



# LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

**Nebbi District Council Score-Card Report 2009/2010**



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**Citation:**

Mbabazi, J., et. Al., (2011). Local Government Councils' Performance and Public Service Delivery in Uganda: Nebbi District Local Government Council Score-Card Report 2009/10. ACODE Policy Research Series, No. 54, 2011. Kampala.

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**ISBN:** 978-9970-07-017-6

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ACODE Policy Research Series No. 54, 2011



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# ABBREVIATIONS

<b>ACODE</b>	Advocate Coalition for Development and Environment
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>CDD</b>	Community Driven Development
<b>CEFORD</b>	Community Empowerment for Rural Development
<b>CSOs</b>	Civil Society Organizations
<b>ENR</b>	Environment and Natural Resource
<b>FAL</b>	Functional Adult Literacy
<b>FGDs</b>	Focus Group Discussion
<b>FY</b>	Financial Year
<b>HC</b>	Health Centre
<b>HIV</b>	Human Immune Virus
<b>Hon</b>	Honourable
<b>LC</b>	Local Council
<b>LG</b>	Local Government
<b>LLG</b>	Lower Local Government
<b>NAADS</b>	National Agriculture Advisory Services
<b>NECOSOC</b>	Nebbi Social Community Centre
<b>NEMA</b>	National Environment Management Authority
<b>NFA</b>	National Forestry Authority
<b>O&amp;M</b>	Operation and Maintenance
<b>OPD</b>	Out Patient Department
<b>PAC</b>	Public Accounts Committee
<b>PAF</b>	Poverty Alleviation Fund
<b>PRDP</b>	Poverty Reduction Development Programme
<b>PWDs</b>	Persons with Disability
<b>TC</b>	Town Council
<b>UBOS</b>	Uganda Bureau of Statistics
<b>UPE</b>	Universal Primary Education
<b>WUC</b>	Water User Communities



# ACKNOWLEDGEMENT

ACODE is indebted to Nebbi District Local Government Council, District Councillors, Clerk to Council and Technical Staff for their invaluable support and cooperation during the assessment. In addition, we would like to express our sincere gratitude to the various community members who offered their time to participate in the Sub-county level FGDs and key informant interviews. To various officials and individuals who provided information and clarification on a wide range of issues, we will always be indebted.

# EXECUTIVE SUMMARY

This is the second assessment report on Nebbi District Local Government after the one carried out during FY 2008/9. The assessment employs a Local Government Councils' Score-card (LGCSC), an independent assessment tool with a specific methodology and indicators to assess the performance of local government councils in Uganda. The score-card empirically assesses the extent to which local government council organs and councillors are performing their responsibilities as stipulated in the Local Government Act 1997. It also examines whether there is a direct correlation between the score-card performance of Nebbi 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 Nebbi District Local Government Council in the delivery of public services and the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils' Score-card seeks to complement existing local government performance assessments, and in particular the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments. At an individual level, the annual score-card assessment provides a civic education platform for district councillors and political leaders to improve their performance, especially in areas where this has been found wanting. In the long run, the resulting impact will be the constituents' ability to demand for accountability on service delivery issues that concern them whenever they are in contact with their elected leaders.

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

When the 2008/9 and 2009/10 assessments are compared, we notice a decline in performance of Council, the Chairperson, the Speaker and the Councillors in general. The analysis of selected socio-economic indicators does not reveal any significant change in the state of service delivery in the district, though the councillors have on numerous occasions deliberated on service delivery issues. By implication, these debates have not translated into direct improvement in the delivery of services to the citizens. Like other districts, the budget remains a primary policy tool through which Nebbi District Local Government can intervene to address development priorities and improve the quality of public service delivery. During the year under review, dependence on the central government funding was overwhelming, with 97 per cent of the district funding coming from the centre. This not only denoted that the district's capacity to generate own revenue was very weak, but also that its ability to plan for local priorities was greatly dented.



# CHAPTER 1 INTRODUCTION

## 1

This is a Report on Nebbi District Local Council assessment for the Financial Year 2009/10. Nebbi District Local Council Government is among the 20 selected local governments that were assessed using the Local Government Councils' Score-card – a tool developed by Advocates Coalition for Development and Environment (ACODE). This tool attempts to deepen decentralization for effective governance, and delivery of quality goods and services to the citizenry. The Local Government Councils' Score-card has a set of indicators that assess the performance of Local Government political leaders and Local Council organs in selected districts of Uganda. The Local Government Councils' Score-card was developed based on the core mandate, responsibilities and functions as set out in the Constitution of Uganda (1995) and the Local Government Act (1997). Local Government councils, chairpersons, speakers and councillors are assessed to determine how best they perform their political responsibilities and functions as set out in the Act. Based on the assessment, the major limitations to effective performance are identified and policy response options to improve performance presented. The overall objective of the assessment is to provide evidence-based policy options needed to improve the role of local government councils in the delivery of public services and deepening of democracy and accountability in Uganda.

It should be noted that the adoption of the decentralization system in Uganda in 1992 envisaged the transfer of authority and power from central to sub-national tiers of governments and great potential in improving the delivery of public services to the citizens at the grassroots. The policy and legal reforms that ensued established districts and sub-counties as key pillars of local governments through which effective service delivery and local governance would be attained. The legislative framework of decentralization was first provided by the Local Government Statute of 1993. This law facilitated administrative and financial decentralization. This was later followed by the enactment of the Local Government Act in 1997, for the elaborate operationalization of the decentralized entities. The 2001 amendment to the 1997 Act empowered elected local governments in Uganda extensively. Under decentralization, the responsibility for providing key public services is on the shoulders of local governments. Uganda's experience in the delivery of education, health, water and sanitation and agricultural services has been mixed in under decentralized units given that there have been successes as well as failures. But, on a whole, there is widespread consensus that the performance of local governments with regard to service delivery is less than desirable. This has been attributed to a host of factors including: diminishing revenue base; high dependence on the central government for financing; tight fiscal control by central government and capacity constraints; and, apathetic citizens who cannot demand for accountability from the duty bearers, among others. Therefore service provision in key sectors such as health care, water, sanitation, education, and agricultural advisory services remains dismal. Yet, there is no evidence that the citizens who are the intended beneficiaries



# CHAPTER 2

## METHODOLOGY

This assessment was conducted using a score-card methodology and a set of qualitative and quantitative indicators to assess the performance of Local Government Council leaders. The score-card measures the performance of local councils and their organs focusing on five major parameters including: legislative role; contact with the electorate; planning and budgeting; and monitoring service delivery of the national priority programmes. The score-card was initially developed in 2009 and has ever since undergone a series of revisions to address issues that emerged from previous assessments. The revised score-card departs from the initial one in three major ways, namely: i) the revised indicators are more aligned to service, where councillors are partly assessed based on their contribution to monitoring and promoting the delivery of services across the five national priority programme areas such as education, health, agriculture, roads, and Functional Adult Literacy; ii) the contribution that local governments make towards addressing national public policy issues like corruption, local governance and human rights is also assessed; and iii) the extent to which councillors provide feedback to their constituencies is also part of the revised version of the score-card.

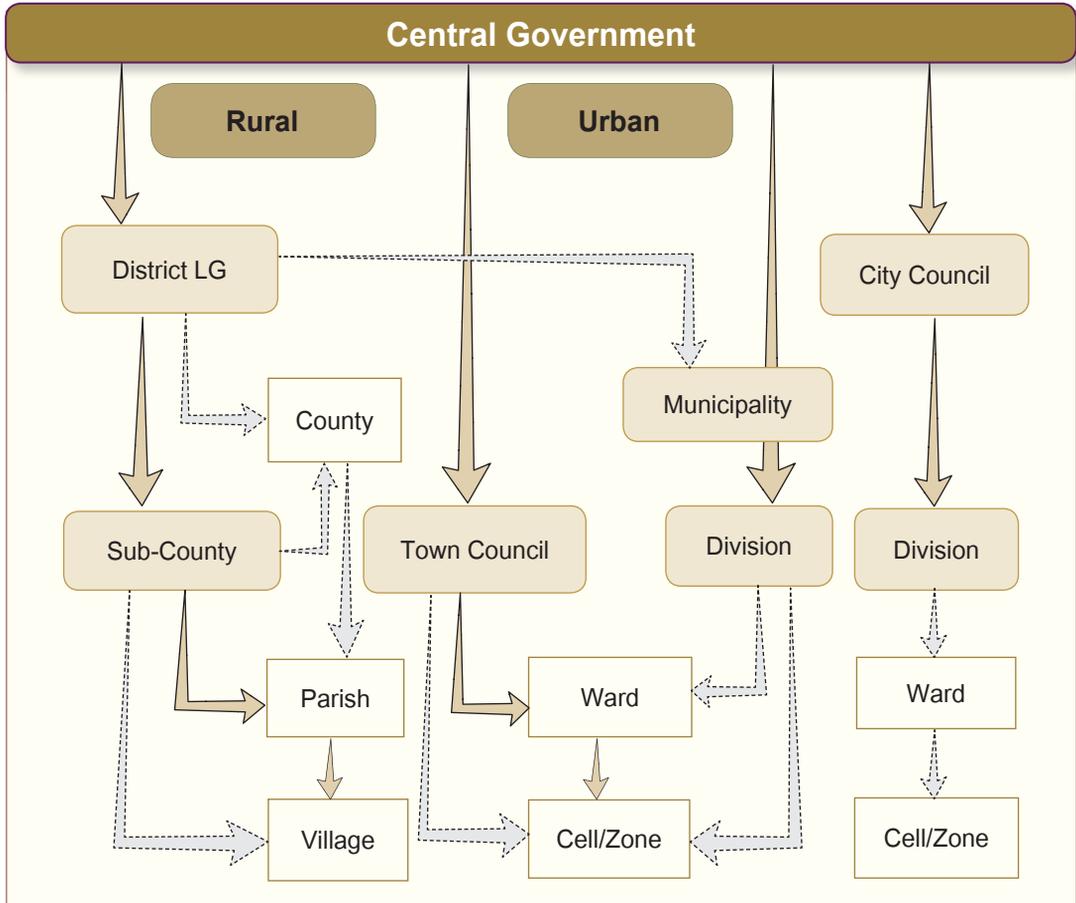
Consequently, scores were developed to measure the performance of councils with regard to their core statutory functions, specifically: political leadership and representation; legislation and related legislative functions; development planning; financial management and oversight; constituency servicing; and participation in lower local government councils.

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

The Local Government structure is the primary building block for the score-card indicators. As shown in Figure 1, the Local Government structure comprises two distinct components. First, the organs that are shown in shaded blocks are constituted under the Local Government Act 1997 as bodies corporate with power to sue and be sued.<sup>1</sup> These entities can receive public funds and are primarily responsible for the delivery of public frontline services in their jurisdictions.

<sup>1</sup> See Section 6 of the Local Government Act Cap.243 as amended

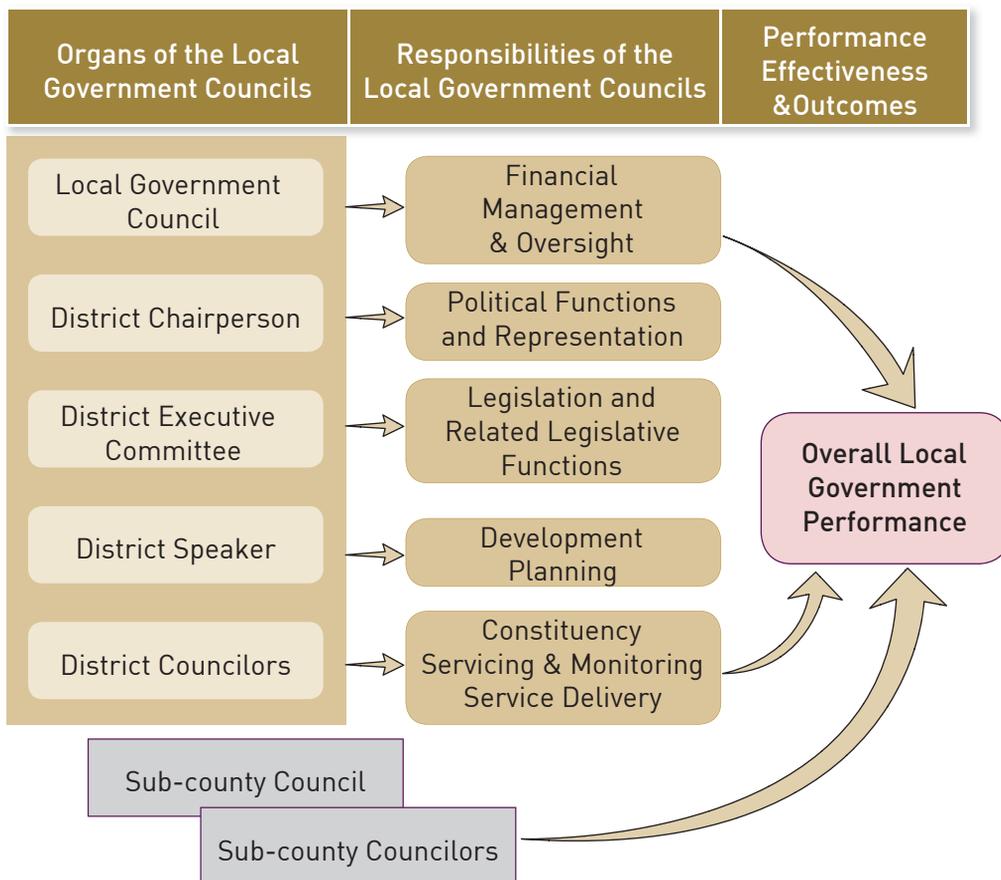
**Figure 1: The Structure of the Local Government System in Uganda**



At each level, a council is established as the local government of the area with full political, executive, legislative and administrative powers. Under this setting, the current assessment only focuses on the organs of the District Local Government Council: the Chairperson; the Speaker; the Council; and individual Councillors;. Secondly, the Local Government Council organs in the unshaded blocks are largely administrative units that have no financial allocations and thus can hardly be used to deliver public services and deepen governance.

