



ADVOCATES COALITION FOR DEVELOPMENT AND ENVIRONMENT

LOCAL GOVERNMENT COUNCILS SCORECARD ASSESSMENT 2014/2015

UNLOCKING POTENTIALS AND AMPLIFYING VOICES



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Kiran Cunningham | Eugene G. Ssemakula | George Bogere | Russell Rhoads | Jonas Mbabazi



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■ Abbreviations

ACODE	Advocates Coalition for Development and Environment
CEAPs	Civic Engagement Action Plans
CEMs	Civic Engagement Meetings
CAO	Chief Administrative Officer
CBOs	Community Based Organizations
CBTIC	Citizens' Budget Tracking and Information Centre
CG	Central Government
CICO	Chongqing International Construction Corporation
CSOs	Civil Society Organizations
DEC	District Executive Committee
DGF	Democratic Governance Facility
DP	Democratic Party
DPAC	District Public Accounts Committee
DSC	District Service Commission
ESSAPR	Education and Sports Sector Annual Performance Report
FAL	Functional Adult Literacy
FDC	Forum for Democratic Change
FGD	Focus Group Discussions
FY	Financial Year
GDP	Gross Domestic Product
GT	Graduated Tax
HSAPR	Health Sector Annual Performance Report
KIs	Key Informants
LC	Local Council
LGC	Local Government Council
LGCSCI	Local Government Councils Scorecard Initiative
LGFC	Local Government Finance Commission
LHT	Local Hotel Tax

LLG	Lower Local Government
LST	Local Service Tax
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MOU	Memorandum of Understanding
NAADS	National Agricultural Advisory Services
NDP	National Development Plan
NPPAs	National Priority Programme Areas
NRA/M	National Resistance Army/Movement
NRM	National Resistance Movement
NWSC	National Water and Sewerage Corporation
NUSAF	Northern Uganda Social Action Fund
OBT	Output Budgeting Tool
PHC	Primary Health Care
PRDP	Peace Recovery and Development Programme
PWDs	Persons with Disabilities
SFG	School Facilities Grant
SC&PO	Standing Committees and Political Oversight
UFA	Uganda Federal Alliance
UGX	Uganda Shillings
ULGA	Uganda Local Government Association
UPC	Uganda Peoples Congress
UPE	Universal Primary Education
URA	Uganda Revenue Authority
WESAPR	Water and Environment Sector Annual Performance Report

■ Executive Summary

Unlocking potentials and amplifying voices is the theme of this sixth Local Government Councils Scorecard Initiative (LGCSCI) report for FY 2014/15. In addition to presenting findings of the annual assessment of the performance of elected district leaders, the report offers a flashback of the past six years of implementing the LGCSCI by ACODE and ULGA. After six years of conducting regular assessments about the performance of local governments, a number of noticeable changes have been registered at three levels 1), the performance of Local Governments 2), policy responses at the national level 3) and citizen's engagement at community level. Moreover, there are visible outcomes of the initiative in the 26 districts, including improved monitoring of service delivery by councillors, improved quality of council debates and council minutes, and progress in the timely release of funds to local governments by the Ministry of Finance Planning and Economic Development.

The LGCSCI central premise is that by monitoring the performance of local government councils (LGCs) and providing information about their performance to the electorate on a regular basis, citizens will demand accountability from their elected leaders. This increased demand, which Civil Society Organizations (CSOs) and local governments channel upwards to the national level, would ultimately result in a more engaged citizenry, a more responsive government, better performing local government officials, and more effective public service delivery. Activating this accountability chain requires building the capacity of the key stakeholders to demand and supply better governance and service delivery and building durable linkages through which the demand and supply can flow. LGCSCI project activities focus on both: enhancing the ability of communities, CSOs, and LGCs to demand improved service delivery, and creating the opportunities for productive engagement between these key actors through which these demands can be effectively made and addressed.

LGCSCI is grounded in an action research methodology and incorporates systematic quantitative and qualitative data-collection techniques that follow conventional scientific research norms and good practices. District councillors, chairpersons, speakers of council, and district councils are all assessed using the scorecard: a rigorous, evidence-based process that enables researchers to triangulate data from a variety of sources to arrive at the ultimate performance scores. Each scorecard is divided into parameters corresponding to the roles and responsibilities of local government councils outlined in the Local Government Act, and each parameter has a series of indicators. Every indicator is assigned an absolute score that is awarded using a threshold approach to

create a cumulative total of 100 points. The Score-Card is designed to fit into what is largely seen as the “missing middle” of social accountability initiatives, turning uninformed citizens into informed citizens, unresponsive government into responsive government, and unaccountable government into accountable and effective government.

As a strategic social accountability initiative designed to build both the “voice” and “teeth” necessary for responsive governance, the Local Government Council Scorecard Initiative focuses on building the capacity of citizens to demand for effective service delivery and the capacity of local governments to meet that demand by providing services effectively and efficiently. The bulk of LGCSCI’s success thus far has been on the “teeth” side. As the information presented in this report conveys, local government’s capacity to respond to citizen “voice” has indeed been strengthened. The performance of local government councils, as indicated by their scores, has steadily increased and councillors themselves express increasing confidence in their ability to do their work.

On the demand side, in 2014/15, ACODE took its work with citizens to a new level, moving from mere civic education to civic engagement. With the transformation of Focus Group Discussion into civic engagement meetings, leading to development of Civic Engagement Action Plans (CEAPs), citizens are now developing the awareness and CEAPs act as a social contract between elected local leaders and the electorate where both parties agree on the plan of action in terms of service delivery issues. Both parties agree to implement the CEAP to enhance service delivery. The evidence from the five districts where the CEAPs were pilot-tested shows significant improvement in monitoring of service delivery by councillors and increased vigilance of citizens in demanding for better services.

Cast against the history of LGCSCI, the current assessment presents a compelling case that decentralization is the most appropriate mechanism of building local democracy. Citizens are becoming better able to use their voices to demand for improved service delivery and local governments are better able to do their jobs. There has been remarkable improvement not only in the overall performance of the elected political leaders since the scorecard was first introduced in 2009, but also in the legislative and monitoring performance areas. Impressive improvements are visible this year in the scorecards of hitherto poorly performing districts like Tororo and Agago which is largely attributed to successful resolution of the conflicts by LGCSCI interventions. The work of local governments, however, continues to be hindered by a variety of structural issues, the most of significant of which is inadequate human and financial capital to do what they have been mandated to do. Addressing these structural

issues and continuing to build the capacity of citizens and local governments to engage with each other will create the supply and demand for quality services delivered to the people who need them.

The 2014/2015 LGCSCI report makes the following recommendations:

- Broaden and deepen citizen engagement with local government leadership;
- Increase opportunities for collaboration across districts;
- Resolve political and administrative conflicts;
- Provide additional supports to councillors representing women, youth and people with disabilities;
- Address the leakages in funds flowing to and through local governments;
- Enhance capacity for local revenue generation;
- Provide a higher percentage of funds as unconditional grants to local government;
- Increase financing for local government;
- Set education level for district councillors;
- Impose a moratorium on the creation of new districts.

This year's assessment points to the power of citizen voice in demanding – and even creating – change. The new components of the initiative focused on building citizen capacity to engage their councillors using the tools of civic engagement are already yielding positive changes in service delivery. The concerns that citizens raise with passion are getting addressed through sending SMS messages, writing letters and delivering petitions to the relevant authorities in local government. Boreholes are being repaired and dug, school buildings are getting repaired, staffing issues at health centers are getting resolved, and road construction is being more closely monitored. The capital generated by the implementation of the LGCSCI in the last six years gives hope that if scaled up in more districts, the initiative could become a game changer in the push for the realization of Uganda's vision 2040. Already, the potentials of decentralization are becoming unlocked, and the voices of citizens are louder, more effective, and being heard.



Using the scorecard for local government accountability

1 INTRODUCTION AND BACKGROUND

Uganda is a country of opportunities. From the status of a collapsing state in 1985 to a vibrant democratizing society, Uganda has fully embraced decentralisation policy to improve its governance. A critical analysis of the progress of Decentralisation in Uganda after over two decades of its implementation reveals a combination of significant progress, stagnation, reversals and policy challenges (Bainomugisha et al., 2014). However, what is not in doubt is that Uganda has steadily been able to maintain sustained socio-economic and political development. Democratic decentralisation, coupled with sound macroeconomic stability, post-conflict reconstruction of northern Uganda and consistent donor inflows and investments in response to pro-market reforms largely account for a sustained period of high economic growth. According to the World Bank, the country recorded real gross domestic product (GDP) growth averaging 7% per year in the 1990s and 2000s, making Uganda one of the fastest growing countries in Africa (World Bank, 2015).

Introduced in the late 1980s by the National Resistance Movement (NRM) Government, decentralisation sought to address governance failures of the past decades and improve the quality of service delivery to the citizens. The promise and the expectations of decentralisation are captured in a statement by Sam Njuba, the then Minister of Constitutional Affairs, while opening a workshop for local government executives:

The policy thrust of the local government reforms is to promote active citizen participation in the national development process, to integrate and invigorate the local planning process, and to optimize resources utilization at the local level. The ultimate goal of the reforms is the provision of an appropriate institutional framework, which ensures public participation in government process and facilitates a greater public service delivery system (Villadsen and Lubanga, 1996).

Furthermore, during the same period, Uganda surpassed the Millennium Development Goals (MDGs) targets of halving poverty by 2015, and made progress in promoting gender equality empowering women and reducing the population that suffers from hunger. In education, Uganda has achieved universal primary enrolment with a rate of over 90% since 1997. In the health sector, several health centres have been built across the country, bringing health services close to the people. During this period, Uganda also discovered oil and gas, which attracted a lot of investments in infrastructure and other

development sectors. These developments are expected to spur economic growth once oil production commences in the near future.

The adoption of the decentralisation policy in 1993 and the enactment of the Local Government Act in 1997 (CAP 243) have contributed to the socio-economic and political progress of Uganda. However, the country still grapples with serious development deficits, especially in the delivery of efficient public services. The urgent need to provide better services to citizens cannot be ignored if it is going to realise Uganda Vision 2040.

In order to address the critical challenges facing local governments that inhibit them from executing their mandate, and the build local democracy, ACODE in partnership with Uganda Local Governments Association (ULGA) has since 2009 been implementing the Local Government Councils' Scorecard Initiative (LGCSCI). The six years of conducting regular assessments and capacity building for selected local governments have resulted in numerous positive outcomes that will be discussed throughout the report.

This sixth Local Government Councils Scorecard Assessment presents the performance results of elected local political leaders in 26 districts around the country during the FY 2014/2015. The Local Government Councils' Scorecard Initiative was designed as a 10-year local governance initiative, which aims at strengthening citizens' demand for effective public service delivery and political accountability from their elected leaders at the district level. While LGCSCI is being implemented in 30 districts around the country, this report covers 26 districts where the assessment has taken place for more than four consecutive years. The report for the new LGCSCI districts of Arua, Nwoya, Masindi and Apac will be published as a stand-alone report since they are at a different level of capacity building. The initiative is premised on the understanding that decentralisation is crucial to the socio-economic and political transformation of societies, especially those that are conflict-prone and transitioning from war to peace.

The goal of the initiative is to strengthen the weak political accountability mechanisms between the citizens and their elected local leaders that prevent citizens from receiving efficient service delivery mainly by building a civic infrastructure and boosting councillor professionalism and performance. The conceptualization of the initiative was based on the realization that the problem of poor quality services at local government level and lack of political accountability by elected leaders can be improved by complementing the current supply-side interventions from the government with demand-side solutions.

The thinking behind the initiative is that in order for democracy to work where responsive actors deliver quality goods and services to the citizens, both its supply side (government machinery) and its demand side (citizen agency) must complement each other, resulting into an efficient and responsive government. After many years of working with government institutions at the centre (supply side), ACODE realized that without building the citizens' civic awareness to demand for better services from their elected leaders while performing their duties and obligations (pay taxes, participate in elections and community services), the supply side of democratic accountability would lead to inefficient and unresponsive actors. Consequently, LGCSCI is premised on the demand-side model theory of change. The theory of change of LGCSCI is that by monitoring the performance of local councils on a regular basis and providing relevant information about their performance to the public, the citizens will demand for increased political accountability of their elected local political leaders, triggering a vertical demand for accountability from the local to the national levels. The leaders would ultimately improve the way they deliver services to the citizens.

During the design of the initiative, it was anticipated that in a country such as Uganda, where the majority of the leaders are not used to accounting for their actions and decisions, there was bound to be resistance to regular assessments. Indeed, during the first years, the initiative faced stiff resistance from some of the district chairpersons and councillors. However, as time went by, local leaders realized that the initiative was never intended to be a name-and-shame one. Instead, the initiative sought to build the capacity of local governments by training councillors, speakers and chairpersons in their mandated performance areas. In order to build the capacities of local governments and strengthen the citizens' ability to demand for effective service delivery and political accountability, LGCSCI has done the following:

- a. Supported capacity building for local councillors to understand their mandate as provided for in the Local Government Act and the Ugandan Constitution;
- b. Supported capacity building for the electorate to conscientise them about what they should expect from their elected local leaders, sensitise them about their duties and obligations as citizens and empower them with the tools of civic engagement.

The key district elected leaders and organs that are periodically assessed are the District Chairperson, the Speaker, the Council and individual Councillors. Their performance scores are widely disseminated to the electorate to help them understand how their leaders are performing. The interventions on capacity building for local leaders and the electorate was largely influenced by

the research findings which revealed that most councillors did not understand their roles and responsibilities as provided for in the Local Government Act and the Ugandan Constitution.

Capacity building has largely been delivered through conducting regular inception training workshops for the district leadership emphasizing the roles and functions of each leadership category. More recently, peer-to-peer district learning has been transformed into the Multi-district Leadership Forum, where issues that affect performance of local governments such as conflicts, low local revenue generation, and unclear Council Rules of Procedure are addressed. Capacity building for the technical staff has also been delivered to Clerks to Council and Chief Administrative Officers (CAOs) aimed at improving the quality of council minutes and harmony between the political and technical arms of government at the district level. Capacity building interventions and the reward system for best performing local governments and local leaders have greatly boosted acceptance of the programme and created a serious demand for expansion by districts that are not covered by LGCSCI¹.

The rationale for capacity building cannot be overemphasized. Strengthening the social contract in promoting efficient service delivery and political accountability in local governments is critical since it is in line with the thinking that because the state is created by the people, it embodies those interests. Its role therefore is to act as a neutral arbiter and mediate these interests when individuals or groups come into conflict with each other (UNDP, January 2014). Within LGCSCI, strengthening the social contract takes the form of establishing a civic infrastructure of accountability. In the first five years of the initiative, this primarily took the form of civic education.

In 2014/15, ACODE shifted its focus from civic education to civic engagement. With the replacement of civic education meetings with civic engagement meetings (CEMs) and the replacement of focus group discussions with civic engagement action plans (CEAPs), citizens develop the awareness *and* the tools for meaningfully engaging with their elected officials to solve service delivery problems.

The evidence from the five districts where the CEAPs were pilot-tested shows tremendous improvement in monitoring of service delivery by councillors and increased vigilance of citizens in demanding for better services. Based on the success of CEMs and CEAPs in the pilot districts, they will now be replicated in all 26 districts of concentration around the country.

¹ See, Evaluation of the ACODE Scorecard for Local Government (2014) Kampala, Uganda, August.

1.1 Summary of Key Findings

After six years of conducting regular assessments about the performance of local governments, it is clear that decentralisation is relevant to Uganda and is the most appropriate mechanism of building participatory democracy at the local level. More so, decentralisation has been found to be very relevant for conflict-prone countries as a conflict management mechanism because it broadens participation of citizens in decision-making and benefits of national development. While the institutionalization of decentralisation and other practices of accountability in local governments create particular challenges for both the leadership and the citizens initially, in the end, it consolidates democracy and peace and citizens begin to reap the benefits such as improved service delivery and control of their destiny. The research findings from this initiative drive the point home that there is an urgent need to deepen decentralisation as opposed to recentralization (EALGA, 2013).

Furthermore, it has been established that conditional financing of local governments prevents them from prioritizing their needs and undermines their ability to carry out localized planning as part of their mandate envisaged under the decentralisation policy. After over two decades of decentralisation, there exists some resistance to decentralisation at the centre by some technical people who feel threatened by loss of power and resources. These technocrats have worked hard to frustrate and undermine decentralisation and prove it cannot work and have been behind efforts to recentralise certain functions from the local governments (Villadsen and Lubanga, 1996). Instead of recentralising, government should address identified capacity limitations of local governments. Other challenges include poor performance in UPE; low staffing levels in most Local governments; and, political and administrative conflicts which stifle service delivery.

Despite the challenges, a number of noticeable changes have been registered at three levels: 1) the performance of local governments, 2) policy responses at the national level, and 3) citizens' engagement at community level. These impacts are discussed in detail in Chapter 7. Some of the vivid impacts of the initiative include improvement in monitoring of service delivery by councillors; improved quality of Council debates and minutes of council meetings; political oversight over the technical arm and citizen participation.

The Civic Engagement Action Plans (CEAPs) and Civic Engagement Meetings (CEMs) have strengthened the social contract between the elected local leaders and the electorate by creating issue-based civic awareness around service delivery matters. Under CEAPs, elected local leaders agree with the electorate on a plan of action and commit themselves to deliver on key service delivery demands.

Another visible impact is capacity building for local civil society partners. Over the period of six years, ACODE has invested in strengthening the research and advocacy capacity of local partner organizations. Most of these organizations are more actively engaging local governments to influence policy processes, especially the budget. Besides training key staff of partner organisations in policy research and policy advocacy, ACODE provides internship placements for their strategic staff leaders on how to run successful policy-oriented organisations. Under this project, these local leaders have testified how they have become better leaders as a result of the scorecard.²

The synthesis report is organized in eight chapters. The introduction provides the background to the project and an overview of the decentralisation process over the last two decades in Uganda. Chapter 2 examines the theoretical and conceptual context of initiative within the framework of decentralisation. It traces the genesis of the decentralisation process in Uganda and analyzes its performance over time. The chapter also provides the conceptual framework of the Local Government Councils Scorecard Initiative as a social accountability initiative suitable for moving the wheels of the bureaucracy on the supply side to perform its mandate as well as empowering the citizens to demand for better service delivery and political accountability. The chapter also discusses the theory of change of LGCSCI.

Chapter 3 mainly deals with the research methodology, scope and indicators used in the research process. The chapter also discusses other aspects of the methodology since LGCSCI uses an action-oriented approach that seeks to build the capacity of both councillors and citizens. For example, the scorecard is used to assess the performance of elected local leaders and provides vital information about their roles, duties and obligations. Chapter 4 discusses the patterns and trends of local government financing. It analyses the financing mechanism and levels of financing over time and how financing impacts on the performance of local governments. It also provides policy options for efficient and effective financing. Chapter 5 amplifies citizens' voices by discussing citizens' perspectives on five key service delivery sectors: education, health, water, roads and agriculture. Chapter 6 provides an analysis of the scorecard performance of local leaders in 26 districts during the FYI 2014/15, while Chapter 7 examines the impact of LGCSCI on the performance of local governments over the period of five years since 2009. The final chapter contains the conclusions and policy recommendations arising from the findings.

² Testimony by the Chairperson Mbale District during the Multi-District Leadership in Mbale in July 2015.



Citizen engagement is the key to ensuring political accountability

2 CONCEPTUAL FRAMEWORK: DEMOCRATIC DECENTRALISATION AND RATIONALE FOR LGCSCI

2.1 Conceptualising Democratic Decentralisation

The implementation of the decentralisation policy in Uganda was intensive and largely successful at the beginning of the reforms (since 1992) because of high level political commitment starting from the President, the Minister of Local Government and Parliament; committed and competent technocrats pivoting around the Decentralisation Secretariat; and the timing of introducing decentralisation that coincided with the Constitutional review process which facilitated the detailed integration of the decentralisation policy in the Constitution. John Wycliffe Karazarwe, the former President of Uganda Local Government Association (East African Local Governments Association, 2011).

