDGETING	17	25
i) Existence of plans, vision and mission statement	10	10
ii) Local revenue	7	15
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES	8	25
i) Education	1	4
ii) Health	2	4
iii) Water and Sanitation	1	4
iv) Roads	2	3
v) Agriculture and Extension	2	3
vi) Functional Adult Literacy	0	3
vii) Environment and Natural Resources	0	4
Total	40	100

Name: Peterken Lochap

Gender: Male

Political party: NRM

Number of Terms: 1

Total Score: 46

Parameter/Indicator	Actual Scores	Maximum Scores
1 POLITICAL LEADERSHIP	14	30
i) Presiding at meetings of Executive Committee	3	3
ii) Monitoring and administration	8	12
iii) Overseeing performance of civil servants	0	5
iv) Overseeing the functioning of DSC and other boards/committees	1	4
v) Engagement with Central Government and national institutions	2	6
2 LEGISLATIVE ROLE	2	15
i) Regular attendance of council sessions	2	2
ii) Motions presented by the Executive	0	6
iii) Bills presented by the Executive	0	7
3 CONTACT WITH ELECTORATE	8	10
i) Programme of meetings with electorate	6	6
ii) Handling of issues raised and feedback to the electorate	2	4
4 INITIATION AND PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES PROJECTS IN HIS/HER ELECTORAL AREA	8	10
i) Projects initiated	2	2
ii) Contributions to communal projects/activities	2	4
iii) Linking the community to development partners/ NGOs	4	4
5 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	14	35
i) Monitored agricultural services	2	5
ii) Monitored Functional Adult Literacy sessions	2	5
iii) Monitored Health Units in every Lower Local Government	2	5
iv) Monitored schools in every sub-county	2	5
v) Monitored road works in every sub-county	2	5
vi) Monitored water sources in every sub-county	2	5
vii) Monitored Environment and Natural Resources protection	2	5
Total	46	100

Name: Joseph Lomonyang

Subcounty: Bokora
Gender: Male
No of terms served: 2
Political party: NRM
Total Score: 45

Parameter/Indicator	Actual Scores	Maximum Scores
1 PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL	24	30
i) Chairing lawful council/ meetings	3	3
ii) Rules of procedure and minutes	10	10
iii) Business Committee	5	5
iv) Organisation of business of council	6	6
v) Provided special skills/knowledge to the Council or committees	0	6
2 CONTACT WITH ELECTORATE	12	23
i) Meetings with Electorate	8	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
Attendance in sub - county Council sessions	2	5
ii) Made official communication to Council	0	
4 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	7	42
i) Monitoring of Health Service delivery units	1	5
ii) Monitoring Agricultural Projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	7	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
TOTAL	45	100

Name of councilor: Joseph Enuu

Constituency: Bokora-Lotome
Gender: Male
Number of Terms: 2
Political Party: NRM
Total Score : 65

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	27	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	10	10
iv) Provided special skills/knowledge to the council or committees	1	4
2 CONTACT WITH ELECTORATE	17	23
i) Meetings with electorate	10	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub-county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	19	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	2	6
TOTAL	65	100

Name of councilor: Magdalen Teko**Constituency:** Bokora-Ngoleriet**Gender:** Female**Number of Terms:** 1**Political Party:** NRM**Total:** 58

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	24	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	10	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	18	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	14	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
TOTAL	58	100

Name of councilor: John Longoru Ekamaripis**Constituency:** Rupa**Gender:** Male**Number of Terms:** 5**Political Party:** NRM**Total Score:** 56

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	28	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	10	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	16	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub-county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	10	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	2	6
TOTAL	56	100

Name of councilor: Rose Adero Lokii

Constituency: Nadunget
Gender: Female
Number of Terms: 2
Political Party: NRM
Total Score: 49

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	24	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in Council	6	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	10	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub-county Council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	15	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	2	6
TOTAL	49	100

Name of councilor: Mathew Loput Lowok

Constituency: Lopei
Gender: Male
Number of Terms: 2
Political Party: NRM
Total: 46

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	24	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	8	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	14	23
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	5	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub-county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
TOTAL	46	100

Name of councilor: Angela Linos Lokorwa

Constituency: Matany
Gender: Male
Number of Terms: 3
Political Party: NRM
Total Score: 43

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	23	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in Council	8	10
iv) Provided special skills/knowledge to the Council or committees	1	4
2 CONTACT WITH ELECTORATE	13	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub-county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	7	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	43	100

Name of councilor: Anna Nakee Ojakala

Constituency: Lotome
Gender: Female
Number of Terms: 1
Political Party: NRM
Total Score: 40

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	18	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	4	8
iii) Moved a motions in council	6	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	10	23
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub-county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	12	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
TOTAL	40	100

Name of councilor: Causto Iriama

Constituency: South Division
Gender: Male
Number of Terms: 3
Political Party: NRM
Total Score: 35

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	15	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in Council	0	10
iv) Provided special skills/knowledge to the Council or committees	1	4
2 CONTACT WITH ELECTORATE	16	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub-county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	4	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
TOTAL	35	100

Name of councilor: Peter Atogo

Constituency: Lokopo s/c
Gender: Male
Number of Terms: 4
Political Party: NRM
Total Score: 33

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	8	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	2	8
iii) Moved a motions in Council	0	10
iv) Provided special skills/knowledge to the Council or committees	0	4
2 CONTACT WITH ELECTORATE	9	23
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	0	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub-county Council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	11	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
TOTAL	33	100

Name of councilor: Lina Longetei

Constituency: Matany
Gender: Female
Number of Terms: 1
Political Party: NRM
Total Score: 32

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	17	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	1	4
2 CONTACT WITH ELECTORATE	7	23
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub-county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	32	100

Name of councilor: Hellen Loucho

Constituency: Bokora-Lotume
Gender: Female
Number of Terms: 2
Political Party: NRM
Total Score: 31

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	4	23
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub-county Council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	13	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	31	100

Name of councilor: Pascal L. Napeyok

Constituency: Iriir
Gender: Male
Number of Terms: 4
Political Party: FDC
Total Score: 29

PARAMETER/INDICATOR	Actual Score	Maximum Score
1 LEGISLATIVE ROLE	9	30
i) Participation in plenary sessions	4	8
ii) Participation in committees	4	8
iii) Moved a motions in Council	0	10
iv) Provided special skills/knowledge to the Council or committees	1	4
2 CONTACT WITH ELECTORATE	9	23
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	0	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub-county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	6	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
TOTAL	29	100

Name of councilor: Joyce Lomonloin

Constituency: Rupa
Gender: Female
Number of Terms: 1
Political Party: Independent
Total Score: 22

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

Name of councilor: Betty Naree Lotimong

Constituency: Lopei
Gender: Female
Number of Terms: 3
Political Party: NRM
Total Score: 18

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

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