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

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



The Local Government Councils' Score-card is premised on a theory of change which says 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.<sup>2</sup> An empowered citizenry will trigger the necessary reforms that are essential to create an environment in which the delivery of public services is responsive to the needs of the majority of citizens. In the theory of change, demand-induced performance by the local government council leaders and increased demand for accountability on national leaders will have a positive impact on the overall performance of the local government. Consequently, beyond the scores of each organ of Council, the assessment seeks to establish the causal-effect relationship between the performance record of Local Council political leaders on the one hand, and the quality of service delivery and accountability on the other.

### 2.3 Score-card Assessment Methodology

The Local Government Councils' Score-card (LGSCS) with its set of parameters assesses the extent to which local government council organs and councillors are performing their responsibilities. The parameters in the score-card are based on the core responsibilities of the local government councils.

<sup>2</sup> See, Tumushabe .G, et al., *Monitoring and Assessing the Performance of Local Government Councils in Uganda*, ACODE Policy Research Series No. 31, 2010.

The assessed organs are identified from the Local Government Act (1997). These are: the Local Government Council; the District Executive Committee; the District Chairperson; the District Speaker and the individual Councillors. A combination of all these organs constitutes the District Local Government Council, and hence their performance partly determines the overall performance of the respective local governments. The performance of the LG Council was based on the assessment of its responsibilities categorized under the following parameters: i) legislation; ii) contact with the electorate; iii) planning and budgeting; iv) participation in lower local council plenary sessions; and, v) monitoring service delivery. Performance indicators are therefore developed based on each of these parameters. Each indicator is given a weight so that the total score-card adds up to 100. The scores are generally based on the importance placed on the particular responsibility or function. A high score on all the parameters and indicators shows relatively good performance of the local government being assessed and this should translate to effective service delivery in most sectors.

The score-card approach is divided into four broad phases, namely: preparatory phase; fieldwork phase; data management and analysis; and, outreach and advocacy phases.

### 2.3.1 Preparation Phase

This phase included a number of activities such as:

#### *a) Securing buy-in and participation from key stakeholders.*

A number of stakeholders were mobilized so that they could be able to appreciate the scorecard and the whole assessment process so as to ensure ownership and sustainability of all the undertakings of the local councils assessment. These range from the citizens, the local governments themselves, centre and line ministries, to CSOs and academia. Stakeholder analysis and engagement were undertaken to enable identification of key stakeholders, understand their interests and influence and determine the levels at which they would be engaged.

#### *b) Selection of Local Governments (Districts)*

The criteria used in identifying local governments to participate in the monitoring and measurement of performance of local government took into account the following aspects: regional balance; duration of existence of the local governments; and, perceived as model districts vs historically marginalized. Using these criteria, the number of local government councils being assessed has been increasing from 10, 20 and 26 in 2008/9, 2009/10 and 2010/11 respectively.

#### *c) Selection of the Research Team*

The research team was selected from CSOs operating in the specific selected LGs. This strategy ensured that the assessment was done by people who were aware of the situation obtaining within the given local government in addition to being cost-effective.

### 2.3.2 Research methodology training workshops

Methodology training workshops that involved all the members of the assessment team, district-based researchers, lead researchers, and stakeholders were mobilized and trained on how to administer the score-card. The aim of this exercise was to make all people involved in the process appreciate the purpose of the assessment as well as the processes of data collection,

validation and analysis. This ensured clarity for the researchers and fostered collaboration of the various stakeholders.

### 2.3.3 Fieldwork Phase

#### a) *Focus Group Discussions*

The Focus Group Discussions involved the chairpersons, councillors and members of the community. These FGDs provided an opportunity for the councillors to get to know why they were being scored, the contents of the score-card and the exercise at large. The FGD session provided an avenue for feedback from the councillors and an opportunity for the district-based researchers to interface with the councillors. They also provided information to the citizens on their roles and responsibilities and those of their political leaders.

#### b) *Score-card administration*

Administration of the scorecard by the researchers was achieved through having a one-on-one interview session with the individual respondents. The Chairperson, Speaker, Deputy Speaker and councillors constituted the primary sources of data for the assessment. The scoring was done depending on the answers and documentary evidence provided by the respondents. These scores were then subjected to verification against documented evidence from: the community, related literature; office of the Clerk to Council; office of the Speaker; district registry; records in the library; planning unit; offices of speaker in LLGs; CSOs and correspondences with the office of the Chief Administrative Officer (CAO). During this period, ACODE provided support supervision and quality assurance to ensure collection of accurate, valid and reliable data.

### 2.3.4 Data management and analysis phase

A database for information about each local government was established and is properly managed. The database contains information on the key variables that were investigated as reflected in the score-card. Credible statistical analysis methods such as SPSS were used in analyzing the data. The findings from the score-card were presented in the national synthesis report, where the performance of Nebbi District was compared with that of other districts that were assessed. Hence this report presents the specific performance issues for Nebbi District Local Government Council.

### 2.3.5 Outreach and Advocacy Phase

In partnership with ULGA, ACODE carried out outreach and advocacy of the score-card. During these advocacy workshops, the score-card assessment results for Nebbi District Local Government Council 2009/10 were presented for Local Council leaders to appreciate their roles and responsibilities and pick lessons from one another's performance.

# CHAPTER 3 DISTRICT BACKGROUND

## 3.1 Nebbi District Profile

Formerly known as the West Nile District (1979), Nebbi District is situated in the southern part of the North-West region of Uganda. Nebbi was gazetted from the former West Nile District in 1974. It is bordered to the North by the districts of Arua and Amuru; Nwoya to the East; Bulisa to the South-East; Zombo to the West; and the Democratic Republic of Congo to the South-West. The district occupies a total land area of 1984 km<sup>2</sup>. The district residents suffered the wrath of the Lord’s Resistance Army, which devastated Northern Uganda for over two decades. Today, the region experiences relative peace, with recovery initiatives implemented by the central government (through the Peace Recovery and Development Plan for Northern Uganda), as well as through the efforts of non-governmental organizations operating in the region. In addition, there are several CBOs, CSOs, NGOs in the district.<sup>3</sup>

## 3.2 District Population

According to the Population and Housing Census (2002), Nebbi District has an estimated population of 433,466 people; and of these men constitute 48% while women are 52%. With a population growth rate of 2.69 per cent, the population is mainly rural to a tune of 90.2%. Okoro County comprises 39 per cent of the total district population, with Padyere containing 38 per cent, and Jonam containing 23 per cent. The demographic indicators of Nebbi District are further shown in Table 1.

**Table 1: Demographic Indicators**

Indicator	Description	Percentage
Population	433,466 <sup>1</sup>	
Average annual Growth Rate	2.69%	
Population Distribution by Gender	Male	48%
	Female	52%
Population distribution by county	Okoro County	39%
	Padyere	38%
	Jonam	23%
Sex Ratio	Males: females	92:100

**Source:** Nebbi District Development Plan 2008/09-2010/11

3 Prominent NGOs in the district include: Send a Cow Uganda, World Vision Uganda, Action Aid Uganda, SNV Uganda, Action for Socio-Economic Development, CARITAS, Nebbi, Kisa Womens’ Group, Community Uplift and Welfare Development (CUWEDE), Kubbi Community Development Project, Nebbi District Muslim Development Association, The Good Samaritan Action Ministry, Nebbi District NGO Forum, FOWARD (Focus on Wider Actions to Retain Development), Nyapea Safe Mother, Life Concern (LICO), GERUHIDE, PACAIP, PACASO, Paidha Welfare Association, Uganda Society for Disabled Children, Nebbi District Role Model for PLHA, Red Cross Nebbi, CEFORD Nebbi, Care International in Uganda, and AFARD.

### 3.3 Political Administrative Structure

Nebbi District administration is located in Nebbi Town Council. The district is divided into two town boards, 16 sub-counties, three town councils, 87 parishes (including town wards), and 1,329 villages. The district council is the policy-making organ of the local government. The district is headed by the LC V Chairman, who is supported by an executive committee and sectoral committees that deliberate policy matters and make recommendations to all the 36 councillors. The district council has three statutory bodies: Public Accounts Committee (PAC), District Service Commission (DSC), and District Land Board (DLB). The District Contract Committee (DCC) handles the procurement and disposal of all public assets in the district. Similarly, the sub-counties, parishes, and villages have councils and an executive committee, which coordinate the various functions.

### 3.4 Economic Potential and Local Resource Base

Subsistence farming is the major economic activity in the district, with less than 40% marketed. The main crops grown are cotton, coffee, simsim, sorghum, millet, sweet potatoes, beans, cassava, maize and vegetables. However, Agro-processing is done on a small scale. The district is strategically positioned to access a wide market in the entire region especially from parts of South Sudan and the Democratic Republic of Congo (DRC). Proximity to Murchison Falls National Park makes Nebbi a distinctive tourist destination arising from the variety of the available game stock and the scenic beauty of the park. Equally important to note is the fact that the district is endowed with several natural resources: including Lake Albert and River Nile which contain a wide range of fish species and other aquatic resources. Rivers Namrwodho and Ora offer opportunities for hydro-electricity power generation and irrigation. In addition, there are unexploited mineral deposits which include Diatomite, Oil and Gas, a wide range of forest resources, both natural and plantation forests, geological resources like clay, sand and rocks for construction and ceramics, fertile soils for agriculture, fresh water for humans and livestock, abundant and cheap labour and favourable climate for production and human survival, among others.

This section analyses the social economic characteristics of Nebbi District. This analysis of selected social economic indicators is intended to provide a basis of making a casual-effect relationship between the score-card performance of Nebbi and the quality of service delivery and accountability. It will focus of service delivery in the sectors of education, health, agriculture, and roads.

### 4.1 Primary Education

Universal Primary Education (UPE) is one of the Government of Uganda's main policy tools for achieving poverty reduction and human development. Its main objectives are to: provide the facilities and resources to enable every child to enter and remain in school until the primary cycle of education is complete; make education equitable in order to eliminate disparities and inequalities; ensure that education is affordable by the majority of Ugandans; and reduce poverty by equipping every individual with basic skills.<sup>4</sup> In this regard, Universal Primary Education (UPE), was introduced by the government to enable all school-going age children acquire basic education. Since the advent of Universal Primary Education in Uganda in 1997, there have been substantial gains in primary education. Enrolment gains have been the most notable.

According to Nebbi District Development Plan (2008/09-2010/11), district enrolment s recorded at 96,319 with higher intake for boys. With regard to gender, there is also wide gender disparity with regard to completion and retention rates in favour of boys. High dropout rates among girls have in part been attributed to early pregnancies, early marriages, long distances to schools, and reluctance of parents to provide scholastic materials. The pupil-teacher ratio is at 69:1 while classroom-pupil ratio is 1:77. It is important to note that the education system in Nebbi District is faced with several challenges which to a great extent have impacted on the performance of pupils in the district. Table 2 shows the details.

4 GoU, Ministry of Education and Sports (1998), Guidelines on Policy, Roles, and Stakeholders in the Implementation of Universal Primary Education.