Decentralisation can be defined as ‘...the transfer of authority, responsibility and accountability from central to local governments’, democratic decentralisation looks beyond local government administration and service delivery to institutions and structures that enable people to decide things and do things for themselves. It also emphasizes the presence of mechanisms for fair political competition, transparency, and accountability, government processes that are open to the public, responsible to the public, and governed by the rule of law. (Barnett, Minis, & VanSant, 1997).

The definition above emphasizes that decentralisation is the vehicle that takes government closer to the citizens where citizens are not mere spectators but key actors and shapers of their destiny. In the case of Uganda, after many years of mismanagement of the state affairs, coupled with poor or absent public services and suffering, citizens spoke through the Constitutional Commission in 1992. After five years of intensive consultations by the Constitutional Commission about the nature and form of government that should govern in Uganda, the Commission Report declared that,

People want a form of government that is fully democratic and all-embracing in terms of participation and benefit. It should be one where the leaders put the interests of the people above their own. Such a form should make leaders at every level fully accountable to the people who elect them. (Report of the Uganda Constitutional Commission, 1992)

Decentralisation is well anchored in the Ugandan Constitution. The Constitution promises to involve people in the formulation and implementation of development plans and lists 'participatory democracy' as one of the principles of the process. Decentralisation is also provided for by the East African Community Treaty, which was signed on 30 November 1999 between Uganda, Kenya and Tanzania (initially), and then subsequently signed by Burundi and Rwanda.

The EAC recognizes the role of local governments and civil society in the deepening and widening of the regional integration processes. The Council of Ministers has invited proposals on how to integrate the local governments and civil society in its governance, programmes and projects and in regional development. The East African Local Governments Association (EALGA) and the national local governments associations who make it up, represent the institutions of popular representation and political participation closest to the people. Within the framework of regional integration, local governments are largely seen as key actors of strengthening the regional integration process, carrying out civic education, and dissemination of EAC treaties, protocols and policies to the citizens as well as implementing growth activities.

Over a period of almost two decades, the implementation of decentralisation in Uganda has aroused people's interest in democratic ideals of freedom, human rights, responsible and accountable governance. Given that Uganda was nearly a collapsed state in 1986 when the NRM took power, decentralisation provided a lifeline for recovery as it quickly mobilized the citizens and encouraged them to participate in the national development processes. As Tusasirwe (2007) has observed, decentralisation promoted broad participation of the majority of citizens in national development and decision-making and became a conflict management mechanism in a country where power and authority had previously been concentrated in the hands of a handful of individuals at the centre. As the majority of the citizens participated in socioeconomic and political processes, the violent competition for fewer political positions at the centre lessened, breaking the conflict trap of a vicious cycle of violent conflicts that had characterized Uganda's post-independence politics (Tusasirwe 2007).

While Uganda has registered significant developmental dividends under decentralisation, efficiency and effectiveness of service delivery is far from what it should be. Researchers agree that the sticking points are a lack of transparency and insufficient resources at the local government level. Research by Manyak and Katono (2015), for example, points to progress with decentralisation, but highlights the need for local government officials to have the resources they need to oversee effective service delivery. Their study comparing the Local Government Development Programme II with the more recent Local Government Management Service Delivery Programme found that while devolution of the capital budget in local governments has come a long way,

local governments continue to be constrained by inadequate staffing and local revenue generation. Similarly, Nangoli Ngoma, Kimbugwe and Kituyi (Nangoli et al., 2015), in their examination of the extent to which fiscal decentralisation improved service delivery, found that “fiscal decentralisation is still a feasible strategy for bringing about improved service delivery in local governments.” However, they note that it “most times fails to bring about better quality services because most contractors hired to provide services on behalf of government are compromised through corruption and other tendencies such as nepotism, favoritism and abnormal bureaucracies” (p.4). District-specific research conducted by Cankwo, Obanda & Pule (2015) and Obicci (2015) also identifies issues related to transparency as hindering the effectiveness of service delivery. Cankwo et al., (2015) examined procurement processes in Nebbi District and found that “insignificant, effective management of tactical procurement cycle time can improve service delivery in the District” (p.22). On a similar note, Obicci’s examination of political transparency and public service delivery in Agago District found the two to be closely associated; efforts to increase transparency, Obicci suggests, are associated with increased commitments by district officials to public service delivery (Obicci, 2015).

Thus, while decentralisation has been around for more than two decades, one cannot safely say that it has consolidated local democracy beyond the point of reversal. An analysis of the progress of decentralisation reveals serious policy gaps that, if not addressed, could easily result into reversals. For example, in 1997 decentralisation opened wider the gates of primary school enrolment which more than doubled the enrolment of primary school children from 3.1 million to 8.4 million in 2013 (The Guardian, 2015). While the primary school enrolment soared and continues to produce impressive figures, primary school education has continued to experience the highest rates of school dropouts with less than 54% of pupils completing primary seven on average. The situation is worse for the girl child where only 30% of them complete primary level education. Another matter of concern is that the quality of primary school education has not been improving but declining. Study after study reveals that some of the graduates of the Universal Primary Education cannot read or write and yet are encouraged to proceed to secondary education level. Unless government deliberately invests in improving the quality of UPE, the country will soon reap negative consequences of poorly skilled citizens.

Furthermore, government has invested significant resources in the construction of Primary Health Care (PHC) infrastructure upcountry to bring health care closer to the people. While PHC infrastructure has largely been expanded across the country, the quality of health care remains wanting in most parts of the country, especially in hard-to-reach areas. Quality health care suffers from the problems of staff absenteeism and understaffing, frequent drug stock-outs, underpaid

staff and rude health workers, all of which dishearten patients and drives them to opt for traditional healers.

Another challenge that inhibits local governments' ability to deliver on their mandate is poor financing and dependence on the central government for their operations. It should be noted that over 92% of local government financing comes from the central government. The level of budget financing for local governments as a portion of the national budget has been declining over time. For example, while during the FYI 2013/14, 17% of the National Budget was devoted to financing local governments, during the FY 2014/15 only 15% of the National Budget was earmarked for local governments. Poor financing, coupled with conditional grants which limit local planning in terms of priority areas for investment, limits local governments from delivering on their mandate to the citizens under their jurisdiction.

Moreover, local governments face the challenge of creation of new districts. Creation of new districts has made some districts unviable and incapable of delivering quality services due to revenue loss, rampant conflicts between the new and mother districts over resource sharing, demarcation of new borders and inter-ethnic conflicts since the demand for districts is often aimed to serve tribal aspirations. While some of the districts that were divided were very big and required sub-division to increase efficiency and bring services closer to the people, some of the districts were created following ethnic sentiments and manoeuvres by local political elites to carve out areas for political capital. Also, while decentralisation transferred power, authority and resources from the centre, it also transferred corruption to local governments. Central to poor service delivery has been serious resource leakages and elite capture of resources meant for delivering services to the communities. It is common practice for local councillors to award themselves tenders through proxies to construct feeder roads and supply other materials to local governments.³ Poor feeder roads in most local governments are a result of this problem.

The roads sector in local governments has remained the most troubled. In spite of the increased financing by Government to the roads sector, most roads in local governments remain a nightmare to the citizens.

Most of them are impassable to the extent that farmers fail to access markets to sell their produce. Local governments continue to get less funds for the same task compared with Uganda National Roads Authority (UNRA) which defeats the logic of planning.

³ Interview with communities and some local leaders at the Multi District Leadership Forum in Arua, September 2015.

While local governments have consistently raised the issue of underfunding, their appeals have not been responded to by the responsible ministries at the centre. The sector has also been plagued by corruption which makes it difficult to deliver quality roads to citizens.

A notable instance of corruption involved the construction of Katosi road in Mukono District, where UNRA was tricked into paying UGX 24 billion in advance to a dubious firm leading to stalling of the project (Bainomugisha et al., 2014). As government prioritizes infrastructure development, serious steps must be put in place to deal with corruption in the roads sector if local governments are to make progress in service delivery.

ACODE's recent work examining the governance of public expenditures in the health, education, agriculture and roads sectors adds another layer to our understanding of how decentralisation continues to unfold in Uganda. The results of studies suggest that while the systems of decentralized governance have, for the most part, been put in place, the functionality of these structures is still work in progress. Lack of coordination between the various stakeholders and government bodies, for example, was found to be especially problematic in the delivery of agricultural services:

One of the main coordination challenges is the breadth of the sector itself with its many institutions and agencies, both public and private. Agriculture is a national concern at the same time as farming is a local, family activity. This breadth challenges the ability of MAAIF to implement a range of programmes serving the different needs of stakeholders across the sector. Unwieldy coordination impedes sector performance as well as the process of transforming the sector through new practices and technologies adopted at the level of the family farm. Relatedly, this complicated breadth fosters an inadequate capacity for the Ministry to supervise and monitor the activities undertaken by the various agencies within the sector, which can translate into underperformance and affect future funding (Rhoads et al 2015, p.44).

Lack of effective coordination is also a key factor affecting the governance of public expenditure in the roads sector, as is inadequate supervision and monitoring. As Bogere et al. (2015) point out, it is "through supervision and monitoring that the performance of duty bearers can be ascertained and sanctions or rewards imposed or conferred" (p.21). In Uganda's decentralized service delivery system, this is the responsibility of local government officials. Their research found, however, that districts often lack the funds to carry out the levels of monitoring and supervision necessary to prevent shoddy work and leakage of funds. In addition to lack of funds, officials at the local government

often do not have the decision-making power they need in order to fulfil their mandated responsibilities. In the health sector, for instance, district officials do not have the decision-making power they need to ensure adequate staffing of health centres.

The health sector decentralized many responsibilities to the district level, particularly to the office of the District Health Officer (DHO). This has had implications for human resource planning and recruitment. The Ministry of Health has established staffing norms and services that should be in place at the district and lower levels so as to reach out to the communities and provide quality services. The three districts, still experience human resource gaps for implementation of priority health interventions, and are not allowed to recruit staff to fill those gaps due to the freeze on recruitment of staff by the central government (Kajungu, et al 2015).

In the education sector, decentralisation itself was found to be incomplete, hindering the ability of local government officials to fulfil their legislated roles:

In the management of finances, certain roles have not been fully decentralized or have been recentralized. For example, although recruitment of primary teachers was left to the local governments, the management of the payroll is still a centralized function. As such, there are concerns from district officials about how to hold teachers accountable since they have no authority over the payment systems. In fact, district officials interviewed complained about the non-existent authority line between the district and secondary schools, which directly report to the centre (Makaaru et al, p.53)

Overarching all four reports is the issue of a lack of transparency in how budgets are allocated and how allocated funds are spent.

Decentralisation of service delivery was designed to bring government closer to the people. Indeed, much progress has been made to establish the structures and practices of people-centred service delivery. In spite of this progress, there is widespread recognition that the delivery of public services is not yet where it should be. Getting from here to there will involve continuing to enhance the capacity of local government leaders to do the job they have been mandated to do and enhance the capacity of citizens to hold them accountable.

2.2 LGCSCI: Strategic Social Accountability for Democratic Decentralisation

Across the world, researchers, civil society, and communities continue to develop and try out innovative strategies for increasing government accountability. In low- and middle-income countries, the focus on these accountability initiatives is often connected to service delivery. As a 2011 World Bank publication on social accountability (Holla et al., 2011) notes,

In many low- and middle-income countries, dismal failures in the quality of public service delivery are demonstrated by high rates of absenteeism among teachers and doctors; leakages of public funds intended for schools, health clinics, or social assistance benefits; and shortages of stock-outs of pharmaceuticals and textbooks. These failures have driven the agenda for better governance and accountability. Governments, civil society, and donors have become increasingly interested in the idea that citizens can contribute to improved quality of service delivery by holding policy makers and providers of services accountable (p.2).

Accountability is fundamental to democratic decentralisation. Meaningful engagement of the electorate in democratic governance requires transparency in the relationship between government officials and citizens, a sense of obligation among government officials to be responsive to citizens, and an empowered citizenry capable of punishing their government representatives if they fail to do so (Lee, 2011). Social accountability refers to building accountability through citizen engagement in which “ordinary citizens and/or civil society organizations participate directly or indirectly in exacting accountability from public sector officials (Malena et al., 2004), often through the monitoring of public sector performance.

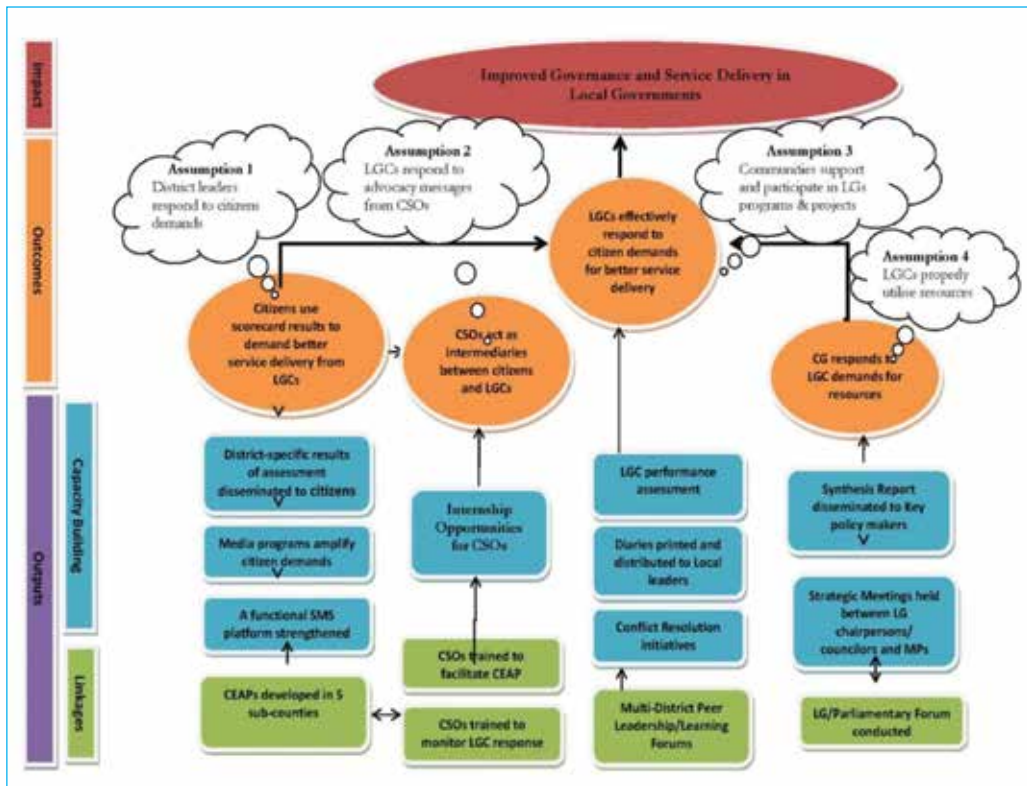
LGCSCI is a strategic social accountability initiative that enables citizens to demand excellence of their local governments and enables local governments to respond effectively and efficiently to those demands. The initiative’s theory of change is portrayed in Figure 1. A key component of strategic social accountability initiatives is developing and augmenting citizen “voice”. Voice refers to the various ways in which citizens – either as individuals or in organized formations – can express their opinions and concerns, putting pressure on service providers, policy makers and elected leaders to demand better services or to advocate for them (Crawford, 2009). The first column on the theory of change diagram points to the components of LGCSCI that involve using the scorecard to enhance citizen voice. Reviews of social accountability initiatives have shown, however, that results from initiatives that rely solely on citizen voice

tend to be weak (Fox, 2014, Lee and Odugbeme, 2011, Joshi, 2013, Gaventa and McGee, 2013). Researchers have found that citizen voices can be strengthened with the involvement of so-called interlocutors or intermediators who facilitate two-way communication between governing bodies and citizens, and bridge cultural and power gaps (Fox, 2014). Within the LGCSCI, both ACODE and local CSOs play this role as they interface with citizens and act as a conduit for citizen voice during the process of scorecard data collection and the dissemination. The second column on the theory of change diagram illustrates this emphasis and the components of the initiative that comprise it.

Even with amplification of citizen voice by interlocutors, effective social accountability initiatives also need “teeth”; that is government capacity to respond to voice. This includes the capacity to respond positively to citizen voice through, for example, following recommendations that emerge from citizen engagement processes. It also includes governmental capacity to change practices and structures that inhibit transparency through, investigating grievances and changing incentive structures to discourage wasteful, abusive or corrupt practices (Fox, 2014). The Local Government Council Scorecard Initiative has a variety of teeth. The third and fourth columns of the theory of change diagram illustrate the various components of the initiative designed to build the capacity of local governments and central government to respond to citizen voice. Indeed, the publication and dissemination of this report is part of that effort, providing citizens with very concrete information about their elected officials. It also provides a healthy dose of competition between councils to achieve top performance rankings.

Less visible on the theory of change diagram but equally critical to the design and effectiveness of the Scorecard Initiative is what Fox (2014) calls the “sandwich” approach. “Corruption and social exclusion,” he argues, “are produced by vertically integrated power structures. Insofar as multiple links in the chain of governance facilitate the deflection of civil society oversight and advocacy, effective responses require parallel processes that are also vertically integrated” (p.31). Sandwich approaches focus on actors up and down the accountability chain with the aim of creating a state-society synergy for creating change. LGCSCI methodology, focuses on building the capacity of citizens, CSOs, local governments and central government and opening channels between them through which synergistic change can occur.

Figure 1: LGCSCI Theory of Change



The initiative's central premise is that by monitoring the performance of local government councils (LGCs) and providing information about their performance to the electorate, citizens will demand accountability from their local elected officials. This increased demand, which CSOs and local governments will channel upwards to the national level, will ultimately result in a more engaged citizenry, a more responsive government, better performing local government officials, and more effective public service delivery. Activating this accountability chain requires building the capacity of the key stakeholders to demand and supply better governance and service delivery and building durable linkages through which the demand and supply can flow. LGCSCI project activities focus on both: enhancing the ability of communities, CSOs, and LGCs to demand improved service delivery, and creating the opportunities for productive engagement between these key actors through which these demands can be effectively made and addressed.

During the first six years of the scorecard initiative, the focus was primarily on building the capacity of district councils and councillors to perform their mandated roles well. Work with citizens during this phase largely focused on civic education. The assumption was that the provision of data to citizens on

councillor performance coupled with civic education sessions attached to the focus group discussions would catalyse citizen demand. This next phase of LSCSCI moves from education to engagement. At the centre of this strategy are civic engagement action plans (CEAPs) that build a social contract between the electorate and their local elected leaders in order to hold them accountable on their mandates and promises. Tied to the dissemination of score-card results, the CEAPs engage communities in making sense of the results and using them to develop, in essence, a social accountability action plan. Through this process, citizens not only deepen their understanding of the mandated roles and responsibilities of their local elected officials; they come to better understand their own rights and responsibilities as citizens. Both of these are essential to becoming active agents in the demand side of democracy. Because of the involvement of local government officials in the process, CEAPs also build local government capacity, creating what Fox refers to as a virtuous cycle of mutual empowerment that occurs when “pro-change actors in one domain empower the others” (Fox 2014, p.32). The LGCSCI process and the action research methodology underpinning it triggers this mutual empowerment when citizens and their elected leaders use the scorecard to create both the supply and demand for quality services delivered to the people who need them.



Using the scorecard for citizen engagement

3 IMPLEMENTATION, METHODOLOGY, SCOPE AND INDICATORS

3.1 Context and Rationale of LGCSCI

Since 2009, LGCSCI has continued to be implemented from a perspective of the demand-side model of monitoring and accountability, hinged around three major actors. The first group is the citizens who actively get involved in monitoring and demanding better performance from mandated political and administrative institutions and leaders. By engaging in this process, citizens gain knowledge and skills required for civic engagement. The second group is made up of the local government institution which individually and collectively serves the role of a pressure point that is jolted into demanding accountability from the Central Government. The third category is a civil society which, along with the media, has continued to operate in the space between citizens on the one hand and political and administrative leaders on the other hand.