**Table 2: Education Sector Indicators**

Sector indicators	Estimates
Total enrolment:	96,319 (Boys: 48,005 and girls: 48,314)
% girls in total enrolment	50.2%
Net intake rate:	80% boys and 74% girls
Primary completion rate	45%
No of primary schools:	144 government aided and 14 community/private owned
No of classrooms:	1,255
Classroom: pupil ratio	=1:77
No of latrines:	2.057
Latrine: pupil ratio girls	=1: 68girls; boys=1: 77
No of secondary schools:	8 government aided and 13 private owned
No of business, technical, vocational education and training:	1 government aided and 4 private owned
No of tertiary institution:	1 government owned
% share of girls in P.7:	35%
Primary completion rate:	42% (57 Boys and 28 girls)
Retention rate:	Boys 19%, girls 21%
No of Head Teachers:	145 (male 119-82%-, female 26-18%)
Drop-out rate:	5.1%
No of teachers including head teachers:	1,413 (male: 1,077, female: 336)
Pupil: Teacher ratio	69:1

**Source:** Nebbi District Development Plan 2008/09-2010/11

In spite of the achievements, substantial challenges remain. While there have been efforts to address the challenges affecting effective delivery of UPE in Nebbi District, these challenges still confront the policy implementers. There is limited coverage of sanitation facilities where, for instance, 68 girls and 77 boys share one pit latrine stance respectively.



**Table 3: Nebbi District PLE Performance**

Division	Performance per year (2001-2009)								
	2001	2002	2003	2004	2005	2006	2007	2008	2009
Div 1	3.5	5	4	2.8	0.9	2.4	1.9	0.3	1.5
Div 2	38.8	52.6	48.3	42.2	29.9	41.6	38.5	20.9	30.2
Div 3	23.9	24.5	22.3	20.1	31.2	25.6	28.0	36.9	32.3
Div 4	18.8	10.2	15.2	20.8	20.6	17.5	10.0	19.5	19.5
U	15.1	7.7	10.2	14.1	17.3	12.8	9.9	22.4	16.4

**Source:** Ministry of Education and Sports (2011)

Education statistics from UNEB since 2001 show relatively poor performance, with the majority of pupils failing in grades 3, 4, and U. This is an indicator that the quality of education in the district still leaves a lot to be desired. Therefore, notwithstanding the greater role that local governments are mandated to play in financing or providing education, the indications of poor performance in PLE is vivid as demonstrated by results in Table 3. It should be noted, however, that while the government has gone to great lengths in implementing UPE, the compulsory feature, retention, completion and the quality of UPE have continuously been overlooked. Focus has constantly been put on enrolment, yet completion rates, retention and quality have remained low.

## 4.2 Functional Adult Learning (FAL)

Nebbi District Local Government has over 229 FAL centres spread across the district with an enrolment of 6,425, eighty per cent of whom are females. However, other Civil Society Organizations (CSOs) are also involved, notably, CEFORD that manages 38 FAL centres, Action Aid and UPLIFT that manage FAL centres at Nyaravur, Pakwach, Parombo and Nebbi Town Council. The challenges facing FAL include: lack of coordination regarding activities by the different actors; information/data bank on FAL activities; and, low enrolment of men who are reluctant to join the programme. This was confirmed by a councillor in Nebbi TC who noted that:

*“There is a belief that FAL programmes are meant for women, and therefore few men are involved. The programme lacks civic awareness for people to know what it is all about”.*

On the other hand, however, the participation of women was often affected by domestic chores, i.e., balancing the time between being at home and going for lessons. The primary role of the FAL classes to the learners lies not in their literacy learning but in their developmental activities as part of their community development role and the entry point for their personal development projects and community wellbeing initiatives such as constructing latrines and health, income generating activities, participation in public affairs, group identity, and access to credit, among other things. However, the outcomes of the FAL programme in the district have no indications of achievement of the primary targeted outcomes. Much as the district provides support to FAL centres, the contribution made by the FAL programme overall is reportedly minimal, largely due to lack of interest by the target population to enrol and participate in FAL classes. In some

areas, such as Paroketo village in Panyango Sub-County and Aluka village, the programme has totally collapsed. In Nebbi Sinn ward, groups such as Aluka FAL group disintegrated as a result of poor mentoring support by the town council.

### 4.3 Health Sector

The National Health System (NHS) in Uganda constitutes of all institutions, structures and actors whose actions have the primary purpose of achieving and sustaining good health. It is made up of the public and the private sectors. The public sector includes all Government health facilities under the MoH, health services of the Ministries of Defence (army), Internal Affairs (Police and Prisons) and Ministry of Local Government (MoLG). The private health delivery system consists of Private Health Providers (PHPs), Private Not for Profit (PNFPs) providers and the Traditional and Complimentary Medicine Practitioners (TCMPs).<sup>5</sup>

While the Ministry of Health provides leadership to the health sector, the local governments take a centre stage in the delivery of curative, preventive, promotive, palliative and rehabilitative services to the people of Uganda. The local governments through districts and health sub-districts (HSDs) play a key role in the delivery and management of health services especially at Health Centre (HC) IVs, HC III and HC IIs and VHTs. In this regard, Nebbi District, with a population of 433,466 people has 27HCIIIs; 26 HCIIIs; 3HCIVs; 2PNFPs and 1 Hospital<sup>6</sup>. Much as there are PNFP and private health facilities, most of the health care is provided by the public health facilities. In terms of utilization of these facilities, there seems to be commendable progress in the immunization coverage through the years estimated average of 80% for immunisable diseases. Table 4 shows key statistics for the utilization of selected health services in Nebbi District

**Table 4: Utilisation of selected Health Services in Nebbi District**

		2005	2006	2007	2008	2009
Public Health	Pit latrine coverage			58	78	78
Immunisation	BCG	117	121	115	116	112
	Measles	78	86	88	77	77
	OPV3	86	95	98	91	88
	DPT3	86	97	106	94	88
Health Unit utilization	OPD			1.2	1	1
	Deliveries in health units			56	66	53
	HIV/AIDS Service Availability			49	67	37
	Pregnant women receiving 2nd dose Fansidar for IPT			52	48	50

**Source:** Nebbi District Development Plan 2008/09-2010/11

It is apparent from Table 4 that utilization of health services is very low. For instance, attendance of Outpatient Department OPD is low with 43% males and 57% females, whereas utilization is still very low at 1.1%.<sup>7</sup> During the financial year under review the district had only 9 doctors; and

5 GoU (2010) Ministry of Health: Health Sector Strategic Plan III 2010/11-2014/15

6 Nebbi District Development Plan 2008/09 - 2010/11

7 See, Nebbi District Development Plan 2008/09-2010/11

the doctor to population ratio was estimated at: 1:25,276 which is still very high.<sup>8</sup> In addition, the district has a number of disease conditions that are peculiar to the area. Plague, onchocerciasis, and schistosomiasis are endemic in the sub-counties along the Nile River. Outbreaks of cholera occur in the counties of Jonam and Padyere annually. Like elsewhere in the country, about 75 per cent of the disease burden is from preventable diseases and related to poor home and environmental sanitation and personal hygiene.

**Figure 3:** Patients at Paminya HC III in Nyaravur Sub-County



**Source:** ACODE Digital Library 2011

With regard to health infrastructure development, some councillors cited poor workmanship of the contractors on the tenders awarded by the district. For instance, the renovation of Nebbi Hospital and repair of the sewage system were reported to have been poorly done. In addition, the renovation of the Out Patient Department (OPD) at Boro HC II in Panyimur was not completed and the report given by District Medical Officer was not corresponding with what was found on ground. At Jupanziri HC II, a structure constructed in 2010 had already developed cracks which implied that construction was not properly done. All these reports of unfinished or poorly executed contracts were a demonstration of poor contract management and lack of supervision of contractors by the technical team at the district, limited or no involvement of the community to audit or monitor contracts, and inadequate or no monitoring by political leaders.

There were also complaints of stock-outs of Essential Medicines and Health Supplies in many health centres. Particularly, this was obtaining at Ossi HC II, Pakwach HC IV, Panyimur HC III, Paminya HC II, Wadilai HC III and Nebbi Hospital. Clients also reported problems of understaffing in Ossi HC II and Pakwach HC IV which resulted in longer waiting hours and failure to access

<sup>8</sup> Ibid



**Figure 4: Panyimur/Dei road in Panyimur Sub-County**

**Source:** ACODE Digital Library 2011

## 4.5 Water and Sanitation

### 4.5.1. Water

Environmental health is an area of concern in rural development. Safe sanitation is, therefore, legally recognized as a must for all the people of Uganda by the 1995 Constitution (Chapter 3 Article 17 (j)); the Local Governments Act 1997 (Part IV, article 7(a), 14 (a & b); the Public Health Act, 1997); and the Kampala Declaration on Sanitation (1998). The Ministry of Water and Environment is the lead public agency responsible for design, formulation and implementation of legal and policy instruments as well as regulation in the sector. In addition, under decentralization, Nebbi District Local Government is mandated to provide water and sanitation services (Local Govt. Act, 1997). Like other local governments, Nebbi District Local Government receives grant funding from the central government and may use some of the locally mobilized resources for implementing rural Water and Sanitation Sector programmes

Water and sanitation improvements, in conjunction with hygiene behaviour change, can have significant effects on population and health by reducing a variety of disease conditions such as diarrhoea, intestinal helminths, guinea worm, and skin diseases. These improvements in health can, in turn, lead to reduced morbidity and mortality and improved nutritional status. Therefore, improvement in access, coverage of safe water supply and sanitation facilities is crucial to the people's wellbeing and their ability to participate in poverty eradication activities.

Nebbi District water coverage as at 31 June 2009 was 69%, while the functionality rate was 76%. The total number of water points was at 2,485. During the year under review, the district received approximately Shs 915,422,010 towards the water sector under the PAF and PRDP. The funds were used to train water user committees and primary schools on operational and maintenance, gender, participatory planning and participatory monitoring, sanitation week promotion activities, radio and drama shows promoting water, sanitation and good hygiene practices, national handwashing campaign activities, small spring protection (15), medium spring protection (12), shallow well construction - hand dug (6), shallow well construction - motorized drilled (2), deep boreholes drilling (hand pump) (33), and borehole rehabilitation (29). Some of



## 4.5.2 Sanitation

In FY 2009/2010, the national sanitation coverage rose from 67.5% to 69.7%. One of the challenges faced by communities is the lack of sustainability of the toilet facilities constructed. Many facilities last only 2 to 3 years, making it expensive for households to replace them.<sup>9</sup>

Although most districts have tried to improve the latrine coverage, scant attention has been paid to handwashing after toilet use, with the national average of access to handwashing facilities at toilets at 21%. The pupil: stance ratio in primary schools stands at 50:1 but this includes toilets of mixed use. According to the national standards, the effective coverage is 54:1. The case is much better in private schools which have an access ratio of 1:34, but much worse in community schools with a pupil stance ratio of 208:1<sup>10</sup>.

## 4.6 Agriculture and NAADS

National Agriculture Advisory Services (NAADS) is one of the Seven Pillars under the Plan for Modernization of Agriculture (PMA). Under NAADS, there should be increased farmer access to relevant information, knowledge and technology through effective, efficient, sustainable and decentralized extension services and increased private sector involvement in line with government policy. At the district level, the District Adaptive Research Support Teams carry out capacity development of service providers and farmer institutions as well as technology tracking, and coordinating research-extension linkages with the Zonal Agricultural Research and Development Institute (ZARDIs). At the sub-county, the implementation of technology development, promotion and advisory services is done at the Technology Development Sites (TDS) - hosted by the link farmer. The TDSs are used as centres for demonstration, farmer training, planning and evaluation of new technologies. With a decentralized implementation structure, the NAADS programme is supposed to introduce, promote and train farmers on new technologies in the communities.<sup>11</sup>

During the financial year under review, the district engaged in supporting farmers in aquaculture, vermin control and vaccination of cattle. For instance under the NAADS programme, there was vermin control through community reward approach, vaccination of cattle against BQ in Kucwiny Sub-County, maintenance of demonstration ponds, and training of 35 fish farmers on aquaculture practices. In addition, the community reported that under NAADS, the district undertook : i) sensitization of farmers on NAADS through radio talk shows; ii) promotion of technology and food security in all the lower local governments; iii) establishment of technology demonstration, iv) agribusiness and group marketing linkages; and v) training of poultry farmers, among others.

Further, there were reports of NAADS involvement in apiculture; training of bee keepers in apiary establishment and management, and in rice agronomy in the areas of Wadelai, Atyak and Nebbi.

9 GoU(2010), Ministry of Water and Environment ; Water and Environment Sector Performance Report 2010

10 Ibid.

11 GoU (2010), Ministry of Agriculture, Animal Industry & Fisheries: Agricultural Sector Development Strategy & Investment Plan: 2010/11 - 2014/15



degradation of wetlands countrywide has been attributed to a number of factors including: unclear institutional mandate and linkages at all levels; weak enforcement capacity by the relevant institutions; lack of specific law with sufficient enforcement provisions; inadequate financing; inadequate staffing at all levels; insufficient applied scientific information; rapid population growth; widespread poverty and improper physical planning; unclear boundary and legal definition of wetlands; need for compensation of wetland titleholders; political intervention and interference at both high and low levels; the trans-boundary nature of wetland systems, among others.

Meanwhile, the country depends on patterns of the weather and climate. There is need for institutional review and strengthening for improved coordination between DEA, NEMA, NFA and district local governments in policy implementation and regulation of natural resources and environment management.

Monitoring and inspection of District Local Governments for environmental compliance showed that in general there is limited attention paid to the enforcement of compliance requirements.

The level of mainstreaming of ENR issues within the National Agricultural Advisory Services (NAADS) programme was found to be very low. There are significant knowledge gaps in ENR management and its related enterprises by Field Agricultural Extension Workers and Communities.

It should be noted that MWE does not currently capture progress on environment management initiatives in local governments. There is a reporting vacuum between the centre and local governments. This issue is being addressed by the development of a Performance Measurement Framework for the ENR sub-sector by MWE.

With all these challenges, Nebbi District has not been an exception. Nebbi is blessed with the presence of River Nile, Lake Albert and up to 15 key wetlands. Which are habitat to a wide variety of fish species and other aquatic flora and fauna. These water resources have opportunities for investments in industrial/commercial fishing. Forest reserves cover 4,318 hectares (central forest reserves: 4,243 hectares and local forest reserves: 75 hectares)., However, a lot of trees and other woody vegetation cover are increasingly being depleted through charcoal and brick burning, bush burning, cultivation, lumbering and excessive tree cutting. Extreme cases of environmental degradation have been reported in Wadilai, Kucwiny, Panyango, Akworo and Parombo sub-counties.



**Table 6:** Summary of issues discussed in Nebbi District Local Government Council plenary sessions in the year 2009/10.

Content Analysis for NEBBI District Local Government Council Proceedings for the FY 2009/10											
Dates for Council Meetings	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
26/08/2009	22	3								<ul style="list-style-type: none"> <li>Pensions-Call for registration, service decentralisation and improved record management (Min. 03/COU/2009/8)</li> <li>Revised Revenue &amp; Expenditure 2008/9; and Sector work plans 2009/10 approved (Min. 05/COU/2009/8)</li> </ul>	
26/08/2009	24	1		<ul style="list-style-type: none"> <li>Resolutions on motion for Medical personnel and Private Wing;Nebbi Hospital. (Min. 17/COU/2009/10)</li> <li>Newly appointed medical doctors</li> </ul>			<ul style="list-style-type: none"> <li>Motion on Nebbi District Food security policy (Min. 17/COU/2009/10)</li> </ul>		<ul style="list-style-type: none"> <li>Council to identify more collectable revenue sources to support new doctors</li> <li>Call on councilors by the speaker to mobilize the electorate on taxes. (Min. 19/COU/2009/10)</li> </ul>	<ul style="list-style-type: none"> <li>Motion on creation of new administrative units approved; except for Akaa S/C (Min. 17/COU/2009/10)</li> <li>Confirmation of previous minutes deferred to the following council meeting (Min. 18/COU/2009/10)</li> </ul>	<ul style="list-style-type: none"> <li>The order paper is adopted with amendment but the amendment is not recorded.</li> <li>Apart from presenting or seconding motions no debate or individual contribution from the councilors is recorded.</li> </ul>

Content Analysis for NEBBI District Local Government Council Proceedings for the FY 2009/10

Dates for Council Meetings	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
21/12/2009	24	1		<ul style="list-style-type: none"> <li>Proposed meeting to discuss the Private wing at Nebbi Hospital hampered by lack of funds.</li> <li>DHO to avail guidelines on the operationalization of Nebbi Hospital private wing.</li> </ul>						<ul style="list-style-type: none"> <li>No more creation of new administrative units- Ministry of local Government (Min. 21/COU/2009/12)</li> <li>Payment of councilor allowances from the consolidated Fund-MoLG and ULGA (Min. 22/COU/2009/12)</li> <li>Approval of Zombo District by parliament (Min. 22/COU/2009/12)</li> <li>Bill for an ordinance in Production, Environment and Natural Resources adopted. (Min. 23/COU/2009/12)</li> <li>District Law Firm Approved (Min. 24/COU/2009/12)</li> <li>Reactions to previous minutes: financial allocations to schools; pipes; inter-district of Mr. Kurua Vasco D.E.O Nebbi; Indisciplined Health staff. (Min. 25/COU/2009/12)</li> <li>Petition by Mbaro West Parish objecting to joining Ategosubcounty. (Min. 26/COU/2009/12)</li> </ul>	<ul style="list-style-type: none"> <li>Contradiction in the council minutes over the Sec. for Production: Kakura Emmy Kizito/ Ongei Francis</li> <li>Minutes not addressed in the previous meeting handled. Only reactions shown on record.</li> <li>Council observed the need for Medical unit management committees to be re-oriented on their roles.</li> <li>Petition noted by council and referred to the relevant committee of council.</li> </ul>

## Content Analysis for NEBBI District Local Government Council Proceedings for the FY 2009/10

Dates for Council Meetings	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
25/3/2010	22	3	<ul style="list-style-type: none"> <li>Halting of the transfer of teachers (Min. 32/COU/2010/3)</li> <li>Delayed deployment of newly recruited teachers.</li> <li>Limit of the Education Sector Performance Reports.</li> </ul>	<ul style="list-style-type: none"> <li>Urge to Central Government to review policy on recentralisation of procurement of drugs to address drug stock out. (Min. 32/COU/2010/3)</li> <li>Directive by the speaker on disposal procedures for expired drugs.</li> <li>Councilors charged mobilize communities to take children for Vitamin A.</li> <li>Commissioning of Pakwach HC IV.</li> <li>Identification and allocation of a vehicle for Parombo HC III</li> <li>Recruitment of Medical Staff and the wage Bill.</li> <li>Fencing of Zeu HC III.</li> </ul>	<ul style="list-style-type: none"> <li>No funding for the BADEA Bridges poor quality road works; delayed payments of road workers (Min. 32/COU/2010/3)</li> </ul>	<ul style="list-style-type: none"> <li>Alwi dry corridor feasibility study report; community encroachment on land earmarked for construction of dams (Min. 32/COU/2010/3)</li> </ul>	<ul style="list-style-type: none"> <li>Research to be conducted on prices and markets (Min. 32/COU/2010/3)</li> </ul>		<ul style="list-style-type: none"> <li>District Technical Committee and DEC charged to review staff norms for Nebbi District to be submitted to the Ministry of Public Service (Min. 32/COU/2010/3)</li> <li>sector performance and working reports for the 1st and 2nd quarters (Min. 32/COU/2010)</li> </ul>	<ul style="list-style-type: none"> <li>Council meeting to always start at 9am despite the turn up.</li> <li>Error of omission by council on the submission into Pakia Parish for division into Pamito and Pakia.</li> <li>Social services committee failed to facilitate the resolution on the operationalisation of the Nebbi Hospital private wing.</li> <li>Speaker directs all to provide necessary support to the committee.</li> <li>chairperson Finance, Planning, Administration, Investment, technical Services and Works Committee pointed out an unspent balance of 970,028,567 (8.9%) in the 1st and 2nd financial quarters</li> <li>Reference made to the Adhoc Probe Report into Health Sector Performance-2008 as regards to urge to government.</li> </ul>	

Content Analysis for NEEBI District Local Government Council Proceedings for the FY 2009/10

Dates for Council Meetings	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
28/4/2010	24 (23 by speaker pg 5)		<ul style="list-style-type: none"> <li>Council resolution on the management of UPE funds sent directly to UPE schools. (Min. 38/COU/2010/4)</li> </ul>	<ul style="list-style-type: none"> <li>Construction of new health units. (Min. 38/COU/2010/4)</li> <li>Procurement of a new CD4 Count machine for Nebbi Hospital.</li> <li>Support to HIV/AIDS intervention-VCT at Omyer and Goli Trade Centres</li> <li>Procurement of beds and mattresses; and renovation of the OPD at Parombo HC. III</li> <li>Fencing of Parombo HC. III under NUSAF (Min. 42/COU/2010/4)</li> </ul>	<ul style="list-style-type: none"> <li>Council resolution for lobbying of funds for bridges and culverts on prioritised roads. (Min. 38/COU/2010/4)</li> </ul>	<ul style="list-style-type: none"> <li>Resolution on rehabilitation of boreholes. (Min. 36/COU/2010/4)</li> </ul>		<ul style="list-style-type: none"> <li>Decision based on Speaker's ruling on promotion of Tourism for income generation. (Min. 36/COU/2010/4)</li> </ul>	<ul style="list-style-type: none"> <li>Speaker's Communication on Central Government commitment to promote small scale industries for poverty alleviation. (Min. 36/COU/2010/4)</li> <li>Election and swearing in of the new Deputy Speaker. (Min. 37/COU/2010/4)</li> <li>The Padyere by-election.</li> <li>The Three-year Development Plan with its key targets (Min. 38/COU/2010/4)</li> <li>Council resolves on power extension to Wandelai, Parombo and Panyimur sub counties</li> <li>Resolution for timely procurement based of quarterly release of funds.</li> <li>Councilors to design monitoring tools for teachers.</li> <li>Amendments on the Production, Environment and Natural Resources Bill 2009 (Min. 39/COU/2010/4)</li> <li>Resolution on petition by Mbaro West Parish objecting to join Atego S/C (Min. 40/COU/2010/4)</li> <li>Motion on supplementary estimates of income and expenditure from LOGSIP (Min. 41/COU/2010/4)</li> </ul>	<ul style="list-style-type: none"> <li>Council resolved to include issues of Tourism and Trade in the LGDP and budget based on prioritisation.</li> <li>Election and swearing in of the new Deputy Speaker was presided over by the Chief Magistrate Nominations and campaigns were held prior to the elections.</li> <li>The DDP is recorded to contain the new Administrative Units after the creation of Zombo District.</li> <li>The DDP is also recorded to have laid emphasis on local revenue enhancement; HIV/AIDS; Environmental protection; HR Capacity building; participatory gender involvement in Government programmes.</li> <li>Previous minutes were read and confirmed, with amendments.</li> <li>Motion honoured and council dissolved into a committee of supply to reach a decision on the matter of the Bill</li> </ul>	

Content Analysis for NEBBI District Local Government Council Proceedings for the FY 2009/10

Dates for Council Meetings	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
14/6/2010	23	1	<ul style="list-style-type: none"> <li>Motion on the approval of 2 students for the KIU Bursary. (Min. 50/COU/2010/6)</li> </ul>	<ul style="list-style-type: none"> <li>Nomination and approval of Mr. Optira Fabiano as the chairperson Nebbi Hospital Management (Min. 51/COU/2010/6)</li> </ul>			<ul style="list-style-type: none"> <li>Chairperson LC V urges for development of Nebbi District Farm Institute following the taking over of the existing Zeu DFI by the newly created Zombo District (Min. 52/COU/2010/6)</li> </ul>		<ul style="list-style-type: none"> <li>Chairperson LC V urges exploitation of market revenue opportunities from Nyaravur, Erussi and Pantimur (Min. 52/COU/2010/6)</li> </ul>	<ul style="list-style-type: none"> <li>Council to rectify omission of the division of Pakia into Pakia and Pamito and submit to be submitted to electoral commission (Min. 42/COU/2010/4)</li> </ul>	<ul style="list-style-type: none"> <li>The Bill, being read for the 3rd time and discussed for the 2nd time, was resolved by council to be submitted to the Attorney General for clarification and recommendations.</li> </ul>
							<ul style="list-style-type: none"> <li>Chairperson LC V urges for development of Nebbi District Farm Institute following the taking over of the existing Zeu DFI by the newly created Zombo District (Min. 52/COU/2010/6)</li> </ul>		<ul style="list-style-type: none"> <li>Chairperson LC V urges exploitation of market revenue opportunities from Nyaravur, Erussi and Pantimur (Min. 52/COU/2010/6)</li> </ul>	<ul style="list-style-type: none"> <li>Clarification sought on the 20% limit on councilor allowances; payment of May/June allowances and night allowances.</li> <li>2009/2010 Revised Revenue &amp; Expenditure; and the 2010/2011 District Draft Budget (Min. 47/COU/2010/6)</li> <li>Motion on approval of the Vote on Account pending scrutiny of sector work plans and budgets (Min. 48/COU/2010/6)</li> <li>Motion on approval of the supplementary estimates of income and expenditure from LOGSIP (Min. 49/COU/2010/6)</li> </ul>	<ul style="list-style-type: none"> <li>This was the first council meeting in which the new deputy speaker is recorded to have chaired.</li> <li>Councilors request provision of letter on interpretation of the 20% limit from the Solicitor General</li> <li>A motion was moved to approve the Vote on Account to enable operations of council awaiting the scrutiny of sector work plans and budgets but it is not indicated whether this was passed/ approved or not.</li> </ul>