In addition to serving in a capacity building role for all three categories of actors, LGCSCI is also an action research undertaking. Unlike many social accountability initiatives which rely primarily on citizen opinion to produce report cards, LGCSCI is evidence-based. Using systematic quantitative and qualitative data-collection techniques and following conventional scientific norms of data analysis and adoption of good practices, the LGCSCI assessment details actions taken by political leaders and analyses the implications of those actions for service delivery outcomes.

3.2 Selection Criteria of Assessed Districts

Over the past six years, the number of districts covered by LGCSCI rose from 9⁴ in FY 2008/2009 to the 30 in FY 2013/2014 and dropped to 26 in the current assessment of FY 2014/2015. Figure 2 shows districts that participated in the current LGCSCI assessment. Since inception of LGCSCI, selection of districts has always been based on five criteria. The first criterion is the need to include districts from all the regions of Uganda. The objective of this criterion is to encourage cross-regional learning and a better understanding of whether there are any variations in performance due to the geopolitical location of the district.

⁴ The 10 districts were Amuria, Amuru, Hoima, Kampala, Kamuli, Luwero, Mbale, Moroto, Nebbi and Ntungamo.

The second criterion is the length of time individual districts have been in existence. From 1986 onwards, the Government of Uganda has been creating new districts out of the already existing district units. Categorization of districts has therefore been in form of *'the old'* if they were in existence prior to 1986⁵ and *'the new'* if they were created after 1986⁶. The main reason for creating districts has time and again been given as the need to *"bring services closer to the people"*. Ultimately, one of the aims of the scorecard has been to examine whether there are considerable variations in performance between elected local leaders from old districts and those from the newly-created districts. Other districts have been selected for inclusion in the scorecard because of being *'model districts'* according to the Annual Assessment. ACODE thought it imperative to explore whether such a rating could be linked to performance of the elected leadership or a combination of other factors.

The fourth criterion is the perceived marginalization of districts on account of their geopolitical location. This criterion provides a basis for examining the performance of elected leaders in "marginalised" *vis a vis* "non-marginalised" districts. Another element is to assess whether the quality of service delivery in non-marginalised districts is substantially different compared to the districts that are not considered marginalised. For purposes of this criterion, a district is considered marginalised if it is classified in the *"hard-to-reach"* categorisation by the Ministry of Public Service or has suffered prolonged conflicts and instability⁷.

Finally, some of the districts were selected because of their perceived position of influence in a particular region. Given that the scorecard could not be conducted in all districts due to the costs involved, the inclusion of influential districts was intended to ensure that there are spill-over effects of the assessment to other districts within respective regions. A district is considered influential if it has a large population and has a municipality within its jurisdiction⁸. It is important to emphasize that the five criteria have always been complementary rather than exclusive. Consequently, a district meeting multiple criteria has more chances of being selected for inclusion in the assessment.

Since the first assessment of FY 2008/2009, LGCSCI aims at consolidation of democracy and efficiency in public service delivery in Uganda (Tumushabe et al., 2009). This goal has been pursued from two broad but interrelated perspectives.

⁵ For the purposes of the assessment, the following districts fall under this category: Moroto, Mbale, Kamuli, Nebbi, Hoima, Luwero, Mukono, Moyo, Mpigi, Rukungiri, Jinja, Soroti, Tororo, Mbarara, Kabarole and Lira

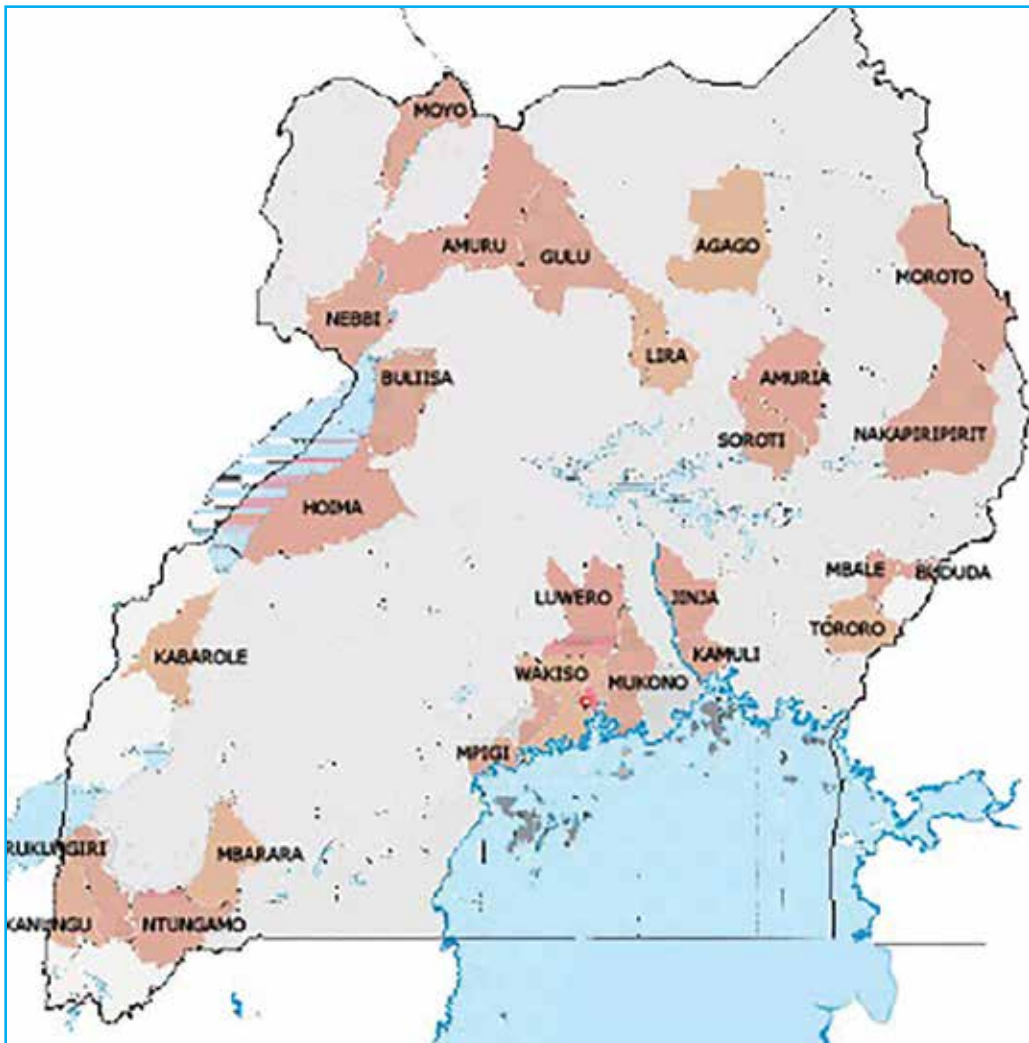
⁶ This category of districts includes: Ntungamo, Amuria, Bududa, Bullisa, Amuru, Nakapiripirit, Agago and Kanungu.

⁷ The following districts fall under this category: Moroto, Nakapiripirit, Amuru, Lira, Soroti and Luwero.

⁸ Mbarara, Lira, Wakiso, Tororo, Moroto, Gulu, Soroti and Hoima fall under this category and are districts considered influential because they have large populations and a municipality within their jurisdiction.

The first perspective has been provision of empirical information on the performance of local government councils to citizens as well as building their capacity to demand for accountability and effectiveness in public service delivery. The second perspective has been identification of factors that inhibit the effective performance of local government councils and building partnerships that, if implemented, could target actions to remove those constraints.

Figure 2: Map of participating districts



Since FY 2008/2009, feedback from all the LGCSCI assessments have led to revisions in delivery of capacity building, methodology and assessment indicators. (Tumushabe et al, 2010) As such, the assessment for the current report reflected this cumulative revision process for (i) the Councillor; (ii) the Chairperson; (iii) the Speaker; and (iv) the District Council. The indicators were a product of an internal methodology review process. These indicators helped to evaluate the relationship between the scorecard performance of local government councils and the quality of public service delivery in each assessed district. The new scorecard parameters focussed on legislative duties, contact with constituent citizens, participation in lower levels of government, and efforts at improving public service delivery. Overall, the assessment for FY 2014/2015 reflects a methodology that has been progressively improving since the one of FY 2008/2009.

3.3 Core LGCSCI Activities Since 2009

3.3.1 Capacity Building

LGCSCI is not only a research undertaking but a capacity building intervention as well. The initiative not only enhances the capacity of political leaders but also engages the citizens and builds their capacity to be effective and responsible agents of political accountability. It also builds the capacity of civil society organizations (CSO) partners to act as mediators between citizens and local government councils to improve service delivery.

3.3.2 Printing and Dissemination of Councillors' Diaries

ACODE and ULGA annually produce and distribute user-friendly and customized diaries. The content of each of the diaries spells out a simplification of the Local Government Act. The primary intention of the diaries is to uplift the level of record keeping among political leaders in districts. The diaries also carry relevant and basic information useful to political leaders. For instance, they contain district-specific contact information for key service delivery personnel, a checklist of the minimum service delivery standards, and a summary of the Local Government Councils Scorecard.

3.3.3 Conflict Resolution Clinics

Over the course of LGCSCI implementation, it became clear that one of the most significant factors affecting effective public service delivery in districts was and remains endemic conflicts in district councils. While some conflicts

have been of a political nature, others have been and are still being caused by economic and social factors. When conflicts have arisen, ACODE and ULGA have found it prudent to resolve them before they get out of hand through round-table meetings and advocacy clinics.

3.3.4 Intensive dissemination

The intensive dissemination component was introduced in LGCSCI in 2012 to provide mechanisms through which the scorecard findings would be spread and assimilated by citizens at the lower local government levels, particularly at parish and village levels. The activities under the component included production of civic education materials (LGCSCI Citizens' Calendar) and community meetings (civic engagement meetings). By implementing activities under the component, LGCSCI was able to build the civic competence of citizens concerning their constitutional rights and obligations to demand for quality service delivery. The community meetings taught citizens about the government's minimum standards of service delivery and accountability for especially the five national priority areas, namely: primary education, health, water and sanitation, agriculture and roads transport. Downward accountability was created through the extensive dissemination of the scorecard. In a nutshell, intensive dissemination targeted bridging of the communication gap between the electorate and their elected political leaders.

3.3.5 Civic Engagement Action Plans (CEAPs)

The Civic Engagement Action Plans (CEAPs) were designed to deepen citizen engagement with the scorecard results and activate citizen demand for better services and introduced in the implementation and assessment of FY 2014/2015. The centrepiece of this component of the methodology is the creation of action plans by citizens for using the tools of civic engagement to engage their councillors addressing persistent service delivery issues. The civic engagement tools include petitions, text messages, letters, radio call-ins, participation in meetings called by councillors, inviting councillors to community meetings, and participation in council meetings. These tools act as vehicles for citizen voice. CSOs/Researchers facilitate the CEAP process, thereby deepening their roles as important intermediaries between citizens and elected political leaders. In this role, they both amplify citizen voice and monitor government response to the action plans.

CEAPs are connected to 3 LGCSCI objectives:

1. Enhancing the effectiveness of citizens and civil society to demand political accountability and effective service delivery.

2. Enhancing the capacity of civil society organization (CSO) partners to act as mediators between citizens and Local Government councils to improve service delivery.
3. Enhance the capacity of Local Government councils to respond to citizens demands for better service delivery.

By design, CEAPs are meant to achieve the following:

1. Help citizens understand the scorecard results and how to use them to demand accountability from LGCs.
2. Increase citizens' awareness of LGC roles and responsibilities.
3. Increase citizens' capacity to use civic engagement tools to demand for improved service delivery.
4. Build LGC capacity in the Legislative Role, Contact with Electorate and Monitoring performance areas.
5. Besides, CEAPS are a civic education and data collection tool.

Partner civil society organizations (CSOs) are engaged in monitoring the responsiveness of local councils to the action plans. This has been found to open an accountability channel between civil society organizations and local government, through which demand for effective service delivery and good governance flows.

3.3.6 ACODE SMS Platform

The SMS platform system is housed in ACODE and enables citizens to send SMS messages to their councillors about any service delivery issue; such as a broken borehole or drug stock outs from a health centre. The SMS platform is implemented as a strategy to create space within the civic infrastructure for citizens to engage with their elected leaders at a minimal cost. Through the platform, citizens are able to share information on public service deficiencies with their elected political leaders and provide the latter with the opportunity to respond or ensure that these issues are raised during council debates. Elected political leaders are informed about the SMS platform and trained in its use during community meetings. The platform is also publicized through radio adverts. Citizens are reminded about how to send messages and the benefits that accrue from such engagement.

3.3.7 Multi-District Leadership Forums

The Multi-District Leadership Forums (MDLFs) build on the successful aspects of the district leaders capacity building trainings as well as the peer-to-peer learning sessions. The MDLFs are organized at a regional level, with five districts coming together at one time and place. In keeping with the LGCSCI action research methodology, the MDLFs combine knowledge dissemination, knowledge generation, and action. The focus is on identifying common challenges and promising practices to build the collective capacity of local government officials in a number of key areas such as conflict resolution skills and working effectively with DECs and PACs. The district delegations include both political and technical leaders and include the five principal district leaders (district chairperson, resident district commissioner, chief accounting officer, speaker and clerk to council) and five district additional councillors, including the councillors representing special interest groups (women, youth, and people with disabilities). During the year covered by this report (2014/2015), MDLFs were piloted in two regions.

3.4 The 2014/15 LGCSCI Assessment Design and Methodology

The action research methodology underpinning LGCSCI combines capacity building with an assessment of elected political leaders' ability to fulfil their mandate as defined in the Local Government Act⁹. LGCSCI is not a name-and-shame undertaking but an intervention geared towards continuous training and equipping of political leaders to be effective in fulfilling their mandates. As such, the assessment tools and methods are designed in such a way that they lead researchers to carry out capacity building through the data collection process. Since inception, each of the annual LGCSCI assessments has always been conducted over a period of four months (June to September).

3.4.1 Participants in the Assessment

While the primary focus of assessment within LGCSCI project is political leaders, data is also gathered from technical leaders such as clerks to council, chief administrative officers (CAOs), district heads of department, sub-county chiefs, administrators of service delivery units and a cross-section of citizens. Political leaders that participate as respondents include district chairpersons, speakers and district councillors.

⁹ See, Local Government Act (CAP 243), Third Schedule

In addition, the district council as the highest decision-making body in the district is assessed as an entity through interviews with clerks to council. Citizens are engaged in the assessment process through civic engagement meetings.

3.4.2 Assessment Participant Selection

Since the focus of LGCSCI is on the entire political leadership at the district level, all elected political leaders are primary sources of information. Technical leaders¹⁰ provided corroborating evidence that was used to score elected leaders. However, for purposes of FY 2014/2015, data to corroborate performance of elected political leaders was collected during community engagement meetings (CEMs). A total of 700 CEMS were carried out in 350 sub-counties.

3.4.3 Assessment Tools and their Administration

The tool for conducting the annual assessment of local government councils is what we refer to as the scorecard. The scorecard contains a set of qualitative and quantitative measurements as well as the methodological steps for conducting the assessment, alternatively called scorecard administration. It was developed through an intensive intellectual and empirical process at the inception of LGCSCI in 2009. The administration of the scorecard is divided into 4 phases, namely: (1) the preparation phase; (2) the fieldwork phase; (3) data collection, management and analysis phase; and (4) outreach and advocacy phase. During the preparation phase, a number of activities including securing buy-in from key stakeholders, customizing the scorecard, selecting the local government councils to be assessed, identification of district research teams and organizing methodology workshops are undertaken. For purposes of quality control and standardization, a task group comprising representatives of local governments, academia, civil society and donors was constituted at the onset of LGCSCI to help provide feedback and guidance on implementation as well as assessment.

¹⁰ The assessment of technical leaders is not part of the current LGCSCI. The assessment of technical leaders in districts used to mainly focus on the planning function, financial management, revenue performance, and local government capacity and project specific conditions. It was biased towards the technical administrative performance of the districts and focused more on the existence of a wide range of district planning documents. Generally, that annual assessment did not put emphasis on the quality of public service delivery in district. For details, see Republic of Uganda (2006). Assessment Manual of Minimum Conditions and Performance Measures for Local Governments. Ministry of Local Government. Kampala.

3.5 The Scorecard and the Local Government Structure

The Local Government Councils Scorecard is a set of parameters and associated indicators designed to monitor the extent to which local government council organs and councillors are performing their responsibilities. The parameters in the scorecard are based on the core responsibilities of the local government councils.

The main building blocks in LGCSCI scorecard are the principles and core responsibilities of local governments as set out in the Constitution, 1995 (As amended) Article 176¹¹, the Local Governments Act (CAP 243) Laws of Uganda, Section 10 (c), (d) and (e)¹². These are classified into five categories: (1) Financial management and oversight; (2) Political functions and representation; (3) Legislation and related functions; (4) Development planning and constituency servicing and (5) Monitoring service delivery.

The scorecard is designed to assess the work of elected political leaders and representative organs to deliver on their electoral promises, improve public service delivery, ensure accountability and promote good governance. It is important to bear in mind that the local government council comprises councillors elected to represent geographically defined areas. Each council also has members elected to represent the special interests of women, youth, and people with disabilities¹³. In LGCSCI, separate scorecards are produced for chairpersons, speakers, councillors, and the district council as a whole. Each of the scorecards for each of the assessed elected political offices is divided into parameters based on the five principles and core responsibilities mentioned above. These parameters are broken down into a set of quantitative and qualitative indicators reflecting the statutory responsibilities and functions of the elected leader or institution being assessed.

3.6 Data Collection Processes

A number of qualitative and quantitative tools have been used to collect the data. Over the time of these assessments, research teams from the participating districts interface with respondents, often in face-to-face encounters. The research team asks all the relevant questions and records the responses. Questions are asked and responses elicited in languages that suit the respondents in terms of comfort and confidence. The respondents are given liberty to refer to documents or refer the researcher to documents to corroborate

¹¹ Constitution, 1995 (As amended), Article 176

¹² Local Governments Act (CAP 243), Laws of Uganda Section 30

¹³ Local Governments Act (CAP 243) Laws of Uganda, Section 10 (c),(d) and (e)

what they are saying. The research team is at liberty to look for any other evidence to gauge the authenticity of responses elicited. The administration of the LGCSCI scorecard is a process. This process is pursued rigorously to ensure the involvement of citizens and the removal of potential bias from the assessment. Data collection is approached using the following methods:

a) Structured Interviews: These are carried out as part of administering the scorecard parameters. Each of the accessible councillors is engaged in a face-to-face interview structured around the scorecard. The process of interviewing is a vital aspect of collecting verbal evidence that is verified later through written evidence of councillors' performance that is adduced through analysis of documents. Information elicited in the structured interviews is critical to the scoring of the scorecard. It also involves collection of the corresponding evidence (records, letters, photographs etc.) to justify the awarded scores.

b) Civic Engagement Meetings: In line with the capacity building component of LGCSCI, Community Engagement Meetings (CEMS) with citizens are conducted in each sub-county. Prior to these meetings, enough mobilization is done to ensure satisfactory attendance. The CEMS are moderated by district-based LGCSCI researchers using guiding statements and questions developed from core thematic areas spelt out in the Local Governments Act. Other than data collection, the meetings are platforms for civic education and empowerment about the role of the district council, councillors and the district chairperson, as well as the duties of a citizen.

c) Key Informant Interviews: Key informant interviews are conducted with technical officers in the district, including CAOs, heads of department, clerks to council, sub-county chiefs and service delivery unit heads. The major focus of these interviews is on collecting succinct information on the status of service delivery and verifying the actions undertaken by the political actors during the financial year.

d) Field Visits: The information collected in structured interviews is verified through field visits to specific service delivery units and unstructured interviews with service users at respective units. Observation of service delivery units is supplemented with photography to verify assertions of councillors.

e) Document Review: This process involves preliminary and on-going comprehensive review of both published and grey literature as well as official government reports. Key literature reviewed for LGCSCI annual assessments includes: service delivery and infrastructure reports, budgets, planning documents, minutes of district councils and their committees and many others. Document review enables elicitation of qualitative and quantitative data on the status and trends of key service delivery indicators in the relevant local

governments. It also provides background information on districts, the status and trends in selected service delivery indicators, planning and development targets of the districts, and administrative information that contain evidence of the performance of district councils and the various councillors. Consequently, the review covers a wide range of national policy and planning documents, district council minutes, the district planning documents and reports, district development plans; capacity building plans; budget, budget framework paper, district revenue enhancement plan, district annual work plan; Public Accounts Committee reports; Audit reports; Sub-county council minutes; Standing Committee minutes and District Executive Committee minutes and/or any other unpublished district materials. The LGCSCI district researchers use documents to identify development plans made at the district level; the number of times a councillor debates and issue debated, motions debated by a councillor on service delivery issues and follow-up action on resolutions made.

f) Photography: Pictures are used to capture salient features associated with service delivery in the district. Similarly, photography makes it possible to triangulate information provided by the councillors during the score-card administration.