Content Analysis for NEBBI District Local Government Council Proceedings for the FY 2009/10											
Dates for Council Meetings	No. of Councilors Attending	No. of Councilors Absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
											<ul style="list-style-type: none"> <li>Councilors presented several areas of discontentment as regards the allocation of LOGSIP funds which led to resolution on the re-allocation of NESOCOSOC funds; and the inclusion of project in the 2010/11 work plans and budgets.</li> <li>MP Padyere pledges to purchase medical form S; urges transparency and accountability in resource allocation; rely president's campaign promises including upgrading Erusi HC II to HC IV.</li> </ul>

**Source:** Field findings (2011)

# BUDGET AND REVENUE ARCHITECTURE OF NEBBI DISTRICT LOCAL GOVERNMENT

The national budget process in Uganda is generally cyclic, running through the entire financial year from October to June. The major stages of the budget process include: Budget policy and strategy formulation; resource projections and initial MTEF ceilings; National BFP workshop; preparation of Sector Budget Framework Papers (SBFPs); Sector working groups retreat; compilation of National Budget Framework Paper; Public Expenditure Review (PER) meeting; finalization of the annual budget; and, budget speech. The budgetary process at the district is also cyclic, consultative and open. The process begins in October of the current year with consultations and ends with budget approval in August of the following year. The consultations are done at parish, sub-county and district level.<sup>13</sup>

The national and local government budgets play a pivotal role in fulfilling the Government's economic and political functions. These budgets are used as an economic policy tool to allocate public financial resources in accordance with government policy priorities and to use financial resources effectively to achieve set government policy goals and targets. Among other things, decentralization aims at boosting the efficiency of resource allocation in local governments for the achievement of development goals in line with local priorities. To take care of the local priorities in the wider national development agenda, however, requires relatively broader discretionary powers for local governments to allocate resources and ensure that local needs and priorities are being catered for in sub-national budgets and expenditure and are effectual. In light of this, this section will therefore focus on sources of funding for Nebbi District LG, composition of the budget, allocations per sector and challenges accruing from the budget architecture.

## 5.1 Sources of Funds

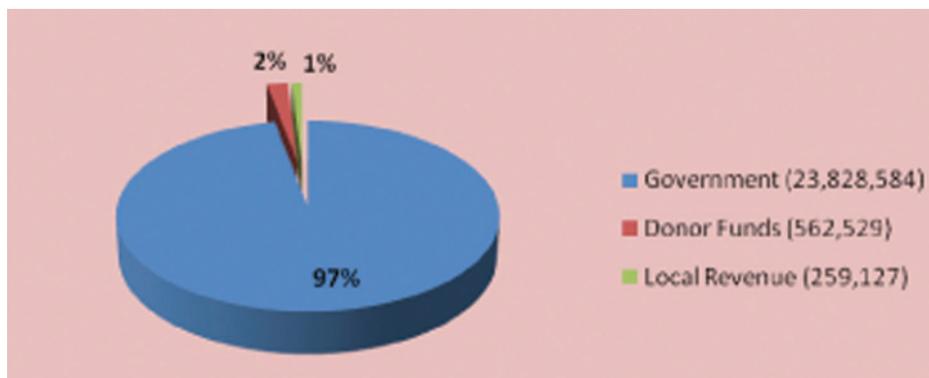
The central government is mandated to put in place a framework for financing the decentralized entities. In this regard, Articles 176(2) (e) and 193(1) of the Constitution, require that the central government ensures that appropriate measures to enable local government units to plan, initiate and execute policies and to provide funding to local governments in form of unconditional, conditional and equalization grants. The unconditional grants are supposed to fund the decentralized functions as shown by the LGA, 1997, Schedule II, while conditional grants are supposed to fund programmes agreed upon between the centre and local governments. Equalization grants, on the other hand,

<sup>13</sup> UNCCD (2008) Budget processes and financing instruments in Uganda: Towards increased financing for the implementation of the United Nations Convention to Combat Desertification.

are supposed to be given to local governments lagging behind the national standard for service delivery.<sup>14</sup>

Like all other district local governments, Nebbi District Local Government has mainly three sources of revenue, i.e. Central government which is the biggest, locally raised revenue, and contributions from development partners (donors). Central government transfers have remained the biggest and most reliable source of revenue in financing the budget, while local revenue has remained ever the least reliable source. Figure 8 shows major sources of revenue for Nebbi District.

**Figure 8: Major Sources of Funds for Nebbi District (Ushs.'000)**



**Source:** Nebbi District Development Plan 2008/09-2010/11

It is apparent from Figure 8 that Central Government was the main source of funds for Nebbi District for the financial year under review. The central government contributed 97%, donors contributed 2% while local revenue was 1%. Given that most of financial releases from the central government to Local government are conditional with earmarked priority areas where they are supposed to be spent, the local governments, including Nebbi District Local Government, have little or no discretion to divert these funds to other non-prioritized sectors. This implies that the local needs can not be catered for. It should also be noted that Nebbi District generated very little local revenue which contributed 1% to the total district budget. With such dismal revenue collected locally, the district can hardly finance local needs that have not filtered through to the district budget or do not fall under the national priorities. Important to note is that a budget which does not accommodate local needs is non responsive and irrelevant to the populace. This therefore makes the local government and the central government absent in the lives of citizens. For the citizens to feel the presence of government in their day to-day living, they should be able to interact with public institutions, receive expected services and goods and their local service delivery needs must be met. In instances where there is a very lean budget

14 In effect, Conditional grants are funds given to Local Governments to finance programmes agreed upon between the Central Government and the Local governments, and shall be expended only for the purposes for which they were granted and in accordance with the conditions agreed upon. The Constitution (Article 193) and the Local Government Act 1997 section 84 (2) define unconditional grants as “the minimum grant that shall be paid to local governments to run decentralized services and shall be calculated in the manner specified in the seventh schedule of the Constitution”. Unconditional grants cater for both wages and non-wage expenditures. Equalization grant, according to Clause 4 of Article 193 of the 1995 Constitution, is defined as “money to be paid to local governments for giving subsidies or making special provisions for the least developed districts; and shall be based on the degree to which a local government is lagging behind the national average standard for a particular service

for Local Governments, it has been evident that service delivery has also been lean which is not the ultimate aim of central government and decentralized entities.

## 5.2 Analysis of the Budget Trend

This is the budget trend analysis for Nebbi District from FY 2007/8 to FY 2009/10 showing the total revenue that has been at the disposal of the district for implementation of district programmes. Table 7 shows the details.

**Table 7: Change in Revenue 2007/08 and 2009/10**

	2007/2008	2008/2009	2009/2010
Central government transfers	-	19,023,838,776	23,828,584,000
Donor	-	1,821,336,093	562,529,000
Internally generated funds	-	169,072,143	259,127,000
Total	21,057,619,139	21,014,247,012	24,650,231,000

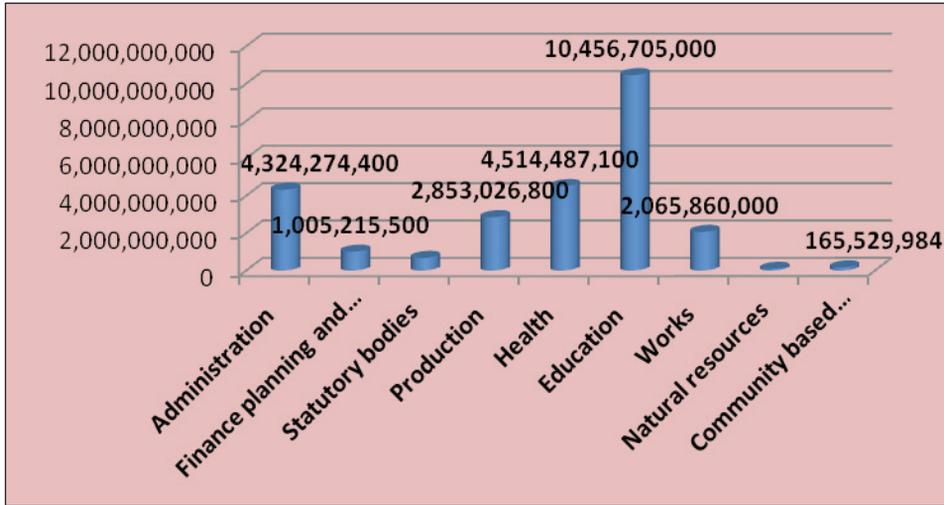
**Source:** Nebbi District Final Accounts 2007/8, 2008/09 and 2009/10

From Table 5 above it is evident that Nebbi District depends mainly on central government grants. Most of these grants are conditional – to be spent on specific priority areas. The amount of money, in absolute terms, that Nebbi district has been receiving since FY 2007/8 has been increasing, i.e., from shs 21billion to shs 24 billion. It is creditable that the remittances to the district in absolute have increased over time. It is also positive that local revenue has increased over the years mainly from: market/gate charges (26%), other fees and charges (21.3%), local service tax (16.2%), sale of government assets (11.8%) and agency fees (10.4%). However, the percentage increase is not commensurate to the service delivery needs of the district.

## 5.3 Sectoral budget allocations

Allocations to the various sectors reflect that the sectors receiving higher allocations are the priority sectors to the government. Figure 10 shows Sectoral Budget Allocations for Nebbi District (FY 2009/10).

**Figure 10: Sectoral Budget Allocations for Nebbi District (FY 2009/10)**



**Source:** Nebbi District Final Accounts 2009/10

Figure 10 shows the district’s budgetary allocations to the key priority sectors during the year under review. It is evident that the bulk of the district’s budget is spent on education, administration and health sectors. Though the education and health sectors are receiving the bigger allocations compared to other sectors, their performance in terms of service delivery does not reflect the level of investment. For any meaningful engagement with government to raise budgetary allocations to local governments, stakeholders need to understand the budget formulation processes and explore spaces and opportunities to influence their outcomes.

## 6.1 Introduction

This section presents the findings of the score-card assessment of Nebbi District Local Government Council, the Chairperson, the Speaker and the Councillors in executing their roles and responsibilities as provided for under the Local Government Act (1997).

## 6.2 District Chairperson

The District Chairperson in the year under review was Hon. John Pascal Wapokra whose political affiliation is the ruling National Resistance Movement (NRM) party. He served for only one-term between 2006/07-2010/11. The Chairperson was scored based on six parameters. These included: political leadership; legislative role; and contact with electorate; initiation and participation in communal activities and development projects; and, monitoring service delivery on National Priority Programme Areas (NPPAs).<sup>15</sup> His total score was 52 points.

### 6.1.1 Political Leadership

The Chairperson's best performance was in political leadership where he scored 20 out of 30. The chairman displayed good management and leadership skills by delegating his deputy to preside over meetings. During the year under review the District Service Commission was in place. During his tenure he presided over 12 and delegated one of the District Executive Committee meetings, fully instituted boards/commissions and actively engaged with the Central Government on service delivery challenges. At the lower local government level, the chairman held several meetings to solve problems associated with service delivery in various sub counties. However, he did not write and present a report to council on the state of affairs of the district. He was also not active in promoting annual assessments, and drafting bills on accountability.

### 6.1.2 Legislative Role

In relation to his legislative role, the chairperson scored 07 out of 15 points. During the period under review, some motions were passed in council. For instance, a motion on establishing a private wing in Nebbi Hospital; was passed by council. There was a motion that was passed that established rent rates in Panyamur in Erusi. However, during this year there was no single bill presented to council by the executive committee which negatively affected the chairperson's performance under this parameter.

<sup>15</sup> The NPPAs include: health care, agriculture, education, Functional Adult Literacy, Roads, Water and Sanitation and the Environment.



### 6.2.3 Participation in Lower Local Government Councils

Like any other councillor, a Local Government Council Speaker is supposed to attend some sessions of the lower local government councils in his/her constituency. The Speaker's other undoing was under this parameter where he did not get a single score. No evidence was found at the sub-county indicating his participation at LLG meetings. The Speaker neither attended any of the 4 Lower Local Government Council meetings/sessions held in Pakwach Sub-County which he represents in Nebbi District Local Government Council, nor did he make any official communications.

### 6.3.4 Monitoring NPPAs

In terms of monitoring government programmes, Hon Ubinyo scored 1 out of 42. The Speaker monitored only Panyigoro Health Centre III and Puvona Primary School. The Speaker made claims of monitoring other programmes but lacked evidence to back up such claims. With no record of such monitoring activities carried out by the Speaker he was only bound to score 1 out 42.

## 6.4 Nebbi District Council

During financial year 2009/2010 Nebbi District had a total of 22 councillors 13 of which were males and 9 were females. The councillors were assessed based on four parameters which include: legislative role; accountability to citizens; planning and budgeting; and monitoring NPPAs. Compared to the last assessment of 2008/09 where council scored 84 points, the council's performance declined to 45 score points.