3.7 Specific Instruments for Data Collection

a) Structured Interview Schedules: Structured interview schedules for councillors, the chairperson, and the speaker of council comprise the first section for the scorecard. The questions on the interview schedule correspond to the indicators on the respective scorecard. They are developed to be in line with the legally-defined roles and responsibilities of these political leaders. The structured interview provides an opportunity for the individual under assessment to provide information about his or her performance for each indicator on the scorecard.

b) CEM Guide: Designed to engage citizens in a consultative meeting and dialogue process, the CEM guide is used at the sub-county level. The guide consists of a set of questions aligned to the National Priority Programme Areas (NPPAs)¹⁴. Its utility is to enable citizens to discuss the quality of service delivery in their sub-county and to verify information provided by councillors. The guide also contains questions that gauge their level of civic awareness, and in the process builds their capacity for effective civic engagement.

c) Key Informant Interview Guide: This is a tool for use with the technical leaders at the district and sub-county level. It is designed to gain an overall picture of service delivery. The emphasis of these interviews is on determining

¹⁴ NPPAs include health, education, roads, water and sanitation, and agriculture.

quality, targets and level of achievement. Information from these interviews is also used to verify information provided by councillors about their performance on relevant indicators.

d) Observation Checklist: The observation checklist is mainly used at service delivery units to verify and record evidence of assertions made by councillors in written reports, and by technical leaders. Observation checklists help to triangulate information provided by the elected political leaders during scorecard administration. Through direct observation, researchers are able to verify reports from councillors, especially with regard to community projects and other information on service delivery.

3.8 Data Management and Analysis

Determining the final scores for the scorecards involves careful analysis of both qualitative and quantitative data collected. The process begins with assembling the evidence from the document review, as the documents contain recorded evidence of council and councillor performance on most indicators. With this information in hand, the structured interviews are conducted with individual councillors, chairpersons and speakers of councils. Information from the structured interviews is then augmented and verified through key informant interviews, focus group discussions, and field visits.

Each indicator or score is given a weight so that the total scores adds up to 100. The scores are generally based on the importance that the research team placed on the particular responsibility or function. The weighting is tested and validated through a series of focus group meetings organized during the scorecard development process.

Each scorecard is sub-divided into parameters. For each parameter, a series of indicators have been developed. Every indicator is assigned an absolute score that is awarded using a threshold approach to create a cumulative total of 100 points. Data gathered from CEMs also enable citizens to verify information provided by their elected political leaders.

Data handling undergoes three major processes before it is used to produce the final scores and accompanying district and national level reports.

a) Data cleaning: Transcripts from the CEMs, notes from KIs and the preliminary marks on the indicators given by the researchers are reviewed by the technical team at ACODE to ensure accuracy and completeness.

b) Data entry: Qualitative data (CEM notes, KI interview transcripts, summaries from documents and field notes) are entered into Atlas.ti, while the quantitative

data (scores from the scorecard) are entered using Epi-data. Key statistics from ministries and budget information are entered and managed in Microsoft Excel worksheets.

c) Data analysis: All data from the CEMs and key informant interviews and documents are transcribed and entered into the computer for cleaning, consistency checks and coding. Thereafter, a framework analysis, which involves summarizing and classifying data within a thematic framework is done by following the preceding steps: (a) familiarization with the data, (b) thematic analysis, (c) indexing, (d) mapping, and (e) interpretation. Each transcript is read several times before beginning the analysis. The research team develops a basic thematic coding list using Atlas.ti. The rest of the transcripts are coded by LGCSCI researchers guided by an experienced Atlas.ti trainer. The Atlas.ti trainer relies on initially entered text to develop a coding list and adding new codes as new themes emerge. The LGCSCI researchers who decipher data from CEMs are fluent in languages of political leaders and communities assessed to cross-check that the quotes never lose their original meaning. Key quotations and summaries of views from the various CEMs and KIs reflected in this report are a result of this process. Quantitative data, on the other hand, is imported into SPSS where correlations and descriptive summaries are generated. Excel is used to generate graphs and tables used in this report.

Since the inception of the scorecard, a significant set of data on each of the districts participating in the assessment has been collected on governance and local service delivery. Given that data has been collected consistently since FY 2008/2009, it is now possible to identify trends in local government performance over time. This report augments analysis of the FY 2013/2014 Scorecard data with a discussion of these trends.

3.9 Quality Control Measures in LGCSCI Assessment

a) Periodic reviews: The scorecard undergoes periodic reviews by an expert task group comprised of academicians, officials from the Ministry of Local Government (MoLG), representatives from the parliamentary committee on local governments, district technical and political leaders and representatives of civil society. The rationale for periodic review is to ensure the tool is robust and legitimate.

b) Constitution of district research teams: Each of the participating districts has a three-person research team comprising a lead researcher and two research assistants. The research assistants are resident in the district and are responsible for collecting information and data needed for the analysis and

interpretation of the scores assigned for each indicator. They also participate in organizing CEMs, conducting interviews with councillors and validating the information provided by visiting service delivery units. The lead researcher directly supervises the fieldwork and produces the district report.

c) Training of district research teams: The lead researchers and research assistants undergo intensive three-day training in basic research methods, research ethics, budget monitoring, data collection, organizing and managing community meetings and focus group discussions, and conflict management.

d) Use of a Researchers' Guide: The researchers' guide is developed by the technical implementing team with input from the expert task group and district researchers. The guide explains the parameters and indicators in the questionnaires in detail, and provides explanatory notes to guide the researchers. The researchers' guide also has a glossary that defines the key words in the questionnaires. This guarantees some degree of homogeneity and reliability in understanding and interpreting the scores.

e) Report writing workshop: A three-day report writing workshop is organized centrally for all lead researchers. The session is also used to peer-review the scorecards before the marks are submitted to ACODE for final verification.

f) Multi-layered verification process: The processes of score-card generation begin with the district research team responsible for collecting information and data that provides evidence for scores assigned to each indicator. The second layer involves a team of lead researchers who directly supervise fieldwork and produce district reports. The third layer comprises LGCSCI leadership team who are responsible for the final validation of data with the purpose of removing or mitigating potential bias in the scoring. This is done by reviewing all information and data on which each score is based

g) Technical backstopping: The project management team comprises ACODE researchers who work closely with lead researchers to provide support and guidance throughout the research process. The team is responsible for the final validation of the data and removing or mitigating potential bias in the scoring by reviewing and corroborating all information and data on which each score is based. LGCSCI leadership team provides a peer review of the research process and ultimately authors the national synthesis report.

h) External review of National Report: Before final publication, the National Local Councils Scorecard Assessment report is externally reviewed and edited to ensure consistency and quality of content.

3.10 Ethical and Implementation Challenges and their Mitigation

a) Conflict of interest: On rare occasions, some LGCSCI district researchers in the course of implementing the assessment express interest in joining elective politics to replace politicians they are assessing. Since this creates a serious conflict of interest, such researchers are removed from the team. In other situations, LGCSCI researchers subscribe to political opinions different from the people they are tasked to assess, which has potential to compromise the assessments. During training and support supervision, researchers are counselled to be objective, fair, balanced and non-partisan in ACODE and LGCSCI work or to step-down if they find this ethical behaviour to be irreconcilable with their political aspirations.

b) Politicians who decline to be assessed: Although all politicians are oriented and prepared for an upcoming assessment, a few decline to participate in the one-to-one interviews. When such a situation arises, such a political leader is given the opportunity to change his or her mind during the four-month period. Researchers are advised to approach the offices of the district chairperson and the speaker of council to ask them to convince the concerned political leader to accept to be assessed. Having exhausted all possible options, political leaders are then assessed using secondary data (council minutes, committee reports and sub-county records). This year, 32 political leaders declined to be interviewed and were therefore subjected to this form of assessment. LGCSCI stands by the position that assessment has to be applied to all elected officials because they have a social contract with the citizenry.

c) Potential for compromised research: While the LGCSCI team has not registered any case of bribery of researchers by politicians who desire favourable assessments, the research team at ACODE anticipates this possibility and has put in place mechanisms to avert it. LGCSCI supervisors deliberately make on-spot checks to verify scores awarded by district researchers, and an evidence verification exercise is undertaken centrally before a final point is awarded.

d) Confidentiality: In conducting assessments of this type, confidential information about elected political leaders frequently comes to the attention of researchers. Researchers are trained, counselled and tasked to keep confidential any personal and private information they might come across concerning study participants during data collection.

e) Informed consent: All districts participating in LGCSCI were approached and gave institutional consent, which implicitly meant that they agreed to the scorecard assessment process. This consent was secured during the inception meetings with the district leadership. On another level, all elected political

leaders who accept to be assessed are requested to give oral consent. They are told about the purpose of the assessment, as well as risks and benefits associated with participating in the assessment.

f) Voluntary participation. All participants in the assessment do so willingly, without any coercion. In the case of political leaders who decline to be interviewed, they are informed that the assessment would be undertaken using secondary data and no one has objected to doing that.

3.11 Strengths and limitations associated with LGCSCI

The assessment of political leaders and institutions is fair and engages participants as much as possible. The LGCSCI methodology is well developed. The researchers' guide contains detailed instructions for conducting interviews and definitions of key indicators, which greatly increases the reliability of the data gathered. Moreover, all researchers involved in the assessments are trained in contemporary social research methods.

Although the data collection process is labour and time-consuming, the variety of research tools used enables triangulation of data sources. This improved the validity and credibility of findings. The mixture of data collection methods ensures that complementary data is collected from individuals, official documents, and technical leaders to enable exploration of issues more in-depth and validate claims by respondents. At the moment, the scorecard only focuses on the district council and its organs. It is pertinent to note that the assessment does not cover municipalities and sub-counties because of the limited human and financial resources required to expand it to cover these institutions.

Although the District Executive Committee is one of the important organs of the council, it is not included in the assessment because it is constituted through political appointment by the chairperson. Hence, its performance is largely determined by the performance of the chairperson. Similarly, the scorecard is silent on the role of other political oversight offices in the district such as District Public Accounts Committees (DPAC).

The assessment subjects all councillors to a uniform assessment, regardless of the size of the constituency served by the councillor. Councillors representing special interest groups (women, youth, and people with disabilities) have much larger constituencies, yet they are scored with the same instruments and criteria as those with fewer constituents. The LGCSCI leadership team acknowledges this shortcoming of the methodology.

LGCSCI engages in advocacy activities including media campaigns, public speaking, commissioning and publishing research findings for purposes of informing and influencing public policy. Time and again, ACODE and ULGA through LGCSCI have done adequate advocacy to the extent that issues of local and national importance are raised with the responsible central government officials. This work is often done in strategic meetings with district chairpersons, councillors, members of parliament, and many others as the need has arisen.

3.12 Report Dissemination

Report dissemination takes place at the national and district levels. At the national level, this report presents the major highlight of the 26 district report cards and provides a comparison of performance between the districts. This report is presented to national stakeholders, including MPs, officials from ministries, development partners, district leaders, civil society organizations, the media and the private sector. The dissemination of the district-level scorecard reports is open to the general public with special invitation to the district political and technical leadership, sub-county leaders, local CBOs, local media and CEM participants.



Increased funding to local governments improves access to quality services

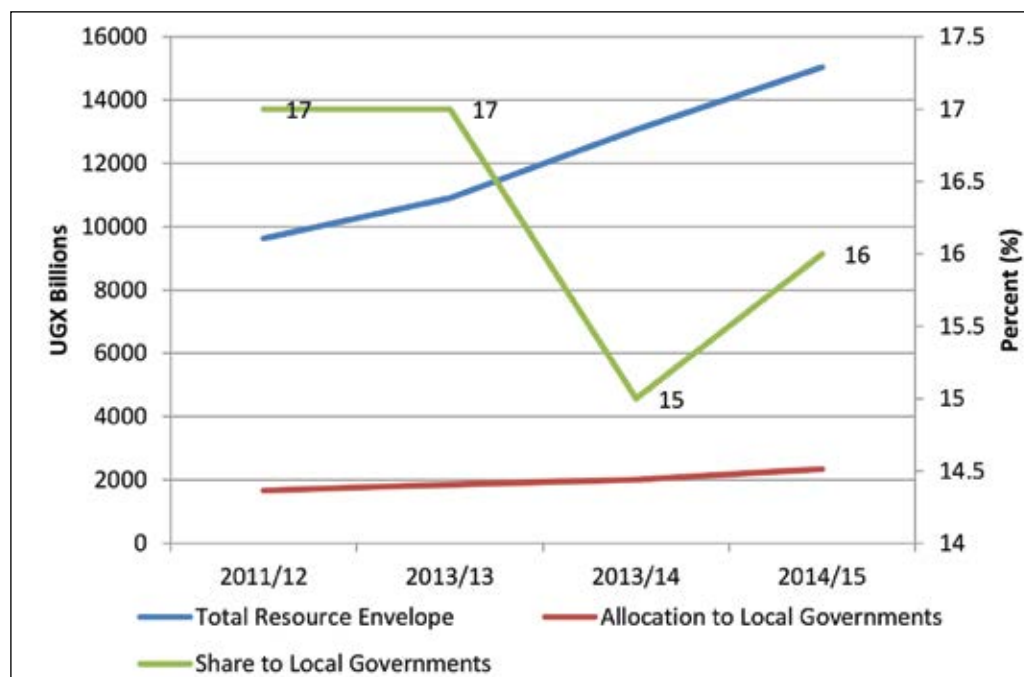
4 LOCAL GOVERNMENT FINANCING

Financing of local governments determines the level of service delivery, and supervision and oversight all of which have the potential to impact on the quality of services delivered. This chapter focuses on financing of the 26 districts assessed under this initiative for FY 2011/12 to 2014/15. This period also coincides with the ending of the term of office for the local government councils and the National Development Plan (2010/11-2014/15). This chapter aims at providing context for perceptions of citizens on service delivery presented in Chapter 5 and performance of councillors and councils on the assessment presented in Chapter 6. It focuses on two elements of local government financing namely, central government transfers to local governments including their sector composition, and local revenue generation as well as performance of the districts on delivery of select services including Primary Education, Primary Health Care and Water and Sanitation.

4.1 General Trends

Over the period, the national budget has increased by 56% from UGX 9,630Bn for FY 2011/12 to UGX 15,042Bn for FY 2014/15. This increment has been accompanied by an increase of 40 % in financing to local governments from UGX 1,671Bn to UGX 2,346Bn. The share of the budget allocated to local governments has remained below the 20% mark over this period as shown in Figure 3. This unfavourable allocation continues to be a point of contention between local and central governments. The local governments argue that the funds allocated are insufficient for delivery of services devolved to them under decentralisation. Central government, on the other hand, insists that the growth in the budget has largely been due to national projects in relation to infrastructure and energy development which are not divisible across local governments. There has also been recentralization of some roles and funds as part of Central Government measures to improve effectiveness and efficiency as well as accountability in the public financial system. The subsequent sections of this chapter exclusively focus on districts covered by the LGCSCI assessment.

Figure 3: Trend of Annual Budget and share to Local Governments (FY 2011/12 to 2014/15)

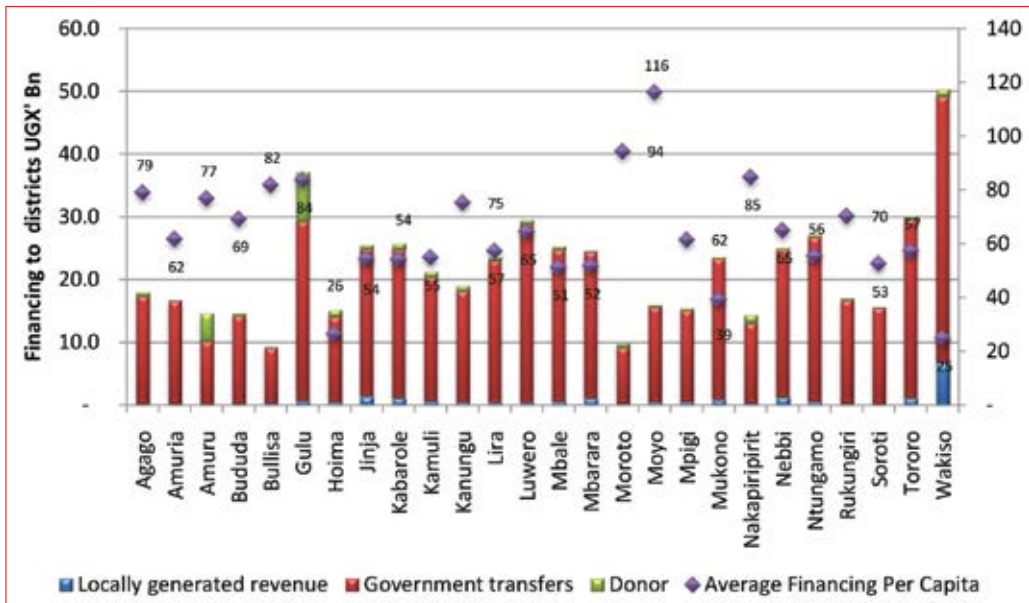


Source: Approved Estimates of Revenue and Expenditure FY 2011/12 to 2014/15

4.2 Local Government Financing

Local governments heavily depend on transfers from central government for their financing. On average central government transfers accounted for 92% local government budgets for FY 2011/12 to 2014/15. Donor and local revenue accounted for 5% and 3% respectively. The more urbanised Wakiso District registered the largest contribution of local revenue to its budget at 12%. The level of financing realised by the districts translates into financing per capita ranging between UGX 25,000 and UGX 116, 000 as shown in Figure 4.

Figure 4: Composition of financing of Local Governments for FY 2011/12 to 2014/15



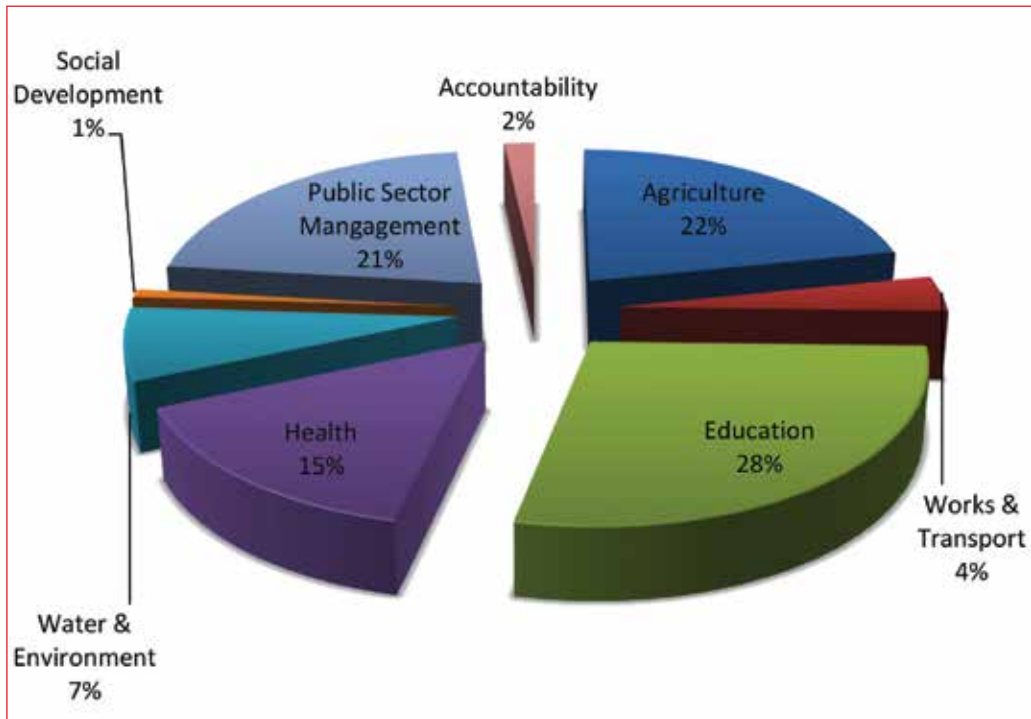
Source: Author's compilation using preliminary census figures 2014 (UBOS) and Annual District Performance Reports 2011/12 to 2014/15.