### 6.3.1 Legislative role

The district did not perform well in all the parameters, the worst performance being in legislative role with 09 out of 25 scores. This was manifested in their failure to present or pass motions on accountability or financial autonomy, failure to hold public hearing on accountability or public barazas, and to enact ordinances. The council lacked legislative resources such as council chambers and a functional library, although the Clerk to Council office was well equipped. Unlike during FY 2008/09, in FY 2009/2010, the district did not conduct or hold any excursions to other districts. However, the district council passed motions on service delivery; notably, production, environment and natural resources and policy on production and food security. The district also held a public hearing on the bill on production, environment and natural resources. They reached a decision on a petition submitted by Mbaro community in Nyaravur Sub-County, expressing their objection to joining Atego Sub-County, a newly created sub-county carved out of Nyaravur Sub-County.

### 6.3.2 Accountability to citizens

On the issue of accountability to citizens, Nebbi District Local Government Council scored 12 out of 25 on this parameter. This was due to the fact that, much as Nebbi District Local Government Council displayed public funds received and projects that were to be implemented on notice boards, it did not display a summary of audited reports on notice boards. The council allowed the citizens to sit in its sessions and observe proceedings. During the current year under review, the council debated and approved the district client charter. However, the council in its sessions



parameters for purposes of score-card assessment including: legislative role; contact with electorate; participation in LLG sessions; and, monitoring NPPAs.

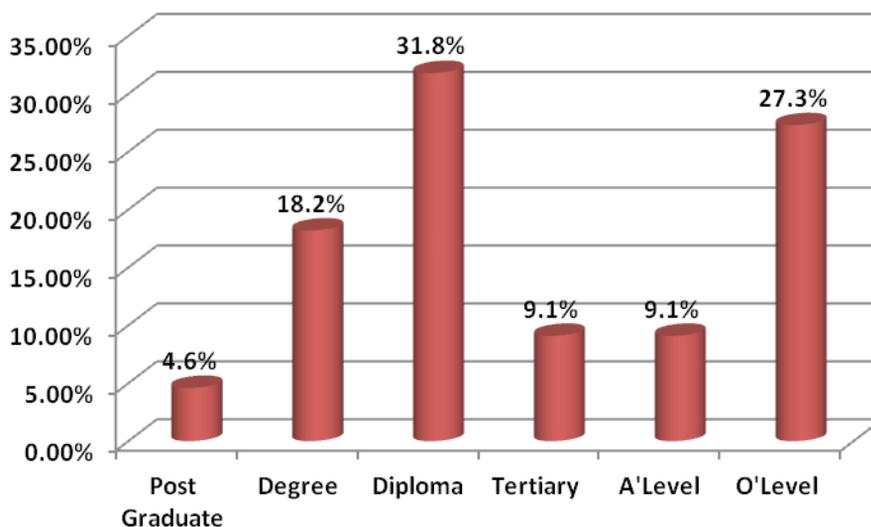
#### 6.4.1 Cross Variation Analysis

In order to understand the factors that influence the performance of councillors, their characteristics that are very central in executing their duties were studied. These included: the education level; gender; political party affiliation; and, number of terms served. Some of these variables were also cross tabulated to establish the correlation between them.

##### a) Education Level

The level of education attained by councillors is most likely to determine the level of performance of such a councillor. It should be noted that in most cases communication in local councils is made in the English language and some of the communication is technical. Therefore, if a councillor has never attended school or the level that he or she attained in school is low, his or her ability to comprehend issues being communicated or discussed in council is highly doubted. This further affects the manner in which people interpret issues and the quality of reactions brought forward to address the issues. What is critical to note is the fact that there is no academic qualification required of any person to contest as a councillor. This therefore attracts very many potential players, including those without any academic qualification. It is against this background that the level of education of councillors was analyzed as shown in Figure 11.

**Figure II: Level of Education of Councillors**



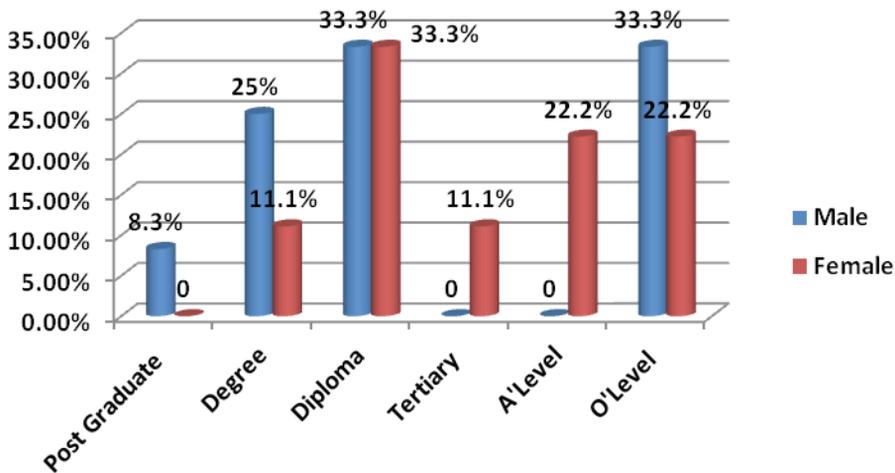
**Source:** Field findings 2011

The findings revealed that 31.8% of the councillors who were in Nebbi District Local Government Council had attained diplomas; 27.3% had completed Ordinary Level; and 18.2 % had degrees. Those councillors who had attained diplomas, degrees and post-graduate qualifications had performed better than those who had attained tertiary, Advanced level or Ordinary level. This implies that the level of education attained has a bearing on a councillor's performance not only in council plenary sessions but also in executing their roles and responsibilities in the community.

**b) Gender and Level of Education**

The gender of the councillors and their level of education were analyzed to establish whether there were any significant variations. Figure 12 shows the findings.

**Figure 12: Gender and Level of Education**



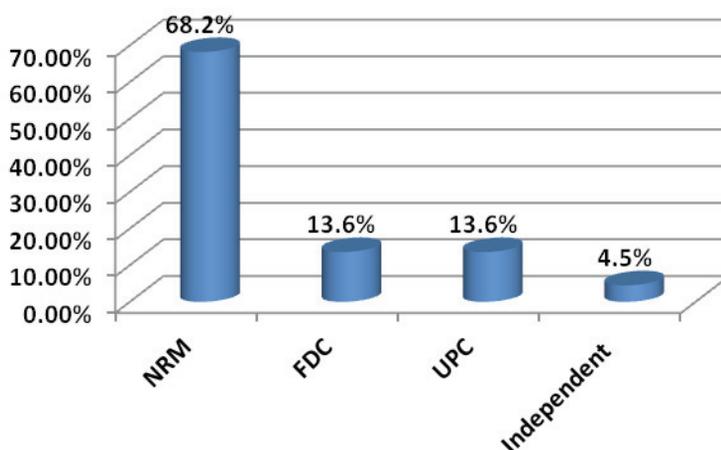
**Source:** Field findings 2011

The findings revealed that there were no significant variations in terms of gender of councillors and level of education attained. For instance, out of the seven councillors who had diplomas, three were female while four were male.

**c) Political Party Affiliation**

Councillors' political party affiliation was assessed in order to ascertain whether or not it had any significant contribution to the performance of councillors and council as well. Figure 13 shows the findings.

**Figure 13: Political Party Affiliation**



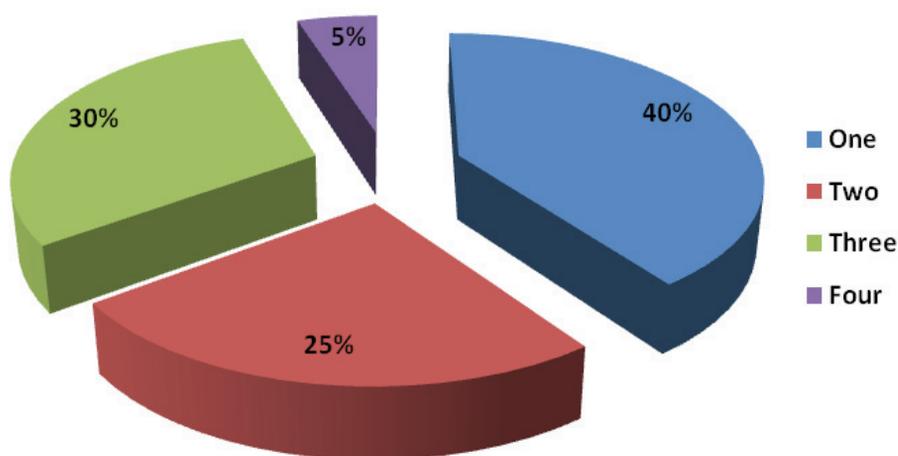
**Source:** Field Findings 2011

As shown in Figure 13, the findings show that majority of the councillors (68.2%) belong to the National Resistance Movement Organization (NRM-O). Uganda People’s Congress (UPC) and Forum for Democratic Change (FDC) have an equal representation in council, both with 13.6%. However, the highest number of councillors from NRM party – did not translate to outstanding performance of Nebbi District Local Government Council in the year under review.

**d) Number of terms served**

The number of terms served were analysed to ascertain whether serving for more than one term in council translates into better performance of councillors. The findings are presented in Figure 14.

**Figure 14: Number of Terms Served**



**Source:** Field Findings 2011

The perception that political leaders need to stay longer in service to perform better did not resonate with the findings. The councillors who had served for two, three or four terms did not perform well. The best-performing councillor, who scored 46 points, was serving for his

first term, whereas the worst-performing was serving for the third five-year term and scored 6 points. This therefore implies that it is not how much time a councillor spends in council that determines how he or she will perform.

#### e) *Debate on environment and service delivery issues*

During the year under review, council did not deliberate on issues concerning conservation or degradation of the environment. Council minutes for the year under review did not show any record of deliberations on the environment. This shows that issues of the environment in Nebbi District are not given the attention they deserve.

### 6.4.2 Councillors' General Performance

This sub-section presents a general picture of how the councillors performed in executing their roles and responsibilities as summarized in four parameters of: legislation; contact with electorate; participation in lower local government council sessions; and; monitoring of service delivery under the NPPAs. Table 8 presents the findings.

**Table 8: Performance of Nebbi District Local Government Councillors**

Name of Councillor Honourable Councillor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
John Focus Waron	Parombo	14	15	5	12	46
Boniface Tingo	Panyango	14	11	0	17	42
Francis Oget	Pakwach T.C	18	10	0	5	33
Alfred Ogei	Akworo	12	6	0	12	30
Charles Ogaba Okumu	Nyaravur	8	14	0	8	30
Uthembi Biriosis Olar	Erussi	10	15	0	4	29
James Mucek Combo	Nebbi T.c	10	8	2	8	28
Lawrence Wathum	PWD	10	16	0	0	26
Gabriel Ocibre	Nebbis/c	10	8	2	5	25
Simon Onyutha	Wadilai	10	11	0	3	24
Joseph Yoacel	Kucwiny	6	13	0	0	19
Joshua Anywarach	Youth	10	3	0	0	13
Richard Orieda	Panyimur	8	0	0	0	8
<b>Average Male</b>		<b>11</b>	<b>10</b>	<b>1</b>	<b>6</b>	<b>27</b>
Jackline Kumakech	Youth	14	18	0	0	32
Proscia Binega	Wadilai/Panyango s/c	10	18	0	3	31
Jesta Okori	Pakwach T.C	6	18	0	2	26
Ida Fuambe	Nyaravur/Kucwiny	8	13	0	1	22
Florence Odong	Erussi	10	8	2	1	21
Dorine Nimungu	PWD	6	13	0	0	19
Dorine Acen	Nebbi T.C/s/c	8	8	0	0	16
Rosemary Angekon	Panyimur s/c	2	8	0	3	13
Dorine Odongtho	Parombo/Akworo	4	2	0	0	6
<b>Average Female</b>		<b>8</b>	<b>12</b>	<b>0</b>	<b>1</b>	<b>21</b>

**Source:** ACODE'S field findings, 2010

During the year under review, Nebbi District Local Government Council had 22 councillors all of whom were assessed. On the whole, the findings show that the councillors' performance was poor. The best-performing councillor scored 46 points out of 100. Hon. John Focus Waron got his best score from contact with the electorate. The worst performance across the board was registered under participation in lower local government council sessions. The next poorly performed parameter was monitoring service delivery under the National Priority Programme Areas (NPPAs). By gender, males performed better than females by scoring 27 compared to 21 points for the latter. It was reported that while councillors are mandated to participate in lower local government council sessions, they are not usually invited by the lower local government councils. In addition, the poor performance in monitoring NPPAs was attributed to lack of facilitation to execute this function, and low level education among some councillors (36.4% having not attained education beyond Advanced Level), among others.