Local governments and citizens alike have decried this level of financing for being inadequate for service delivery. Furthermore, the local governments have limited discretion over the funding which constitutes 4 – 5% of central government transfers after deducting the wage expenses component of unconditional grants (Jean et al, 2010). The situation is compounded by low levels of local revenue collections as depicted in Figure 4. As chapters 5 and 6 attest, lack of adequate resources and limited control over their allocation significantly impacts the performance of local governments and hinders effective and efficient delivery of services to the public.

4.3 Central Government Transfers and Allocations

Uganda's intergovernmental transfer system imposes conditions on the allocation of funds across sectors for both central and local governments. Over the last four financial years, transfers to the districts covered by the assessment were dominated by funding to the education sector at 28%, followed by agriculture sector at 22%, public sector management at 21% and health at 15%, as shown in Figure 5.

Figure 5: Average allocation of central government transfers 2011/12 to 2014/15

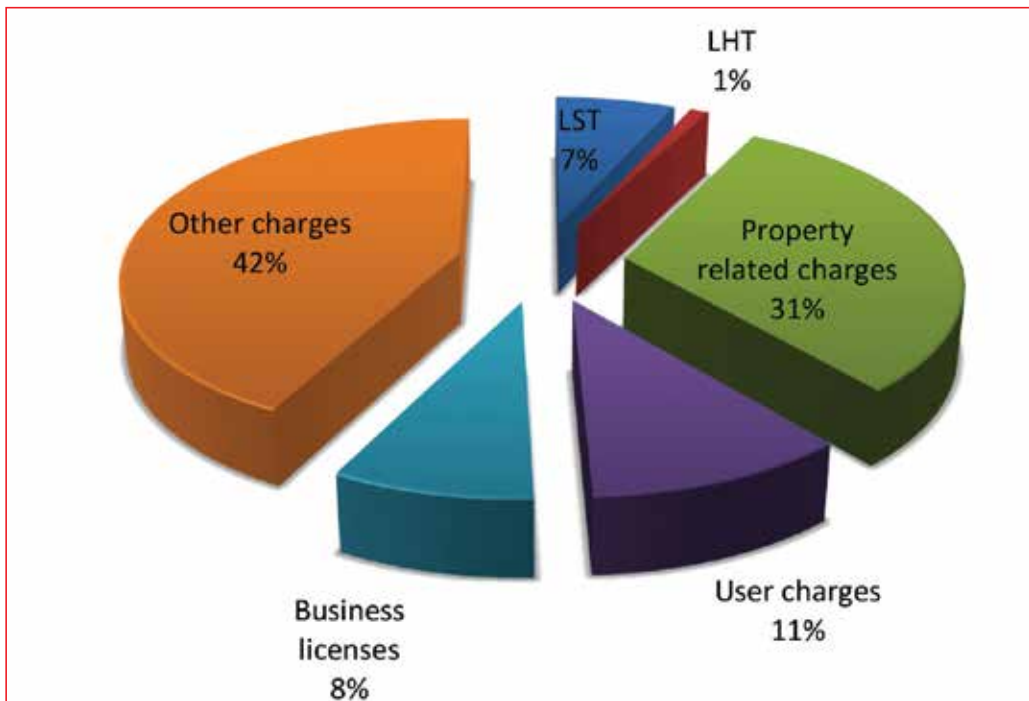


Source: MFPED Releases to Local Governments (FY 2011/12 to 2012/13)

4.4 Local Government Revenue Generation

Local revenue is important for local governments not only because it accords greater discretion to local governments but it also supplements central government transfers and donor contributions. The most important sources of local revenue for the districts covered in this assessment include property-related charges (31%), user charges (11%), business licences (8%) and Local Service Tax – LST (7%).

Figure 6: Contribution of different sources to district local revenue FY 2011/12 to 2014/15



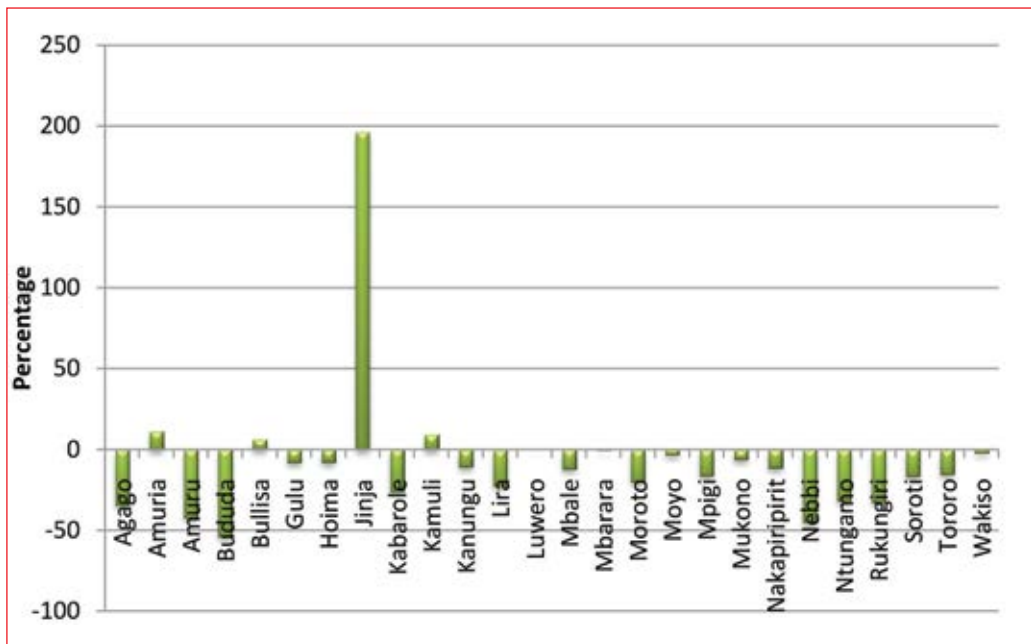
Source: District Annual Performance Reports 2011/12 to 2014/15

The amount of taxes collected depends on the local economy in terms of the level of urbanization, level of business activity and endowment (in terms of ownership of income-generating assets or resources) of local governments. Local governments have continuously raised the issue of difficulty in collecting revenues from taxes allocated to local governments. These challenges are largely to do with administration of local taxes (Ssekika, 2013). The total Local revenue collected by districts in FY 2014/15 fell by 26% from FY2013/14 levels. Only five districts registered improvements in revenue collected. Nonetheless, findings in Chapter 6 point to progress in this area of developing strategies for improving local revenue generation.

4.5 Local Revenue Performance

Comparing projected local revenue with the outturns shows that districts continue to perform poorly on local revenue collection. Ten districts missed their revenue target by more than 20% over the 2011/12 to 2014/15 period, as shown in Figure 7. Bududa (-54%), Nebbi (-45%) and Amuru (-42%) districts performed worst on this measure. This pattern points to challenges with either projecting local revenue or collection or both. Chapter 6 contains a discussion from the perspective of local government officials of the challenges districts face in local revenue collection.

Figure 7: Average Local revenue performance of districts for 2013/14 to 2014/15



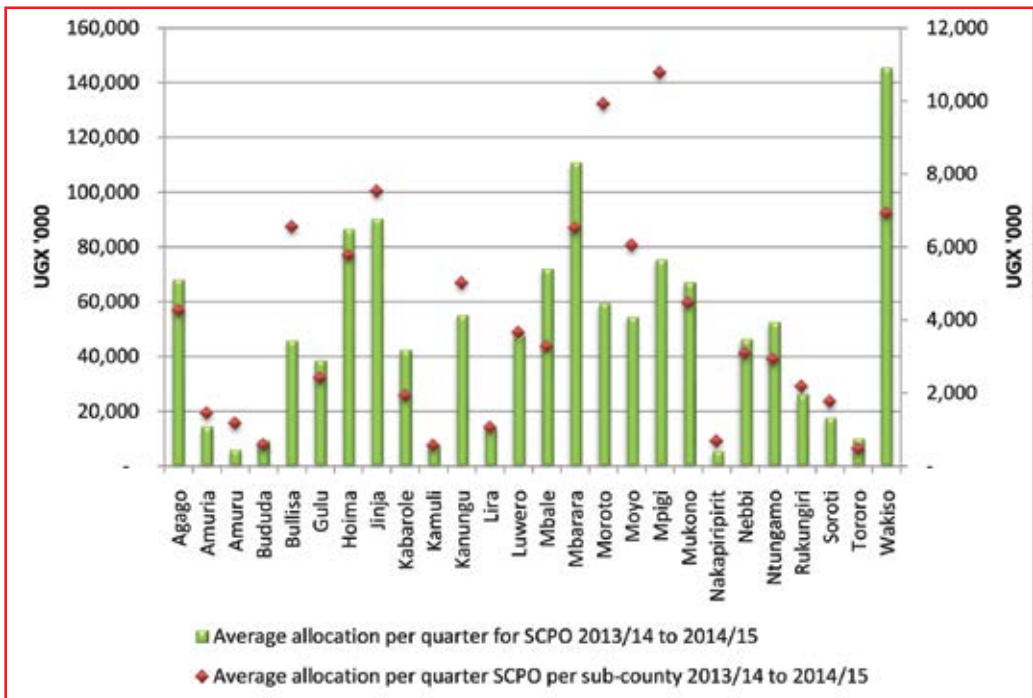
Source: District Performance Reports FY 2013/14 to 2014/15

4.6 Allocations to Local Government Political and Executive Oversight

The budget line for local government political and executive oversight covers sitting allowances for the various committees as well as monitoring of projects. The level of funding for activities under these budget lines has the potential to impact the performance of the councils, especially in the area of monitoring government programmes. Over the period FY 2013/14 to 2014/15, the allocation for Standing Committees and Political Oversight (SC&PO) ranged, on average,

between UGX 5,500,000 (Nakapiripirit District) and UGX 145,501,000 (Wakiso District) per quarter. Figure 8 conveys the scale of utilization of funds for SC&PO. These data take into account the number of sub-counties in the district. Tororo District has the lowest allocation for SC&PO per sub-county at UGX 478,000. Mpigi and Moroto districts registered the highest allocation for SC&PO when the number of sub-counties is taken into account, at UGX 10,781,000 and UGX 9,925, 000, respectively.

Figure 8: Allocation for Standing Committees and Political Oversight



Source: District Performance Reports FY 2013/14 to 2014/15

4.7 Timeliness of Transfers from Local Government

Delays in receipt of funds by local governments imply delays in implementation of activities. Data from budget monitoring exercises under ACODE's Centre for Budget and Economic Governance show that local governments and service delivery units continue to be dogged by delays in receipt of funds. This is in spite of reforms aimed at improving predictability and timeliness of funds. The monitoring exercise was carried out between June and July 2015 and focused on funds for quarter 4 for FY 2014/15. The findings show that the average time taken for an institution to receive its quarterly release was five weeks. Funds

for district Conditional School Facilitation Grants (SFG), district production and marketing and district Primary Health Care (PHC) took the shortest time to reach the respective institution (within three to four weeks from the start of the quarter-April 1, 2015). Funds to sub-counties suffered the longest delays. Table 1 shows the details of time it takes for funds to reach specific institutions.

Table 1: Timeliness of Receipt of Funds by Service Delivery Units

Allocation	Number of units	Minimum number of weeks	Maximum number of weeks	Average
District LGMSD	24	3	8	5
Sub-county LGMSD	58	1	13	7
District unconditional grant non-wage	21	3	9	5
Sub-county unconditional grant non-wage	45	2	12	8
District production and marketing	13	3	5	4
Sub-county production and marketing	5	4	9	7
District primary education	8	3	5	4
School primary education	84	4	11	6
District SFG	11	3	4	3
School SFG (primary)	7	2	11	6
District primary salaries	7	3	11	7
School primary salaries	23	1	11	8
School secondary salaries	17	1	12	7
District Universal Secondary Education	4	3	4	4
School Universal Secondary Education	39	0	10	5
District PHC development	12	3	8	4
Health Centre PHC development by	86	0	12	7
District Road rehabilitation grant	14	3	4	4

Source: ACODE Budget Monitoring Exercise Data Q4 FY 2014/15

4.8 Implications for performance of councils and service delivery

The level and nature of financing for local governments depicted in this chapter has implications for the level of service delivery. The amount of funding which in some instances was as low as UGX 25,000 (less than USD 10) per capita

per financial year is inadequate for service delivery at Local Government level. The limited discretion over funds which are dominated by conditional central government transfers makes addressing local issues difficult. This may erode the confidence that citizens have in the local government and decentralisation. While local revenue is associated with greater discretion and flexibility, districts persistently perform poorly on its collection. There is need to review the entire fiscal decentralisation system, including the allocation of taxes between central government and local governments with the view of bolstering local revenue generation. Further, there is need to provide guidance on utilization of local revenues lest it is abused. The data shows great variation in allocation for Standing Committees and Political Oversight over the 26 districts assessed. The delays in transmission of funds are of major concern for implementing activities by local governments.

4.9 Performance of LGCSCI Districts on sector Assessments

The ultimate goal of the devolution of funds to the local government level and the generation of funds by districts is improvement in service delivery. As Chapters 1 and 2 discussed, decentralisation was designed with this in mind. This section uses assessment data available in three service sectors (primary education, health and water) to examine the service delivery performance of the 26 LGCSCI districts.

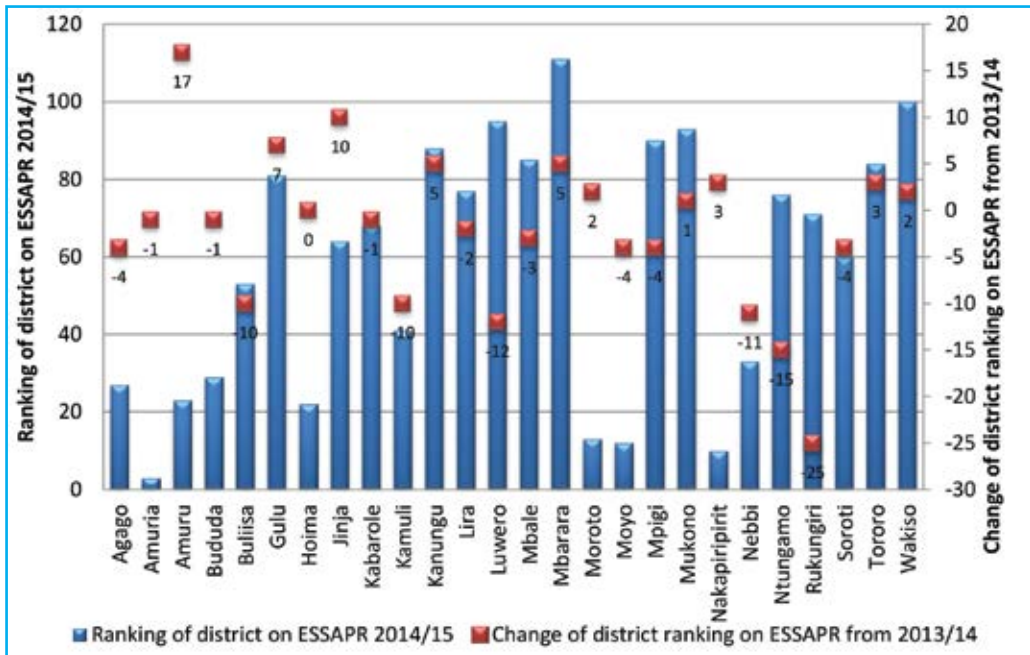
The three areas of service delivery covered here are considered important as development of Uganda. They are covered by three of the Sustainable Development Goals namely; Good Health and Wellbeing (3), Quality Education (4) and Clean Water and Sanitation (6). They are also part of the International, Regional and National Development Obligations under the Second National Development Plan (NDPII) 2015/16 to 2018/19. The information presented here is drawn from reports by the respective line ministries and compares performance of the districts for FY 2013/14 and FY 2014/15.

4.9.1 Primary Education

The assessment on primary education by the Ministry of Education and Sports takes into account three indicators including; Net Intake Rate which is the level of access to primary education by pupils aged six years per district, Completion Rate which measures the level of primary completion per district and Primary Leaving Examinations (PLE) performance index which measures performance per district. The performance for the LGCSCI districts is presented in figure 9. The top performers for FY 2014/15 include Mbarara, Wakiso and Luweero in

that order. The worst performers are Amuria, Nakapiripirit and Moyo. When this performance is compared performance for FY 2013/14, Amuru and Jinja districts registered the largest improvement at 17 and 10 respectively. Rukungiri, Ntungamo and Luweero registered the biggest drops in ranking at -25, -15 and -10 respectively.

Figure 9: Performance of LGCSCI districts on Primary Education Assessment FY 2014/15

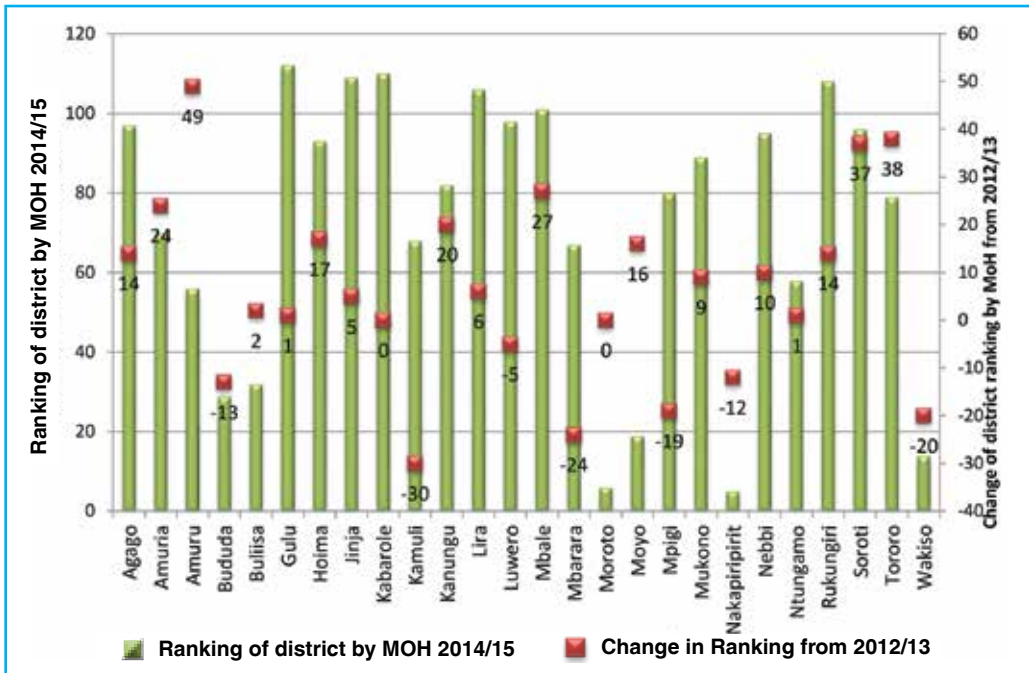


Source: ESSAPR 2012/13 to 2013/14

4.9.2 Primary Health Care

The assessment by the Ministry of Health involves composite ranking of districts on 11 health sector indicators. The performance of districts on assessment by the MoH is presented in figure 10. Compared to FY 2012/13, districts of Gulu, Kabarole and Rukungiri ranked highest while Moroto, Nakapiripirit and Wakiso were among the worst performers. The most improved district was Amuru which jumped 49 places followed by Tororo and Soroti which also jumped 38 and 37 places respectively.

Figure 10: Performance of LGCSCI districts on Primary Health Care Assessment FY 2012/13 to 2014/15

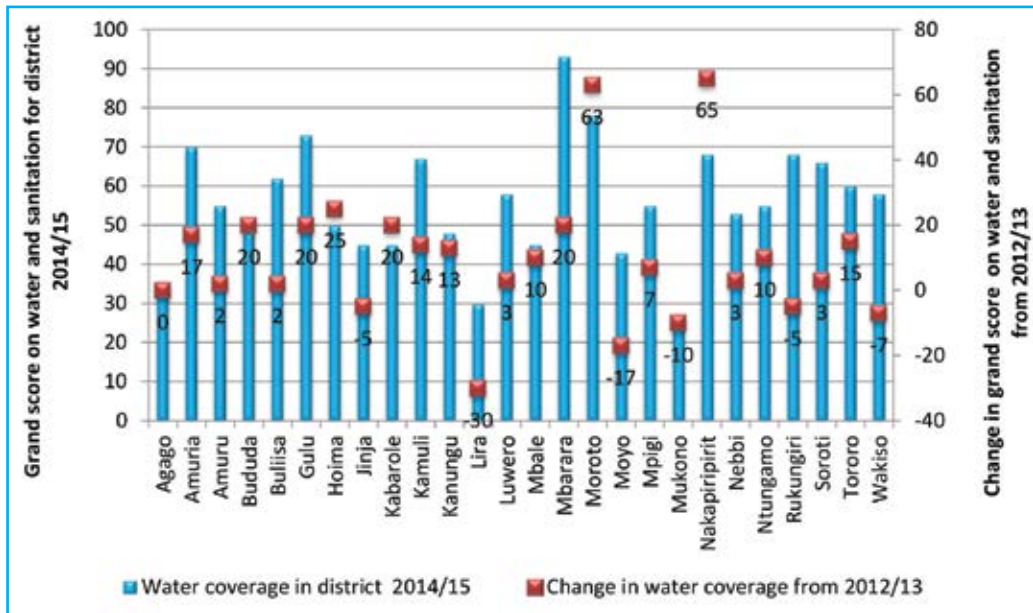


Source: HSAPR 2011/12 to 2013/14

4.9.3 Water and Sanitation

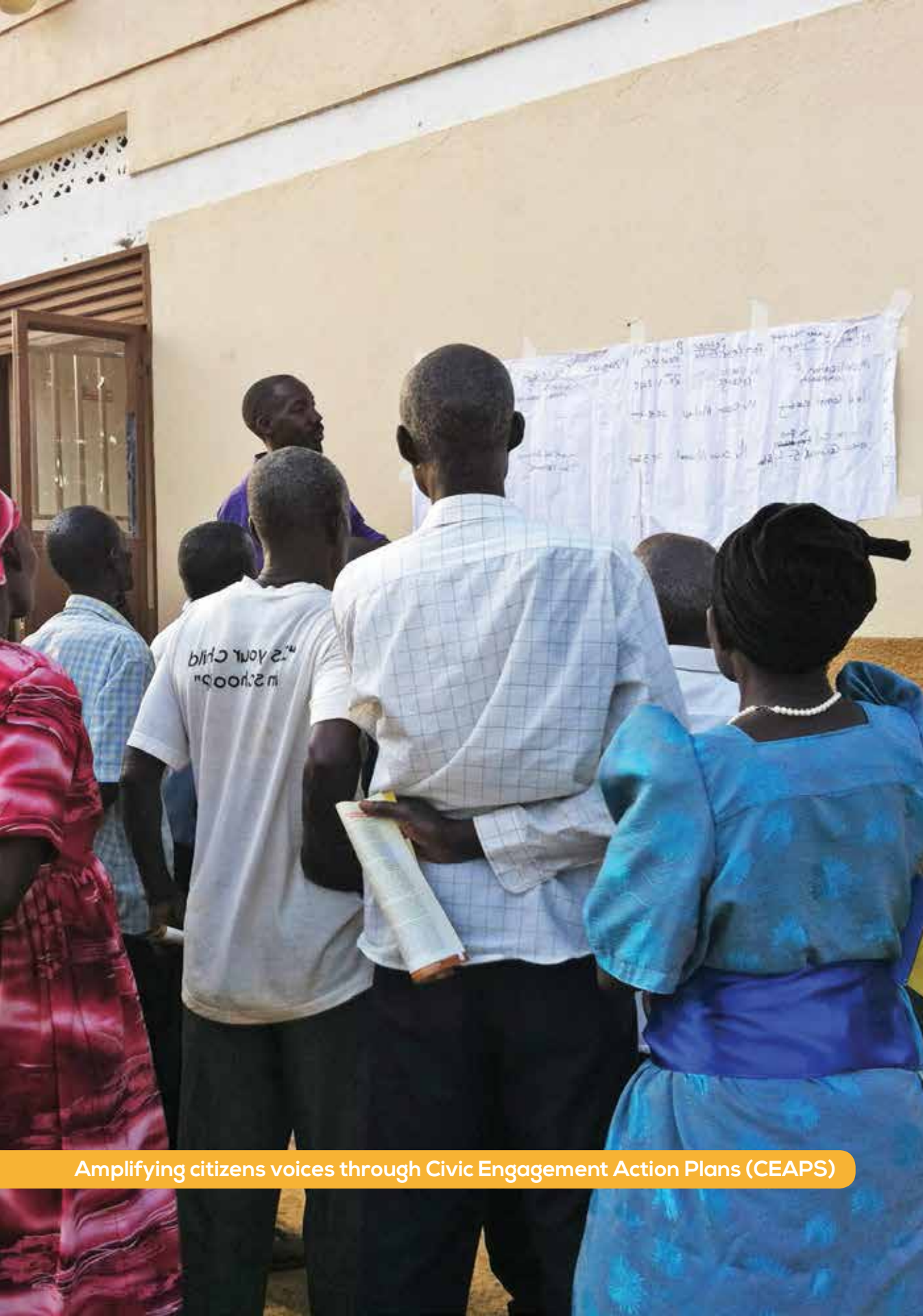
The Ministry of Water and Environment scores districts on eight indicators from which an aggregate score is derived. The assessment is part of the Water and Environment Sector Annual Performance Report. The performance of LGCSCI districts is presented in figure 11. Districts of Mbarara and Moroto scored the highest in the assessment for FY 2014/15 while Mukono and Lira scored the least. Compared the performance of FY 2012/13, Nakapiripirit and Moroto registered the greatest improvement at 65 and 63 places respectively while Lira and Moyo suffered the largest decline at -30 and -17 respectively.

Figure 11: Performance of LGCSCI districts on Water and Sanitation Assessment FY 2012/13 to 2014/15



Source: WESAPR 2012/13 and 2014/15

These data convey a picture of service delivery that is uneven unsteady. Some districts are making great strides while others are moving more slowly or even standing still. While these data help us understand how local governments rank vis a vis each other, they are not very useful for giving us a picture for what is happening on the ground. How are citizens experiencing the state of service delivery? What, from their perspective, is improving, declining or stagnating? Chapter 5 helps to answer those questions by analysing the voices of citizens from across the 26 districts in terms of what they say about the state of service delivery in Uganda.



Amplifying citizens voices through Civic Engagement Action Plans (CEAPS)

5 CITIZENS' PERSPECTIVES ON THE STATE OF SERVICE DELIVERY

The state of service delivery can be usefully assessed from the point of view of end-users, in the way citizens experience service delivery in their lives at the district and sub-county levels. Services are essential for the well-being of families and communities, including women, children, the elderly and disabled and their voices can be amplified by social accountability interventions. These serve the dual purpose of informing people and providing citizens with modes of action to impact the governance process (Holla, Koziol and Srinivasan, 2011).

The LGCSCI scorecard methodology incorporates active elements such as feedback sessions with local citizens and politicians that give people venues to use information and prospective action for influencing service delivery and its quality. The voices in this section of the report derive from civic engagement meetings conducted in each sub-county (see Chapter 3: Methodology). The meetings were conducted as platforms for civic education and empowerment about the roles of the district council, councillors, speaker of council and the district chairperson, as well as the duties of a citizen. In addition, citizens' capacity was enhanced to use civic engagement tools to demand for improved service delivery. Citizens' voices, thus amplified, can help both politicians and technical staff identify gaps and structural weaknesses in the governance process at the local level.

With respect to citizens' perceptions of funding and the budget process, citizens in several districts reported that they lack access to information on the release of funds releases, and claim that it is often unclear to them who is responsible for financing and completing projects. Citizens were also concerned over central government control over funds and the implication that local governments do not have discretion over the local allocation of funds. In particular, the education sector reported serious underfunding, or delays in the release of school funds impacted planning and motivation. As one man commented: *"Poor and irregular payments of teachers' salaries demoralizes teachers and therefore affects the performance of pupils"* (Tororo). Under roads, citizens reported that the budget was both insufficient and lacked transparency (Lira), with very little community participation in decision-making. Interestingly, the water sector had budget issues less tied to underfunding than to citizens unable to afford improved services such as piped and tapped water, especially in Mbarara, but in other districts as well. In Kamuli, citizens applauded efforts by area councillors both at the sub-county and the district for tirelessly lobbying for boreholes. A similar issue was reported in the health sector where budgets have not increased in line with increasing population.

In order to address these issues, cooperation between local government and citizens is improving, as both work together to facilitate ways to find alternate sources of funding (Buliisa and Mpigi). Additionally, citizens reported that although the government was unable to provide emergency funding for classrooms destroyed by wind in Rukungiri, parents raised the money and constructed classrooms themselves. It is hoped that such cooperation and initiatives are furthered by the following analysis of data from the civic engagement meetings with citizens, which provides an understanding of the ongoing challenges with service delivery as experienced on the ground from the viewpoint of citizens. The remainder of this section summarizes citizens' perceptions of the state of service delivery across the five service sectors.

5.1 Perceptions of Education

In general, citizens identified ongoing issues with the quality of education. They raised significant concerns about how low rates of student success are linked to inadequate educational infrastructure and teacher absenteeism. In the area of infrastructure, citizens reported problems like insufficient classrooms, buildings of poor quality, insufficient latrines and water sources, and a lack of instructional materials, all of which negatively impact students' ability to learn. In addition, issues with teachers arriving late or not showing up at all arose in almost all of the districts.

With regard to educational facilities, citizens commented on the need for more schools, equipment, and staff accommodation. The following statements capture the gist of citizens' concerns about these issues across the districts:

"We have been requesting for a school in this parish but no response. We have no nearby school; they are all distant so the children have to walk long distances to reach school." (Nakapiripirit)

"Without furniture (desks) in the primary school, pupils sit down on the floor while in the class." (Nakapiripirit)

"Teachers prefer to travel from their homes and trading centres to schools because of the poor state of staff houses in school." (Lira),

"Teachers come from far and there are no staff quarters and this demotivates the teachers, especially during the rainy season." (Tororo)

"The school lacks a dormitory for pupils and teachers' houses." (Moroto)

“The condition of schools in the Sub-county were okay but houses for teachers were in short supply and the majority were not accommodated by the schools, therefore affecting the effectiveness of their teaching.” (Bulisa)

Finally, citizens in two districts (Mbarara and Bulisa) were rightly concerned about the treatment and potential abuse of female students:

“Girls do not have a toilet of their own but share with boys. This affects their concentration and they are inconvenienced. Girl pupils could easily be abused due to lack of a private place.”

Citizen voices also expressed concern with monitoring service delivery, parent apathy, and the performance of schools, particularly compared to private schools.

“The government is not following up on education. The government should follow up on whether teachers are doing their work or not.” (Rukungiri)

“People were running away from government schools because teaching in these schools is not up to the standard. This has been as a result of poor supervision. Head teachers do not follow up teachers and schools inspectors do not follow up on schools.” (Mbarara)

“Parents play a leading role in mobilizing children to go back to school. However children drop out due to poverty; the parents from poor families send their children to town for casual labour work, and others . . . to collect firewood.” (Moroto)

“Where parents have invested in a school program and participated, public schools are performing very well, but where parents participation is poor, schools are performing poorly.” (Moroto)

“I am unhappy with the level of UPE schools in the sub-county. Teachers are available at UPE schools and don't teach as well compared to private schools. The government is not following up on public education.” (Rukungiri)

“There is a high dropout rate. Parents want to take their children to private schools where performance is better compared to the UPE Schools.” (Mbarara)

While UPE and public schools are largely “free”, there is evidence of a trend by which parents and students have to pay increasing fees to compensate for

government underfunding. Parents reported that poorer pupils faced exclusion as a result of not being able to pay fees due to the school board committee decisions to charge fees or through the decision of school management to charge fees in response to delayed release of funds. Examples were reported in several districts (Mbarara and Bulisa).

“There was a high dropout rate in the area as manifested in the ever increasing number of street children. This is a clearly a failure to keep children of school going to school. Schools are charging fees yet many parents cannot afford the fees.” (Mbarara)

“UPE schools have been left to the children of the very poor and underprivileged, and the rich take their children in private schools.” (Mbarara)

“Most of our children do not have access to higher education like secondary since we can’t afford school fees. This is because when a scholarship comes to this district, only the rich take the opportunity, but children of the poor like us stay at home due to the segregation that is taking place. My question now is, what are these councilors doing in terms of quality service delivery?” (Nakapiripirit)

“The government started free education to help the under-privileged. Public schools have been privatized, yet most parents cannot afford fees charged by the schools. Many children of school going age have dropped out of schools and leaders are watching helplessly. Government schools are operating like private schools.” (Mbarara)

Finally, one needs to keep in mind regional variation in service delivery needs. For example, in the north-eastern districts of Moroto and Nakapiripirit, school security is a concern, with specific requests for schools to be fenced in to deter theft and damages to facilities, and to curtail the movements of students:

“Our children freely move in and out of the school because there is no fence and this leads to poor performance.” (Nakapiripirit)

5.2 Perceptions of Health Care Services

Concerns about service delivery in this report echo findings from the previous scorecard report. The quality of facilities, staffing issues, and drug stock outs dominated citizens’ discussions of health service delivery. Staff issues mentioned include reporting to work late, health centres with too few staff to serve the population in need, health centre personnel who are rude, and the lack of staff accommodation. The poor conditions in health centres was also

identified as a big problem, with community members describing centres with poor hygiene and a lack of a clean water supply. The need for attention to women and childbirth services was also expressed, with emphasis on providing maternity wards and services targeted to the needs of women and children.

The most urgent need expressed by citizens focused on building more local clinics to meet basic needs. In Nebbi District, one person argued that a basic discussion of health needs must address the absence of a health centre in the parish:

“You know very well that this parish does not have any health center; we have been crying for this but see no action. What can we do?”

Even in sub-counties with centres, more attention needs to be paid to improving the facilities, such as providing adequate beds, basic medical equipment, other supplies (e.g., solar lights and batteries), and expanding space for patients and staff. Citizen concerns in relation to health facilities included:

“There is a need to enlarge patient area to accommodate the incoming patients, especially with the high population growth in our district. Even where facilities are newer, there is a lack infrastructure such as beds and equipment.” (Nebbi)

“Particularly during emergencies, the area does not have any single health unit apart from a local clinic and this has affected health service delivery . . . most community members prefer going to Lira regional referral hospital which is easily accessible and the services are more reliable compared to local health centers.” (Lira)

Drug stock-outs continue to be a major issue that citizens in all districts are facing. Citizens talked about how the unavailability of drugs forced them to go without medicines unless they had the resources to buy them at private clinics where prices could be very high.

“Many times the drugs get finished before the allotted month, hence some sick people must travel to find them or purchase drugs elsewhere . . . Or when somebody is admitted at the Nebbi hospital, you will be asked to buy drugs from the clinic and sometimes they ask for money for the drugs being given to you for treatment.” (Nebbi)

“With a high population for our health centre, there are frequent drug stock outs.” (Jinja)

According to citizens, the availability of types of drugs needs to be coordinated with the ailments frequently found affecting populations in specific districts in regions with high incidences of malaria, respiratory problems, and worms:

“Service is good but the staff are few in numbers and the medicines found for malaria and other tablets for problems like worms in general are difficult to get at the health centre.” (Wakiso)

Citizens’ perceptions of staffing needs are captured by the following comments:

“Health workers are sometimes present. However, health worker absenteeism is worse towards weekend especially on Thursday and Fridays. It disorganizes patients when they go for health care only to find that health workers are off duty.” (Amuru)

“When a health centre is located in a high demand area, budgets need to be increased for the numerous people who come from neighbouring areas seeking treatment.” (Jinja)

“There is inadequate staffing at Nebbi hospital, and the few there are overwhelmed. Quite often there are very long lines of people seeking for treatment at OPD.” (Nebbi)

We note that many problems vary regionally and are associated with budget performance, with citizen complaints linked to poor performing districts such as Moroto, Nakapiripirit and Wakiso.

5.3 Perceptions of Access to Safe Water and Sanitation

As in past reports, access to safe drinking water continues to be a contentious issue among citizens across the districts. The lack of adequate and safe water sources, poor distribution of safe water sources, non-functioning water sources, irregular water supply for piped water, and health impacts due to poor water quality were the most significant and widespread water challenges that citizens identified.

According to citizens’ views, access and maintenance go hand in hand. An elderly man observed that: *“We have few safe water sources in our vicinities. Boreholes are not well maintained and water management committees are not fully functional.”* Certainly, many regions are hard to reach even as they experience acute shortage of water. But often the problem is time and expense. Families will spend hours travelling to water sources and waiting in line. One female participant said that the whole parish is served by a two-inch pipe and its pressure was low.

Thus, citizens were quick to applaud efforts by local councillors in Rukungiri, Moroto, Wakiso, Tororo and Moroto, who supported initiatives that brought access to water to communities. In Rukungiri, one elder stated that the government has provided water harvesting tanks to households with iron sheets, and at least 36 tanks have been constructed in the community. In Apac District, the leadership has endeavoured to increase access to safe water. In FY 2013/14, the district drilled 37 boreholes, dug 18 shallow wells, constructed 21 protected springs, and rehabilitated 30 boreholes in an attempt to increase access to safe water. In other cases, running pipe water projects can reduce pressure on nearby boreholes available and save time. However, some projects of this nature are expensive to citizens. In Jinja District, for example, families are challenged in paying water bills. One citizen explained that her area is served by NWSC but the water is very expensive and many people cannot afford it. One gentleman inquired why they pay for water when the government budgets funds for water infrastructure: *“In our district, water is their source of our wealth just like other countries are endowed with petroleum.”*

While citizens were aware that there are barriers to universal access to water and sanitation, such as budgeting, maintenance and paying for services, they were less understanding regarding gaps in leadership. Citizens expect that elected official will do their jobs in advocating on behalf of communities, visit parishes and monitor the services. Non-response is not an option:

“We have never seen these leaders appear in this village, sometimes we wonder why they were elected. See this village - do you see any borehole here? Now what is the need of these councillors?”
(Nakapiripirit)

“We keep on voting for these leaders but whenever we need them, they are nowhere to be seen. We drink water with worms from these bore holes (points at bore hole) and soon we will die of disease.”
(Nakapiripirit)

This brings to light the connection between the health and water/sanitation sectors. A nurse from Moroto said that many cases of typhoid had been recorded due to lack of clean and safe water: *“When people come to the health centre, they are usually diagnosed with typhoid,”* adding that shallow wells and rivers are contaminated, making consumers vulnerable to water related diseases.

On a positive note, citizens have taken action, raising issues with councillors. Often councillors respond, which reinforces the local governance process. But if they do not citizens will seek solutions outside of local governance. In one story from Moroto, a female participant complained that when a water issue was raised to local councillors – when their borehole broke – they acted as

a community to lodge a complaint, writing letters. After a period of inaction, they contacted an NGO (Caritas), which responded and helped them repair the borehole.