# CHALLENGES TO NEBBI DISTRICT PERFORMANCE AND THE QUALITY OF PUBLIC SERVICES

## 7.1 Introduction

This section presents challenges that severely affect the functioning of Nebbi District Local Government Council and its performance. As far as the score-card is concerned, Nebbi District Local Government Council performed poorly scoring 45 points out of 100. The District Speaker scored 29 points and Councillors scored an average of 27%. This rather disappointing performance partly explains the state of affairs in the district regarding the delivery of public goods and services to ordinary citizens. The poor performance is attributed to a number of factors which can be categorized as internal and external.

## 7.2 Internal Factors

The internal factors refer to those issues within Nebbi District Local Government that are constraining performance of councillors and service delivery. These included:

### 7.2.1 Poor documentation and record keeping

Compared to FY 2008/09 and in the year under review, councillors still exhibited poor documentation and record keeping in relation to their roles and responsibilities. Almost all councillors were claiming to have: contacted their electorates or to have visited their constituencies; monitored schools, health centres, FAL programmes and agriculture project. However, they did not have any records to justify the claims. They did not have any notebooks, diaries or anything to show that they had carried out any activity. In addition, those that managed to produce evidence of contacting the electorate or monitoring of NPPAs did not produce and make reports to council on the state of affairs in their constituencies. However, they claimed most of their communications were verbal since they did not see any use of filing and documenting everything to the detriment of their performance in the assessment.

### 7.2.2 Poor communication between the LLG Council, the District Council and Constituencies

Councillors themselves exhibited poor communication between fellow councillors and the district leaders. One of the councillors from Pakwarch Town Council, a lower local government, alleged that they were always undermined and taken as people with little knowledge and skills, and that their views were not always taken seriously. According to the focus group discussions with

communities, it came out strongly that the people only met councillors in churches, funerals and other public occasions where they did not have a chance to tell them the challenges they were facing within the communities. Without attending lower local council meetings, many councillors found it difficult to call meetings and update people on what was transpiring at the district level. Therefore, this lack of upward and downward accountability between district councillors, lower local government councillors and the electorate created discord and consequently affected service delivery.

### **7.2.3 Levels of education**

The low education level of most councillors in Nebbi District Local Government Council undermined the quality of debates during plenary sessions. Further, to generate quality council decisions, resolutions and motions required a critical mass in council to ably articulate these issues. However, with a significant proportion that had attained Advanced and Ordinary level qualifications, the stakes could not be high. Therefore, education level, to a great extent, undermined the performance of council particularly on the legislative role. It was not uncommon for some councillors not to make any deliberations in council.

### **7.2.4 Political interference**

Councillors seemed to have concentrated on pulling ropes in opposing directions due to differences in political affiliation. The majority of the councillors belonged to NRM-O, with few affiliated to FDC and UPC. As a result, issues raised by councillors from political parties other than their own were seldom given due attention. Such scenarios ended up polarizing councillors along party lines regardless of the severity of the issue at hand. For instance, a councillor from Nebbi Town Council who is a member of UPC reported that issues raised by members belonging to the non-ruling party were usually disregarded. Such party polarization on service delivery matters further slowed down progress to improve service delivery in the district.

### **7.2.5 Time management**

Like the situation was in other government offices, most councillors of Nebbi District Local Government Council did not always keep time in attending meetings and submitting monthly reports. This was witnessed during validation of findings. The councillors were coming late for meetings that would end late and they would eventually demand for night allowances. There is no doubt that poor time management negatively affected the performance of individual councillors and the district council as a whole.

### **7.2.6 Limited knowledge on roles and responsibilities**

During the assessment, the majority of the councillors admitted that they did not know what they were supposed to do as councillors. Many of the councillors did not know that they were supposed to monitor services provided by government. The same challenge was raised by councillors in the previous assessment, which called for efforts to have intensive orientation for councillors about their roles and responsibilities as provided for under the Local Government Act.

## 7.3 External factors

### 7.3.1 Over-dependence on central government

Nebbi district depends mostly on central government funding to the tune of 97% of the total. This level of dependence affects the service delivery since the money sent to the district is released for particular programmes and activities. Not only does the late release of funds for FY activities make it difficult to complete project activities within the same FY, but local governments also have no authority to dictate to central government to release money on time. More often they have to wait for funds to be released from the centre to enable them start the implementation process. According to what was seen on ground, the district is endowed with enough resources that can generate local revenue if well utilized.

### 7.3.2 Absence of strategic focus and target

The district operates on a three-year development plan. However, there are no strategic long-term investment plans that can provide a framework for setting long-term development targets and budget allocations. Lack of a long-term development plan denies council the opportunity to operate in a more strategic manner.

### 7.3.3 Civic incompetence

Like the previous assessment conducted in 2008/09, the current assessment revealed wide civic incompetence manifested in the electorate's lack of basic knowledge of their roles and responsibilities, roles of their political leaders and service delivery standards. In addition, the electorate is not empowered to hold the council institutions accountable for their actions. Though a few were able to clearly identify their councillors and cite a few of their roles, the majority of the electorate expressed ignorance as to the roles and responsibilities of the councillors. Only a few were able to acknowledge councillors as critical players in enhancing effective service delivery through directing resources and overseeing implementation of government programmes.

### 7.3.4 Poor accountability and transparency within the district

Accountability is key to development and prosperity. Many government institutions, however, have made it part of their culture not to be accountable to the people they serve. Such a culture leads to poor service delivery and implementation of government programmes. In Nebbi District, Focus Group Discussions revealed that lack of transparency and accountability among leaders and technical people had prevailed in a number of government programmes including NAADS, PCY and UPE, among others. This had led to conflicts/misunderstandings and disputes among stakeholders, especially in schools, and had led to suspension of some programmes and delivery of sub-standard work.

## 8.1 Conclusion

Despite improvement in the levels of knowledge of their roles and responsibilities enshrined in the Local Government Act (1997), the Councillors and Council for Nebbi District Local Government have not yet measured up to the mark. Moreover, their performance in the score-card assessment is still average, and service delivery in the district poor. Though the community in Nebbi District is increasingly becoming aware of the roles and functions of the councillors, the citizens still can not hold their political leaders, technical staff and service providers accountable. This has been demonstrated by the delivery of sub-standard or shoddy work that has continued to characterize schools (classroom blocks and latrine stances), roads, health units, and water sub-sectors. This has been exacerbated by unsatisfactory and non-transparent selection of beneficiaries for NAADS, CDD and PCY. The critical role of local government political leaders in improving local service delivery is still remote in Nebbi District. The councillors therefore should not take a primeval role in local governance for effective service delivery systems and practices in spite of intractable resource constraints which hindering innovative ways of ensuring effective delivering services to the citizens. It is worth noting that improving local service delivery in decentralized entities is a function of the triangulation of policy, institutions, and accountable governance at all levels. One of the major thrusts and strategies in improving local service delivery is to build the demand side where the citizens will be able to hold the duty bearers accountable and be able to deliver effectively on their mandates.

## 8.2 Recommendations

### 8.2.1 Ensure proper documentation and record keeping

During the assessment, the research team faced a lot of difficulties in accessing some information due to poor record keeping at the district and individual councillor level. Some information was either not available or misplaced. Furthermore, majority of the councillors did not keep record of their activities and make reports in spite of their involvement in monitoring and community meetings in their constituencies. It is therefore important that councillors keep a daily journal of their activities both in council and in their constituencies.

### 8.2.2 Improve communication between district leaders and the councillors

It was noted that there is no effective communication between the district local government council and the lower local governments. This was largely due to the friction between the District Councillors and the lower local government councillors. The Nebbi District councillors were undermining their counterparts in the LLGs. This partly explains limited participation of the district councillors in sessions of lower local governments in their constituencies. District leaders



the councillors in the district council have attained Ordinary Level as their highest qualification, 9.1% have attained Advanced Level, and 9.1 % have attained a tertiary qualification. Given that these are the brains that play an oversight function, legislate, monitor, plan and budget for the district, there is a danger of having passive councillors who are not able to engage constructively with all stakeholders and ensure effective service delivery. Due to the fact that there is no requirement for minimum qualification for one to vie for councillorship, all persons who may not even be sound enough to deliberate on management of the local governments are attracted to take up office. It is against this background that this assessment considers it a priority to have a requirement for minimum qualification for one to represent a constituency in a local government council.

### 8.2.8 Develop a strategy to raise local revenue

District local revenues continue to dwindle, amidst increasing local service delivery needs and continued high dependence on central government grants. The central government finances 97% of the district budget where as locally generated revenue only covers 1% of Nebbi District Local Government Budget. Most of the remittances from central government are conditional grants which must be spent on already identified priority areas or government programmes. By implication the ever emerging local needs can hardly be taken care of due to limited or no discretion to divert this money, and inadequate local revenue. It is therefore a considered view of this assessment that the district explores options of enhancing local revenue generation in order to boost the capacity to finance service delivery needs other than those that are financed by the central government. The universal espousal of Local Economic Development (LED) is very important in widening the tax base.

### 8.2.9 Strengthening Accountability

Nebbi District Local Government needs to undertake interventions that seek to strengthen accountability. This can be done through the political processes (e.g., voting) and direct interaction with political leaders. This accountability should be underpinned by: accountability for whom and to whom, and downward and upward accountability.<sup>16</sup> Nebbi District Local Government Council must find ways of ensuring that this is part of the norm of the Local Government. Effective leadership, political will, strategic alliances and partnerships with like-minded people and organizations, and innovative ideas should be part of the strategy in achieving this objective

<sup>16</sup> Accountability for whom has to do with the performance in local service delivery for the best interests of the people, especially the poor, while accountability to whom refers to the political obligations of elected officials to their constituents to deliver on their promises. Downward accountability is the answerability and enforceability of rules by the local officials, while upward accountability is the ability of the people to effectively take elected officials and service providers to account for their policy actions.

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# ANNEXES

## Annex I: Nebbi District Local Government Council (2009/10)

Name of Councilor	Constituency
John Focus Waron	Parombo
Boniface Tingo	Panyango
Francis Oget	Pakwach T.C
Alfred Ogei	Akworo
Charles Ogaba Okumu	Nyaravur
Uthembi Biriosis Olar	Erussi
James Mucek Combo	Nebbi T.c
Lawrence Wathum	PWD
Gabriel Ocibre	Nebbis/c
Simon Onyutha	Wadilai
Joseph Yoacel	Kucwiny
Joshua Anywarach	Youth
Richard Orieda	Panyimur
Jackline Kumakech	Youth
Prozca Binega	Wadilai/Panyango s/c
Jesta Okori	Pakwach T.C
Ida Fuambe	Nyaravur/Kucwiny
Florence Odong	Erussi
Dorine Nimungu	PWD
Dorine Acen	Nebbi T.C/s/c
Rosemary Angekon	Panyimur s/c
Dorine Odongtho	Parombo/Akworo

## ANNEX II: FGD GUIDE

### Procedure:

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

General introduction: (ACODE, LGCSCI)

#### **A. Ice breaking and general questions**

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

#### **B. Civic awareness and competence**

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

#### **C. Identification of a councilor**

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

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

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

## Tools for Citizens Expression in Demanding for Accountability

### Engagement

- Participation in Budget Meetings
- Participation in barazas/citizens forums
- Participating in elections through voting
- Actively supporting candidates
- Lobby meetings
- Media debates (Radio, TV, Internet, etc)
- Whistle blowing
- Citizen journalism

### Written Expression

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

### Civil Action

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

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

## LOCAL GOVERNMENT COUNCILS ASSESSMENT SCORE-CARD (2009/10)

### Nebbi District Local Government

Total Score: 45

Parameter/Indicator	Actual Score	Maximum Scores
<b>1 LEGISLATIVE ROLE</b>	<b>9</b>	<b>25</b>
i) Adopted model rules of Procedure with/without amendments	1	2
ii) Motions passed by the council	2	4
iii) Ordinances enacted by the council	0	4
iv) Public Hearings	2	5
v) Evidence of legislative resources	1	4
vi) Petitions	2	2
vii) Focused Tours	0	3
viii) Held council meetings on time	1	1
<b>2 ACCOUNTABILITY TO CITIZENS</b>	<b>12</b>	<b>25</b>
i) Fiscal Accountability	2	3
ii) Political Accountability	3	10
iii) Administrative Accountability	5	10
iv) Involvement of CSOs, CBOs, Citizens	2	2
<b>3 PLANNING &amp; BUDGETING</b>	<b>13</b>	<b>25</b>
i) Existence of Plans, Vision and Mission Statement	10	10
ii) Local Revenue	3	15
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES</b>	<b>11</b>	<b>25</b>
i) Education	3	4
ii) Health	3	4
iii) Water and Sanitation	1	4
iv) Roads	1	3
v) Agriculture and Extension	1	3
vi) Functional Adult Literacy	1	3
vii) Environment and Natural Resources	1	4
<b>Total</b>	<b>45</b>	<b>100</b>