5.4 Perceptions of Road Quality

Compared to previous reports, citizens' perceptions suggest that the quality of roads has improved, though regular maintenance can be enhanced, reducing potholes, dust, and poor drainage during rainy seasons. Maintenance and road quality were impacted by delays, inadequate funding, shabby construction, and deterioration caused by frequent heavy trucks (e.g. sugar cane trucks in Kamuli). The problematic and even dangerous road issues raised included roads that were washed away by rains, roads that were too narrow, poorly constructed culverts and bridges, and pot-holes – all of which made roads prone to accidents. Citizens complained about the loss of life due to accidents. While local political leaders were often depicted as contributing to solving the problems of building and maintaining roads, citizens viewed the UNRA and central government as more at fault, delaying maintenance, payments, and completion of projects, as well as obstructing private sector initiatives to repair roads.

Poor roads and weak transportation systems undermine the delivery of services in many ways. A functioning transportation network is key to accessing education and health. One of the youth from Moroto said that he appreciated efforts by area councillors:

“Last month the road from town to Natumukasikou was graded and it is good. This has improved the road network to nearby sub-counties and one can access Kidepo health unit very easily and an ambulance can pick patients who are referred to Moroto at any time without difficulty in accessing the health unit.” (Moroto)

In terms of access to education, a man from Moroto observed that poor quality roads, *“makes it difficult to access school for both pupils and teachers who are commuting daily, especially with the lack of teacher's accommodation and a boarding room for upper primary pupils to help them stay in school and concentrate on their studies.”*

Indeed, quality roads have an economic benefit, bolstering commercial activities such as the marketing of agricultural products. For example, citizens from Wakiso stated:

“CAIP (Community Agriculture Infrastructure Improvement Program) roads are routinely maintained through support from Wakiso district.”

This has enabled us to sustainably transport our agricultural produce from our farms to the markets to earn ourselves a living.”

“We are facing a poor road network problem. During rainy seasons, most of the roads in Ssisa Sub-county are impassable rendering unnecessary transportation of goods and services to retail outlets.”

“We appreciate our leaders’ initiative of keeping our roads routinely and periodically maintained. This is not enough, we need tarmacking of our roads to facilitate quick delivery of goods and services, thus reducing the cost of doing business.”

An issue frequently voiced by citizens is having access to information about the progress and monitoring of road projects, as well as when hand-overs take place by contractor to the district/community:

“It is very difficult for the citizens to monitor the construction of roads for they are ignorant of the terms of service the constructors agreed upon with either the district or sub-county.” (Luwero)

In Jinja, for example, citizens reported challenges in communicating with councillors:

“The only avenues for communication with our councillors are through burial ceremonies and village functions like the ‘Nigina.’ Councillors rarely convene meetings and don’t have formal offices. Councillors fear meeting citizens because of the many demands we make” (Jinja).

Citizens were also concerned about the quality of road work and the use of contractors.

“The road from Kalule to Bamunanika has been damaged by heavy lorries ferrying sand, yet the graded was poorly done.” (Luwero)

“Most contractors don’t put murrum on these roads. I think the problem is the people who recommend these contractors that end up doing shoddy work.” (Lira)

“The problem is that most roads in our sub-county are usually worked on only during elections.” (Kanungu)

Finally, while the efforts of local government are generally viewed as favourable in many places, citizens can easily recognize situations when councillors are not fulfilling promises or following through on their mandate to deliver services:

“Councillors promised to improve on the roads, but what have they done now, nothing. Do you see our roads? Today it’s fair weather, but otherwise you would all be stuck here . . . We really don’t have leaders and that’s why our roads or bridges are so poor. So we can’t say we have leaders.” (Nakapiripirit)

5.5 Perceptions of Agricultural Services

The agricultural sector employs over 90% of the population, directly or indirectly, in most project districts. Agriculture serves as the mainstay of food security as most products are consumed locally and agriculture is practiced on subsistence level. In the previous discussion, the connection between roads and agriculture was observed by citizens. Citizen voices also reflect and urgency and willingness to work with extension services and local politicians to participate in government programmes, such as NAADS. Currently, the NAADS programme is in flux, and a discussion of its status is beyond the scope of this report (Rhoads et al, 2015). All the same, major concerns expressed by citizens are the timely availability of improved seeds, new implements and tools, advisory services and training, and opening post-harvest markets – all of which can help mitigate the fluctuations and vulnerability often associated with farming and animal husbandry in Uganda.

One area of service delivery worth elaborating on is how the government communicates and coordinates with local communities. For example, many citizens have not seen an extension worker in their parish since the “old NAADS” was dissolved. Many knew little about Operation Wealth Creation (OWC) (e.g., Rukungiri). Others had the opinion that the OWC staff lacked adequate training. In Tororo, for example, the community agreed that their relationship with the soldiers was weak because agriculture is a science and they need extension assistance; but currently the implementer’s of OWC are little trained as technical experts (Tororo).

In some places, the beneficiaries of the distribution of NAADS inputs were only those who were informed about the meetings (Luwero). Even when farmers do receive assistance, citizens lament the lack of follow-through. For example, in Jinja, three female participants reported that they were told to construct houses for cows and chickens, but the animals were never delivered. In another case, one farmer said that his family wasted money preparing land for growing crops but the seed delivery was delayed to the point that he could not use them.

Often citizens are left working through the uncertainty of the NAADS transition with anger and conflict, since they depend so directly on the success of agriculture. In one incident, emotions ran high as described in the following engagement that occurred in Luwero:

Citizens grew excited and said that NAADS has moved from worse to worst. The discussion focused on cassava cuttings that were distributed yet they were picked from the very same community. Beans bought to the community were dyed deceiving farmers that they were treated. One man got annoyed and grabbed the microphone in defense of the people responsible for NAADS in the community. However, the people at the meeting began to shout him down, that he should stop. Later, a peasant farmer added that his entire village was mobilized by NAADS to come for maize and beans seeds but to his surprise they were given only a small amount to be distributed among the 500 people. Finally, a self-employed citizen with a tough face and a loud voice commented that what annoys him most is the patronage in NAADS, where some people always benefit.

Citizens expressed the opinion that local politicians need to play a bigger role as an interface between the OWC and the farmers. Oftentimes, the soldiers appear in the village unannounced and even the LC1 chairperson has no knowledge of the activities. If local agricultural services are to be efficient and successful, citizens claim, service delivery must be coordinated within the local governance structure.

Finally, in regions where livestock is an important economic resource, as in Nakapiripirit, citizens discussed issues of need such as access to cattle vaccines and the problem of livestock theft and raids.

5.6 Social Accountability: Citizen Action and Answerability

In sum, citizens throughout the districts expressed a need for improved services in each of these five sectors. Issues with staffing and infrastructure recur in all areas. Many of the citizen voices reflect the challenges of implementing and improving service delivery. However, citizen action can improve service delivery if they have access to information and the capacity to engage their leaders effectively. According to Holla, Koziol and Srinivasan:

Citizens and users of services can affect social services by influencing the decisions of policy makers—through voice—and by influencing the behavior of service providers—through client power. To exert this influence, they need access to information about services and the capacity and opportunities to use the information and transform it into action. Increasing transparency and providing access to information require efforts to improve the availability of information, as well as investments in the quality, relevance, and timeliness of information.

Expanding opportunities for using information also involves building the capacity of users to understand and leverage information for action and opening channels to use it. (Holla, Koziol and Srinivasan, 2011:6)

The emphasis here is on both citizen action and a role for political leaders to embrace social accountability mechanisms utilized by citizens. These mechanisms include information campaigns to tell citizens about their rights and the standards of service delivery they should expect and analysis of scorecards that engage communities and providers around information about the implementation of services. Councillors can create the incentives and processes to ensure that service providers adapt their behaviour and performance in response to citizens' demands.

In sum, improving the role of local governance in effective service delivery is enhanced by engaging citizens and amplifying their voices. This begins with a foundation of budget funding to identify priorities and provide the fiscal means to meet mandates and service outcomes. When citizens are given a voice, new pathways emerge for local governance to partner with communities (Richardson et al, 2014). Citizens can offer valuable perspectives on service outcomes. Citizens help councillors by clarifying "demand" through the tools of "voice" – actions that can lead to effective service delivery and greater accountability.



Disseminating scorecard findings enhances political responsiveness

6 SCORECARD PERFORMANCE AND ANALYSIS

This chapter presents findings from the assessment of all the district councils, district chairpersons, speakers of council and 616 councillors from the 26 districts that were evaluated during FY 2014/15. All 26 districts have undergone consistent assessment and capacity building for the last four years, beginning in 2011. The findings in this report have important implications for the choices that citizens will make during the 2016 elections. For the first time, performance data from four consecutive years will be presented, showing trends in performance since the elected leaders took over political office in July 2011.

The assessment focused on the following roles as stipulated in the Local Government Act: legislative function, contact with the electorate, participation at lower local government (LLG) level, monitoring of the national priority programme areas (NPPAs), political leadership and accountability to citizens.

6.1 Composition of District Councils

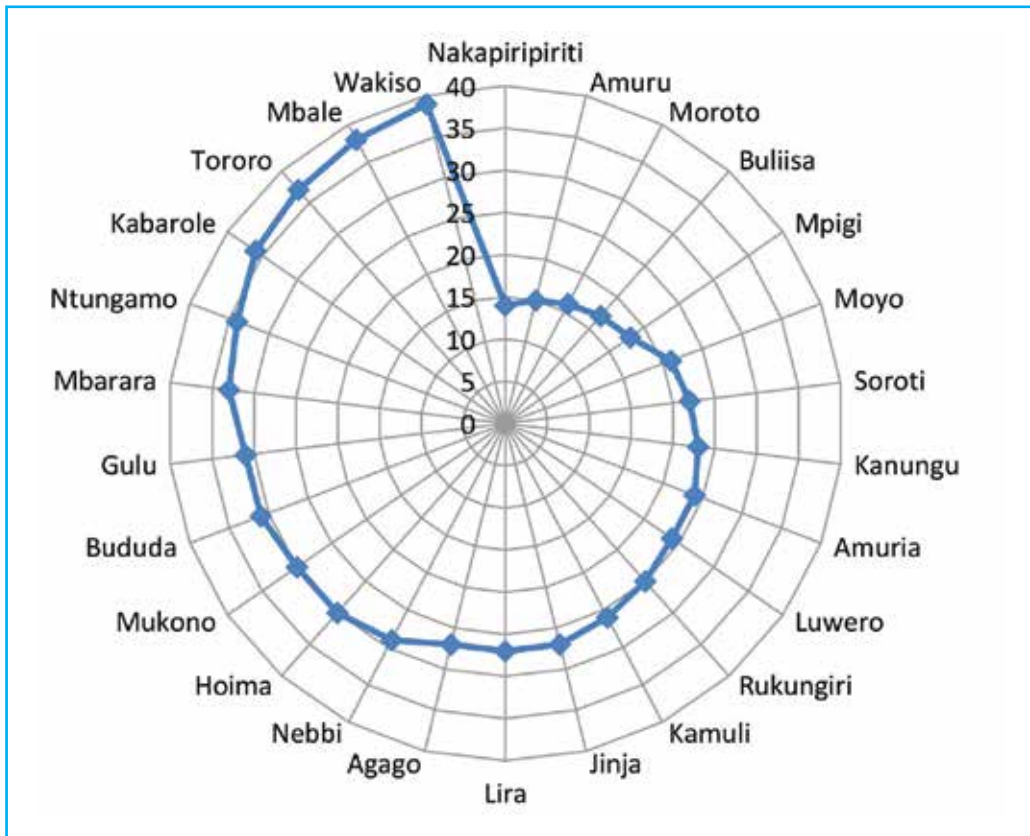
This section provides an overview of the composition of the district councils in the study, focusing on size of the councils, gender composition, political party affiliation, level of education, and number of terms served. After presenting the results of the scorecards, we will examine the degree to which councillor performance varies by each of these characteristics.

6.1.1 District Councillors and Council Size

The Local Government Act provides for four broad categories of councillors: directly elected councillors, women councillors (affirmative action ticket), youth councillors and PWDs. While the directly elected and women councillors are voted through adult suffrage, the councillors representing the special interest groups of youth and people with disabilities are elected by secret ballot under electoral colleges comprising leaders from grassroots groups. The size of the district councils did not change over the last four years. Councils vary considerably as the size is largely based on the administrative units. Among the 26 districts assessed during the year under review, council size ranged from 14 councillors for Nakapiripirit to 39 councillors in Wakiso. The total number of councillors is different from the official count of what Nakapiripirit should have. During the year under review, three district councillors were inactive after one was appointed as a deputy RDC for Moroto, the second councillor was appointed as a sub-county chief, while the third simply absconded from duty.

This problem was not unique to Nakapiripirit. On average, all the 26 districts had up to two councillors who were either absent or inactive for similar reasons. Figure 12 shows the number of councillors for each district.

Figure 12: Size of District Councils



6.1.2 Gender representation

Research demonstrates that gender plays a significant role in political leadership. Ferreira and Gyourko (2014) argue, for example, that prioritization of particular goods and services may in some cases be guided by a leader's gender. Women's presence in local governments is critical to ensuring that women's interests are prioritized. Female leaders also serve as role models to other female potential politicians at local government level (Ferreira and Gyourko, 2014).

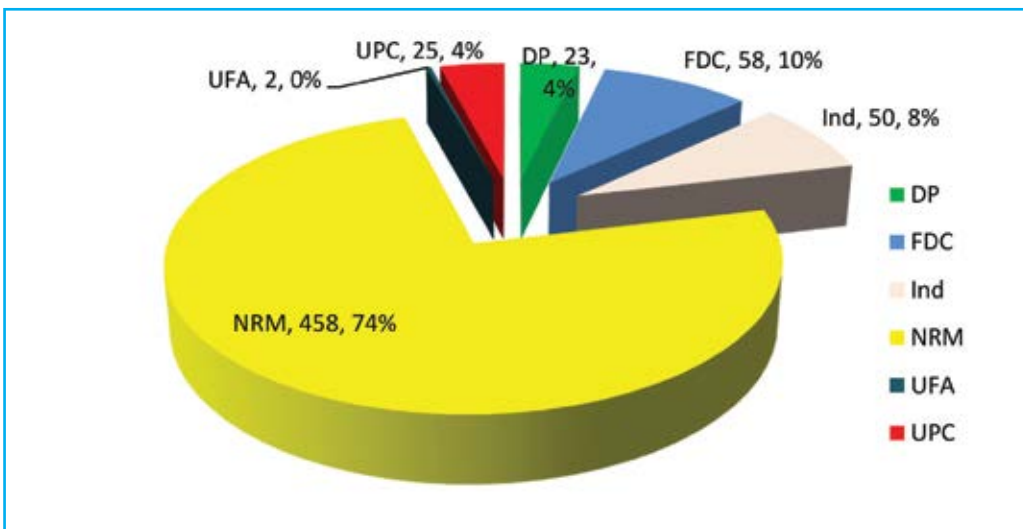
In Uganda, district councillors and other local leaders are elected through a combination of universal adult suffrage and special constituency elections. Women's participation in politics is guaranteed under the Constitution and the Local Government Act. Through affirmative action, at least 30% of the positions in council should be held by women. Consequently, gender representation

is guaranteed through the special constituency elections, which also include youths and people with disabilities (PWDs). These three groups are popularly referred to as special interest groups. During the year under review, a total of 661 councillors were assessed, 54% (n=331) were male and 46% (n=285) were female.

6.1.3 Political party affiliation

Political parties have the power to influence their members both positively and negatively. In some cases, they can seem a debilitating influence. At the district and regional level, tribalism leads to a false polarization of views where personal antipathy is too often passed off as principled difference. In terms of linkages, councillors matter to the national parties both as a barometer of support and as foot soldiers for the general election campaign (Vize, 2012). A 2010 study on the functionality of multi-party politics at local government level concluded that while multi-party politics returned in 2006, it was not yet deeply rooted at the that level (Green, 2010). Undeniably, during the year under review, councillor political party affiliation within the 26 districts mirrored the picture at the national level. The majority of councillors (74%) subscribed to the ruling NRM party, followed by the Forum for Democratic Change (FDC) and Independent councillors. Uganda Peoples' Congress (UPC) and the Democratic Party (DP) have the same measure while only two councillors subscribe to the Uganda Federal Alliance party. Figure 13 presents a summary of political party affiliation of councillors from all 26 districts.

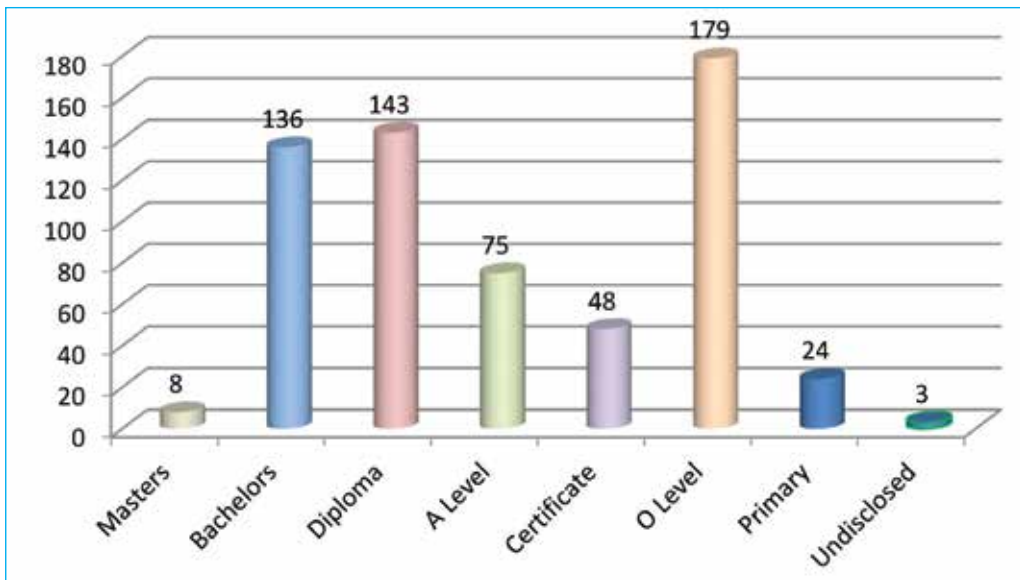
Figure 13: Political Party Affiliation of Councillors in the 26 Districts



6.1.4 Councillors' level of education

A commonly held view, which can be traced back to the Athenian philosophers like Plato and Aristotle, is that more educated citizens would be better leaders than the less educated. Some researchers also have found this to be the case. Dee (2004), for example, finds that educational attainment has a large and statistically strong significance on the quality of services. He also finds that additional schooling increases the quality of civic awareness as measured by the frequency of reading newspapers. While scorecard data suggest that the relationship between education and performance is more complex, it is still an important factor. Figure 14 summarizes councillors' levels of education from the 26 districts.