## CHAIRPERSON'S SCORE-CARD

**Name of Respondent:** Wapokra John Pascal  
**Constituency:** Nebbi District  
**Gender:** Male  
**Level of education:** Degree  
**No. of Terms served:** 1  
**Political Party:** NRM

Parameter/Indicator	Actual Scores	Maximum Scores
<b>1 POLITICAL LEADERSHIP</b>	<b>20</b>	<b>30</b>
i) Presiding at meetings of Executive Committee	3	3
ii) Monitoring and administration	8	12
iii) Overseeing Performance of civil servants	1	5
iv) Overseeing the functioning of DSC and other boards/committees	4	4
v) Engagement with central government and national institutions	4	6
<b>2 LEGISLATIVE ROLE</b>	<b>7</b>	<b>15</b>
i) Regular attendance of council sessions	2	2
ii) Motions presented by the Executive	2	6
iii) Bills presented by the Executive	3	7
<b>3 CONTACT WITH ELECTORATE</b>	<b>2</b>	<b>10</b>
i) Programme of meetings with Electorate	2	6
ii) Handling of issues raised and feedback to the electorate	0	4
<b>4 INITIATION AND PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES PROJECTS IN HIS/HER ELECTORAL AREA</b>	<b>8</b>	<b>10</b>
i) Projects initiated	2	2
ii) Contributions to communal Projects/activities	2	4
iii) Linking the community to Development Partners/NGOs	4	4
<b>5 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>16</b>	<b>35</b>
i) Monitored Agricultural services	0	5
ii) Monitored functional Adult literacy session	0	5
iii) Monitored Health units in every Lower local government	3	5
iv) Monitored schools in every sub-county	5	5
v) Monitored road works in every sub-county	5	5
vi) Monitored water sources in every sub-county	3	5
vii) Monitored Environment and Natural Resources protection	0	5
<b>Total</b>	<b>53</b>	<b>100</b>

## SPEAKER'S SCORE-CARD

**Name of Respondent:** Fabiano Obinyo  
**Gender:** Male  
**Score:** 26

**Constituency:** Pakwach Subcounty  
**Political Party:** NRM

Parameter/Indicator	Actual Scores	Maximum Scores
<b>1 PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL</b>	<b>21</b>	<b>30</b>
i) Chairing lawful council/ meetings	3	3
ii) Rules of procedure and Minutes	7	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
<b>2 CONTACT WITH ELECTORATE</b>	<b>3</b>	<b>23</b>
i) Meetings with Electorate	3	16
ii) Office or coordinating centre in the constituency	0	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county Council sessions		5
<b>4 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>2</b>	<b>42</b>
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	0	7
vi) Monitoring Water facilities	0	7
vii) Monitoring Environment and natural resources	1	6
<b>TOTAL</b>	<b>26</b>	<b>100</b>

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
John Focus Waron	Parombo	14	15	5	12	46
Boniface Tingo	Panyango	14	11	0	17	42
Francis Oget	Pakwach T.C	18	10	0	5	33
Alfred Ogei	Akworo	12	6	0	12	30
Charles Ogaba Okumu	Nyaravur	8	14	0	8	30
Uthembi Biriosis Olar	Erussi	10	15	0	4	29
James Mucek Combo	Nebbi T.c	10	8	2	8	28
Lawrence Wathum	PWD	10	16	0	0	26
Gabriel Ocibre	Nebbis/c	10	8	2	5	25
Simon Onyutha	Wadilai	10	11	0	3	24
Joseph Yoacel	Kucwiny	6	13	0	0	19
Joshua Anywarach	Youth	10	3	0	0	13
Richard Orieda	Panyimur	8	0	0	0	8
<b>Average Male</b>		<b>11</b>	<b>10</b>	<b>1</b>	<b>6</b>	<b>27</b>
Jackline Kumakech	Youth	14	18	0	0	32
Prozca Binega	Wadilai/Panyango s/c	10	18	0	3	31
Jesta Okori	Pakwach T.C	6	18	0	2	26
Ida Fuambe	Nyaravur/Kucwiny	8	13	0	1	22
Florence Odong	Erussi	10	8	2	1	21
Dorine Nimungu	PWD	6	13	0	0	19
Dorine Acen	Nebbi T.C/s/c	8	8	0	0	16
Rosemary Angekon	Panyimur s/c	2	8	0	3	13
Dorine Odongtho	Parombo/Akworo	4	2	0	0	6
<b>Average Female</b>		<b>8</b>	<b>12</b>	<b>0</b>	<b>1</b>	<b>21</b>

## COUNCILOR'S SCORE-CARD

**District:** Nebbi **Name of councilor:** John Focus Waron  
**Constituency:** Parombo **Gender:** Male  
**Number of Terms:** 1 **Political Party:** FDC  
**Total:** 46

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>14</b>	<b>30</b>
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
<b>2 CONTACT WITH ELECTORATE</b>	<b>15</b>	<b>23</b>
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>5</b>	<b>5</b>
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>12</b>	<b>42</b>
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	3	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>46</b>	<b>100</b>

**District:** Nebbi **Name of councilor:** Boniface Tingo  
**Constituency:** Panyango **Gender:** Male  
**Number of Terms:** 4 **Political Party:** Independent  
**Total:** 42

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>14</b>	<b>30</b>
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
<b>2 CONTACT WITH ELECTORATE</b>	<b>11</b>	<b>23</b>
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	2	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>17</b>	<b>42</b>
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	3	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>42</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Francis Oget  
**Constituency:** Pakwach T.C **Gender:** Male  
**Number of Terms:** 2 **Political Party:** NRM  
**Total:** 33

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>18</b>	<b>30</b>
i) Participation in plenary sessions	6	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
<b>2 CONTACT WITH ELECTORATE</b>	<b>10</b>	<b>23</b>
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>5</b>	<b>42</b>
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	4	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>33</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Jackline Kumakech  
**Constituency:** Youth-Female **Gender:** Female  
**Number of Terms:** 2 **Political Party:** NRM  
**Total:** 32

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>14</b>	<b>30</b>
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
<b>2 CONTACT WITH ELECTORATE</b>	<b>18</b>	<b>23</b>
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>0</b>	<b>42</b>
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	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>32</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Proasca Binega  
**Constituency:** Wadilai/Panyango s/c  
**Gender:** Female **Number of Terms:** 3  
**Political Party:** FDC  
**Total:** 31

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>10</b>	<b>30</b>
i) Participation in plenary sessions	4	8
ii) Participation in committees	6	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>18</b>	<b>23</b>
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>3</b>	<b>42</b>
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	3	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>31</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Alfred Ogei  
**Constituency:** Akworo **Gender:** Male  
**Number of Terms:** 2 **Political Party:** NRM  
**Total:** 30

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

**District:** Nebbi **Name of councillor:** Charles Ogaba Okumu  
**Constituency:** Nyaravur **Gender:** Male  
**Number of Terms:** 1 **Political Party:** UPC  
**Total:** 30

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>8</b>	<b>30</b>
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
<b>2 CONTACT WITH ELECTORATE</b>	<b>14</b>	<b>23</b>
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	5	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>8</b>	<b>42</b>
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	3	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>30</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Uthembi Biriosis Olar  
**Constituency:** Erussi **Gender:** Male  
**Number of Terms:** 3 **Political Party:** NRM  
**Total:** 29

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>10</b>	<b>30</b>
i) Participation in plenary sessions	4	8
ii) Participation in committees	6	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>15</b>	<b>23</b>
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>4</b>	<b>42</b>
i) Monitoring of health service delivery units	3	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	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>29</b>	<b>100</b>

**District:** Nebbi                      **Name of councillor:** James Mucek Combo  
**Constituency:** Nebbi T.c            **Gender:** Male  
**Number of Terms:** 3                **Political Party:** UPC  
**Total:** 28

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>10</b>	<b>30</b>
i) Participation in plenary sessions	2	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
<b>2 CONTACT WITH ELECTORATE</b>	<b>8</b>	<b>23</b>
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	2	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>2</b>	<b>5</b>
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>8</b>	<b>42</b>
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	3	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>28</b>	<b>100</b>

**District:** Nebbi                      **Name of councillor:** Lawrence Wathum  
**Constituency:** PWD-Male; NebbiDistrict  
**Gender:** Male                      **Number of Terms:** 2  
**Political Party:** NRM  
**Total:** 26

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>10</b>	<b>30</b>
i) Participation in plenary sessions	4	8
ii) Participation in committees	6	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>16</b>	<b>23</b>
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>0</b>	<b>42</b>
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	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>26</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Jesta Okori  
**Constituency:** Pakwach T.C **Gender:** Female  
**Number of Terms:** 2 **Political Party:** NRM  
**Total:** 26

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>6</b>	<b>30</b>
i) Participation in plenary sessions	4	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
<b>2 CONTACT WITH ELECTORATE</b>	<b>18</b>	<b>23</b>
i) Meetings with electorate	16	16
ii) Office or coordinating centre in the constituency	2	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>2</b>	<b>42</b>
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	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>26</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Gabriel Ocibre  
**Constituency:** Nebbis/c **Gender:** Male  
**Number of Terms:** 3 **Political Party:** NRM  
**Total:** 25

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>10</b>	<b>30</b>
i) Participation in plenary sessions	2	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
<b>2 CONTACT WITH ELECTORATE</b>	<b>8</b>	<b>23</b>
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	5	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>2</b>	<b>5</b>
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>5</b>	<b>42</b>
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	4	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>25</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Simon Onyutha  
**Constituency:** Wadilai **Gender:** Male  
**Number of Terms:** 1 **Political Party:** FDC  
**Total:** 24

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>10</b>	<b>30</b>
i) Participation in plenary sessions	4	8
ii) Participation in committees	6	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>11</b>	<b>23</b>
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	5	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>3</b>	<b>42</b>
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	3	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>24</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Ida Fuambe  
**Constituency:** Nyaravur/Kucwiny  
**Gender:** Female **Number of Terms:** 2  
**Political Party:** NRM  
**Total:** 22

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>8</b>	<b>30</b>
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	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>13</b>	<b>23</b>
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>1</b>	<b>42</b>
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	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>22</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Florence Odong  
**Constituency:** Erussi **Gender:** Female  
**Number of Terms:** 3 **Political Party:** NRM  
**Total:** 21

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>10</b>	<b>30</b>
i) Participation in plenary sessions	4	8
ii) Participation in committees	6	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>8</b>	<b>23</b>
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	0	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>2</b>	<b>5</b>
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>1</b>	<b>42</b>
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	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>21</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Joseph Yoacel  
**Constituency:** Kucwiny **Gender:** Male  
**Number of Terms:** 1 **Political Party:** NRM  
**Total:** 19

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>6</b>	<b>30</b>
i) Participation in plenary sessions	2	8
ii) Participation in committees	0	8
iii) Moved a motions in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>13</b>	<b>23</b>
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>0</b>	<b>42</b>
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	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>19</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Dorine Nimungu  
**Constituency:** PWD-Female; Nebbi District  
**Gender:** Female **Number of Terms:** 1  
**Political Party:** NRM  
**Total:** 19

PARAMETER/INDICATOR	Actual Score	Maximum Score
<b>1 LEGISLATIVE ROLE</b>	<b>6</b>	<b>30</b>
i) Participation in plenary sessions	0	8
ii) Participation in committees	6	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>13</b>	<b>23</b>
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>0</b>	<b>42</b>
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	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>19</b>	<b>100</b>

**District:** Nebbi **Name of councillor:** Dorine Acen  
**Constituency:** Nebbi T.C/s/c **Gender:** Female  
**Number of Terms:** 1 **Political Party:** UPC  
**Total:** 16

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

**District:** Nebbi **Name of councillor:** Joshua Anywarach  
**Constituency:** Youth-Male; Nebbi District **Gender:** Male  
**Gender:** Male **Number of Terms:** 1  
**Political Party:** NRM  
**Total:** 13

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

**District:** Nebbi **Name of councillor:** Rosemary Angekon  
**Constituency:** Panyimur s/c **Gender:** Female  
**Number of Terms:** 1 **Political Party:** NRM  
**Total:** 13

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

**District:** Nebbi **Name of councillor:** Richard Orieda  
**Constituency:** Panyimur **Gender:** Male  
**Number of Terms:** 1 **Political Party:** NRM  
**Total:** 8

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

**District:** Nebbi **Name of councillor:** Dorine Odongtho  
**Constituency:** Parombo/Akworo  
**Gender:** Female **Number of Terms:** 3  
**Political Party:** NRM  
**Total:** 6

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

## Footnotes in tables

1 See, Population and Housing Census (2002)



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ISBN: 978-9970-07-017-6



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