Figure 14: Councillors' Level of Education



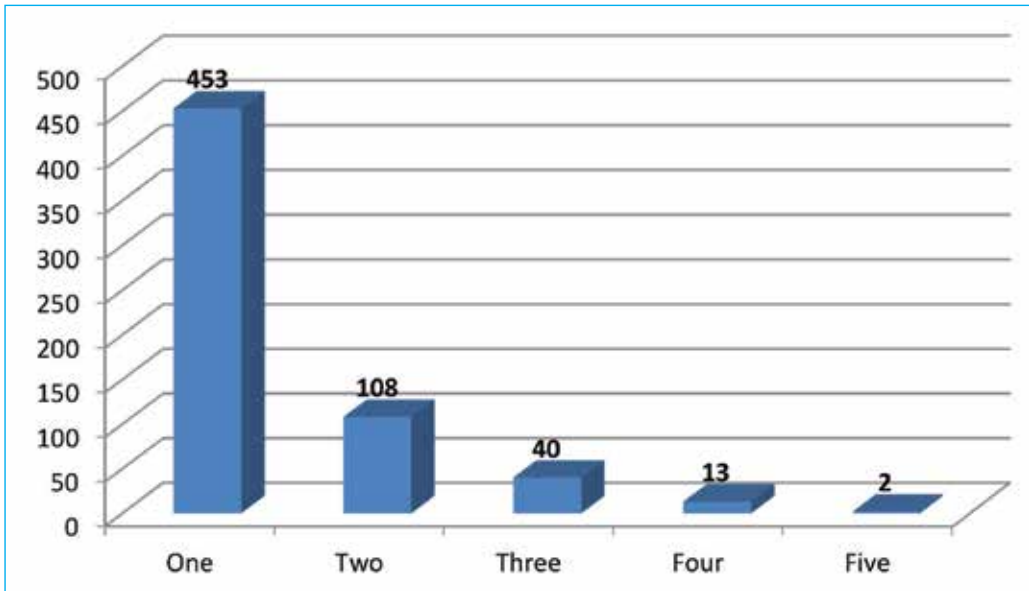
During the year under review 24 out of the 661 councillors had only completed primary education. The majority of the councillors (179) had completed Ordinary Level, some 48 councillors had certificates, while 75 councillors had completed advanced level of education. The majority of councillors (279) had diplomas and bachelor's degrees. Only eight councillors had graduated with master's degrees.

6.1.5 Number of terms served by councillors

It is expected that the longer one stays in office, the more expedient one becomes at executing one's role. For the case of political office at local government level,

longer terms enhance general councillor performance, with investments in general legislative knowledge gained through learning by doing. However, in some cases, too much power for too long has been responsible for relaxed accountability and a difficulty in seeing things from others' perspective. During the assessment period, the majority (453) of councillors were serving their first term as shown in Figure 15, there is a small number of councillors serving their fourth and fifth terms.

Figure 15: Number of terms served by councillors



6.2 Performance of District Councils

A district council is the highest authority within a district with executive, legislative, planning and administrative powers. In terms of political leadership, district councils comprise directly elected councillors and councillors representing special interest groups, including women, people with disabilities and the youth. The district council is a critical player in the social accountability chain because it is the platform where councillors can raise issues affecting their electorates and ensure that resources are allocated for the most pressing service delivery needs.

The local government scorecard comprises four distinct scorecards, including the council scorecard. The council scorecard indicators are derived from the functions of the local government councils as stipulated under the Local Governments Act. The indicators seek to establish the extent to which a council uses its political, legislative, administrative, and planning powers to address the issues that affect the electorate within its jurisdiction. During

the assessment period, the 26 district councils were assessed on four broad parameters: legislative role, accountability to citizens, planning and budgeting, and monitoring service delivery on national priority programme areas (NPPAs). Table 2 presents a summary of the performance the districts councils.

Table 2: Performance of District Councils 2014/15

Identifiers	2011/12					2012/13					203/14					2014/15					% change					Legislative Role												Accountability to Citizens					Planning and Budgeting				Monitoring NPPAs							
	2011/12	2012/13	203/14	2014/15	% change	Rules of Procedure	Membership to ULGA	Committees of Council	Motions passed by the council	Ordinances	Conflict Resolution Initiatives	Public Hearings	Legislative resources	Petitions	Capacity building	Sub total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of accountability	Sub total	Plans, Vision and Mission	District Budget	Local Revenue	Sub total	Education	Health	Water and sanitation	Roads	Agriculture	FAL	ENR	Sub total																				
1	40	55	69	87	26	2	2	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	4	4	30																				
2	82	75	84	85	1	2	0	3	2	0	2	4	0	3	21	3	6	6	2	1	18	5	4	9	18	5	5	4	4	4	4	4	4	30																				
3	75	63	81	84	4	2	1	3	0	1	0	3	2	3	18	4	8	8	2	1	23	5	4	4	13	5	5	4	4	4	4	4	4	30																				
4	55	68	64	79	23	2	2	3	0	1	2	4	0	1	16	4	5	4	1	3	17	5	4	9	18	5	5	4	4	4	2	4	28																					
5	67	57	69	75	9	2	0	3	1	1	0	3	2	2	15	3	6	7	1	2	19	5	4	11	20	3	5	3	4	2	0	4	21																					
6	55	56	56	73	30	2	0	3	2	1	2	2	2	2	18	3	5	3	2	1	14	5	4	7	16	5	5	4	4	2	2	3	25																					
7	55	63	59	73	24	4	2	2	0	0	2	4	0	1	15	3	6	2	0	19	5	4	4	13	5	5	4	4	4	0	4	3	26																					
8	76	70	69	72	4	2	2	0	0	1	2	2	1	3	15	3	6	2	0	14	5	4	9	18	5	5	4	4	0	4	3	25																						
9	53	62	75	72	-4	2	1	3	3	1	0	3	2	2	18	4	6	5	1	1	17	5	4	5	14	5	5	4	3	1	3	2	23																					
10	67	72	82	70	-15	0	2	3	2	1	2	4	2	2	19	3	2	5	2	1	13	5	4	2	11	5	5	3	4	3	4	3	27																					
11	71	76	83	70	-16	0	1	3	2	0	2	2	2	3	16	3	7	5	2	0	17	5	4	9	18	3	3	2	4	2	2	3	19																					
12	60	61	64	69	8	2	0	3	0	0	0	2	2	2	12	3	6	5	2	2	18	5	4	4	13	5	5	4	4	2	2	4	26																					
13	30	40	61	67	10	2	0	2	1	1	1	1	2	2	13	4	7	2	0	20	5	4	9	18	3	3	4	3	0	3	0	16																						
14		51	51	63	24	2	0	2	2	1	0	2	2	2	15	4	4	2	0	14	5	4	5	14	5	4	3	3	3	0	2	20																						
15	64	69	56	63	13	2	2	3	0	1	0	4	1	3	19	3	6	6	2	1	18	5	4	0	9	2	5	4	4	2	0	0	17																					
16	44	66	82	57	-30	2	2	3	2	0	1	0	2	3	17	1	3	6	2	0	12	5	4	4	13	4	2	2	0	2	1	4	15																					
17	68	60	43	57	33	0	0	3	1	0	1	3	1	3	13	4	7	5	2	1	19	5	4	0	9	0	5	2	2	2	3	16																						
18	70	60	71	56	-21	0	0	0	3	0	1	0	2	0	17	0	6	4	2	1	16	5	4	7	16	3	5	2	1	0	3	16																						
19	69	70	80	55	-31	2	2	3	0	0	1	0	2	2	8	2	8	2	0	16	5	4	0	9	1	3	1	4	0	0	4	13																						
20	78	67	69	52	-25	2	2	3	1	0	1	0	4	0	16	3	5	2	2	3	15	5	4	6	15	1	1	1	1	1	0	1	6																					
21	48	67	49	49	0	2	0	3	1	0	0	1	2	0	10	4	4	5	2	0	15	5	4	2	11	3	3	1	1	1	1	3	13																					
22	56	61	61	41	-33	2	2	3	0	0	0	3	0	0	13	2	8	4	2	2	18	4	4	2	10	0	0	0	0	0	0	0	0																					
23	49	62	63	40	-37	2	0	3	1	0	0	4	0	0	10	3	4	3	0	0	10	5	4	0	9	0	0	0	3	3	2	11																						
24	51	69	51	40	-22	2	0	0	1	2	0	2	0	3	11	4	6	3	2	2	17	5	4	2	11	0	0	1	0	0	0	1																						
25	57	60	33	39	18	0	0	0	0	1	2	3	1	2	9	3	3	2	2	0	10	5	4	7	16	2	0	2	0	0	0	4																						
26	40	67	69	28	-59	1	0	1	0	0	1	0	3	1	0	7	1	3	3	2	1	10	5	4	2	11	0	0	0	0	0	0	0																					
Average Score	59	63	65	62	-3	2	1	3	1	1	1	3	1	2	15	3	5	5	2	1	16	5	4	5	14	3	3	3	3	2	2	3	18																					

6.2.1 Overall Performance

The findings from the council assessment of FY 2014/15 reveal a decline in the average performance scores of the 26 district councils, from 65 to 62. However, scores improved in 14 of the 26 councils.

Tororo District Council, for the very first time, emerged the best performer with a score of 87 out of 100 possible points. The performance of Tororo District stands out for four main reasons. First, this performance represents an improvement margin of 26%, which is synonymous with the upward trend since FY 2011/12. Second, Tororo District Council was rated 12th position during the previous assessment and one of the worst performers during FY 2011/12. Third, the performance of the district council is consistent with the general improvement of the district chairperson as well as the councillors. Fourth, this is the highest score ever achieved by a district council.

In second position is Gulu District Council with 85 out of 100 possible points. Gulu remains in the high performance league, having registered a performance improvement when compared to the previous assessment. Gulu District Council was also the best council previously for two consecutive years: FY 2011/12 and FY 2012/13. Kabarole District Council followed in third position, with 84 out of 100 possible points with an improvement margin of 4%. The performance also represents an improvement from the 5th to the 3rd place during the year under review. Despite the general trend of declining performance, the top eight district councils all registered a positive improvement in their performance. Overall, Soroti District Council in 17th position registered the highest improvement margin of 33%. In contrast, Kamuli District Council registered the worst decline with negative 59% (from 69 to 28 points) during the year under review.

6.2.2 Legislative Role

The legislative function of council is assessed by examining the operationalization of the rules of procedure, functionality of committees of council, and passing lawful motions on various policies. The functionality of the business committee is equally important in understanding the legislative function, as this determines the agenda for discussion. The process of discussing bills and passing ordinances is also critically analyzed.

The performance of the councils' legislative role remained the same, with an average score of 15 out of 25 possible points. Five out of the 26 district councils had not approved and adopted the revised standard rules of procedure and were therefore still using the old ones. As members of ULGA, local government councils are expected to pay subscription fees to the association. However,

more than 50% (14 out of 26) of district councils had not paid the full subscription to the association. During the year under review, district councils registered impressive performance with regard to the functionality of the business committees, with only two councils (Luwero and Bulisa) organising council meetings without first engaging the business committee. Six out of 26 district councils did not pass any lawful motion on accountability, service delivery or financial autonomy. Similarly, 16 out of 26 district councils did not pass any ordinances on accountability, environment or service delivery. Worse still, 14 out of 16 district councils did not conduct any public hearings on bills presented in the council. Yet, it is a best practice to conduct public hearings and solicit citizens' views and concerns before a bill is presented in council.

On a more positive note, 17 out of the 26 district councils had made the effort of documenting citizen's petitions and debated them in council. In addition, 22 out of 26 district councils not only conducted capacity building for their councils, but also went ahead to document lessons that impacted on their improved performance in council.

6.2.3 Accountability to Citizens

Local government councils are required by law to remain politically, administratively and fiscally accountable to citizens. In practice, council debates, decisions and resolutions should not be the preserve of the council members, but should be communicated to the citizens through various forms. Accountability also involves open and inclusive participation of citizens during council meetings.

Although most of the indicators under the parameter of accountability to citizens are more procedural in nature, and therefore expected to be standard practice, a number of district councils still face challenges. For example, with the exception of Mbale District Council that got full marks under principles of accountability, 25 district councils did not make reference to their charter on accountability and ethical code of conduct or display the client charter. Perhaps one of the biggest gaps cited during the assessment related to the standing committees, whose functionality was found wanting in many areas. In more than half of the districts, minutes from the standing committee meetings could not be produced. Yet, these committees should be the major drivers of council business. Similarly, 14 out of 26 councils did not provide any evidence with regard to the timely action of the Public Accounts Committee (PAC) reports.

6.2.4 Planning and Budgeting

Planning and budgeting is one of the core functions of a district council. Under this parameter, the scorecard indicators focus on availability and approval of plans, vision and mission statements, and levels of local revenue collection. Local revenue is important for ensuring local government discretion with regard to setting local priorities. It is this same revenue that guarantees council's sittings and meetings. The more local revenue a district collects the more capacity and flexibility it has to respond to service delivery issues raised by the voters.

Fortunately, district councils have made big strides in as far as attempts to increase their local revenue collections are concerned. Of the 26 district councils, 22 had made an attempt to enhance their local revenue. This performance is commendable, compared to the previous year where only 10 districts earned full marks under this indicator. This finding presents a ray of hope for the future of local governments. As part of the peer-to-peer learning, it is hoped that districts under LGCSCI can continue to learn from each other as they share possible ideas and strategies to improve their financial autonomy and discretion.

6.2.5 Monitoring NPPAs

The Local Government Act obligates local governments to accord National Priority Programme Areas (NPPAs) preferential budget outlays. These programme areas are reflected in the National Development Plan (NDP) under different categories. Findings from this scorecard report depict a slight decline in the performance of councils' monitoring function, with an average score of 18 points compared to 19 points from the previous assessment. Two district councils (Nakapiririt and Kamuli) scored zero out of 30 possible points. Nebbi District Council is not too far from these two, with only one out of 30 possible points. These marks mean that while the councils may have monitored a few service delivery units, they did not meet the threshold of having visited at least half of the service delivery units during the year under review. Evidence from the annual work plan of Nakapiririt District shows that throughout the whole year, the district only had UGX 4,000,000 for political and executive oversight. A key policy question to ask here is: How much can a district council do with only UGX 4,000,000?

Despite this general decline, three district councils (Tororo, Gulu and Kabarole) scored maximum points under this parameter (30 out of 30). Not surprisingly, these three councils are also the highest performing overall. In the previous year's assessment, no council earned higher than the 26 points. More than 50% of the councils scored well under the indicators of monitoring health and education. However, monitoring FAL remains a big challenge to many district

councils, with 11 out of 26 district councils scoring zero. This performance is consistent with the generally poor performance of FAL monitoring by the district chairpersons, speakers of council, and the individual councillors. The general response from the majority of the political leaders is that FAL classes are not functional. For that reason, many insisted that there was no need to monitor what is not functional. However, budget performance data reveals functional FAL classes for which funds are allocated and spent on a quarterly basis.

6.3 Performance of District Chairpersons

The district chairperson is the political head of a district with executive powers and authority to monitor the general administration of the district. Among their key functions, chairpersons preside over meetings of the executive committee, are responsible for ensuring the implementation of council decisions, and oversee performance of civil servants in the district. As a political head of a district, the chairperson is expected not only to attend council sittings but also designate one day during the year to make a report on the state of affairs of the district. The function of presiding over the executive committee implies that the chairperson oversees the committee functionality insofar as motions and bills are concerned. Monitoring service delivery of key NPPAs is another critical role of the district chairperson. Consequently, the chairperson's scorecard focuses on five parameters: political leadership, legislative performance, the degree of contact with the electorate, participation in communal and development activities, and monitoring of service delivery on NPPAs. Table 3 contains chairpersons' performance results.

Table 3: Performance of District Chairpersons FY 2014/15

Name	Gender	District	Party	Terms	Trends in Performance				Political Leadership										Contact with Electorate	Projects						Monitoring NPPAs														
					2017/12	2012/13	2013/14	2014/15	% Change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central govt	Sub Total	Council	Motions Executive		Bills by Executive	Sub Total	Meetings Electorate	Issues by electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total				
Maximum Score																																								
1	M	Gulu	FDC	1	191	188	89	96	8	3	5	2	4	2	4	2	4	2	4	2	4	20	2	6	3	11	5	5	10	3	2	5	10	7	7	7	7	5	5	45
1	M	Kabarole	IND	1	80	89	87	96	10	3	5	2	4	2	4	2	4	2	4	20	2	6	3	11	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45	
3	M	Mpigi	NRM	1	80	80	83	92	11	3	5	2	4	2	4	2	4	2	4	20	2	4	5	11	5	5	10	1	2	5	8	7	7	7	7	7	6	5	4	43
4	M	Tororo	NRM	1	78	82	78	92	18	3	5	2	4	2	4	2	4	2	4	20	2	2	3	7	5	5	10	3	2	5	10	7	7	7	7	7	7	5	5	45
5	M	Amuria	NRM	1	74	78	73	82	12	3	5	1	2	1	2	1	2	1	2	14	2	4	3	9	5	5	10	3	2	3	8	7	6	7	6	7	3	5	41	
6	M	Wakiso	DP	1	70	82	78	81	4	3	5	2	4	1	4	1	4	1	4	19	2	4	3	9	5	5	10	3	2	5	10	5	5	5	5	5	5	3	33	
7	M	Lira	UPC	1	40	76	85	80	-6	3	4	1	2	2	2	2	2	2	4	16	2	2	3	7	5	2	7	1	1	3	5	10	7	7	7	7	7	5	5	45
8	M	Moroto	NRM	1	76	78	62	79	27	3	5	2	4	2	4	2	4	2	4	20	2	4	3	9	5	5	10	1	2	3	6	3	7	7	7	7	7	0	3	34
9	M	Soroti	NRM	1	82	78	82	78	-5	3	5	1	3	2	4	1	8	2	4	18	2	4	0	6	5	5	10	0	1	5	6	7	6	7	6	7	0	5	38	
10	M	Agago	NRM	1	47	57	77	35	3	5	1	3	2	4	1	8	2	4	18	2	4	3	9	4	3	7	3	1	5	9	7	7	7	7	7	6	0	0	34	
11	M	Jinja	NRM	2	66	87	78	77	-1	2	5	0	4	1	3	1	5	2	0	2	4	5	9	3	1	5	9	7	7	7	7	7	7	7	7	7	4	3	42	
12	M	Mbale	NRM	3	70	74	81	77	-5	3	5	2	3	2	3	1	8	2	0	2	4	5	10	3	6	7	7	7	7	7	7	7	7	7	7	7	7	3	3	41
13	M	Moyo	IND	1	52	62	68	76	12	3	4	0	3	2	4	1	6	2	2	3	7	5	2	7	3	2	5	10	7	3	2	5	10	7	3	6	7	1	5	36
14	M	Bududa	NRM	1	62	71	56	75	34	3	4	1	4	2	4	1	8	2	2	0	4	5	10	3	2	5	10	3	2	5	10	7	3	7	6	0	3	33		
15	M	Amuru	NRM	2	54	78	61	74	21	3	5	2	3	1	2	1	6	2	4	3	9	5	3	8	3	2	5	10	2	6	6	7	4	0	3	31				
16	M	Mbarara	NRM	1	70	75	81	74	-9	3	3	2	1	1	3	1	3	2	4	3	9	5	2	7	1	0	0	3	7	7	7	7	7	7	7	7	4	5	44	
17	M	Mukono	NRM	2	80	80	80	72	-10	2	4	2	3	2	3	1	6	2	6	2	10	5	2	7	0	0	3	7	7	7	7	7	7	7	7	7	3	2	3	36
18	M	Bulisa	NRM	2	56	70	55	71	29	2	4	1	3	2	4	1	9	2	2	3	7	5	2	7	3	1	5	9	7	7	7	7	7	7	7	7	7	0	2	31
19	M	Ntungamo	NRM	1	69	74	76	70	-8	3	5	1	4	2	4	1	9	0	2	0	2	5	10	3	2	5	10	3	2	5	10	7	7	7	7	7	7	0	3	29
20	M	Rukungiri	NRM	1	44	80	78	69	-12	3	3	2	3	0	4	1	5	2	4	0	6	5	5	10	3	0	5	8	0	7	4	7	0	5	30					
21	F	Kanungu	NRM	3	53	74	62	61	-2	1	3	1	4	2	3	1	4	0	4	2	6	2	5	7	3	1	5	9	4	5	6	0	0	5	25					
22	M	Nakapiripiri	NRM	2	69	75	75	55	-27	2	5	0	3	2	2	1	4	2	2	3	7	5	0	5	1	0	0	1	6	6	6	2	0	2	28					
23	F	Kamuli	FDC	1	88	87	54	-38	2	4	2	2	2	2	1	1	3	2	0	2	5	5	10	3	1	5	9	3	7	3	7	0	0	20						
24	M	Nebbi	NRM	1	65	74	53	53	0	3	5	1	2	2	3	1	6	2	4	0	6	4	2	6	1	1	5	7	2	6	4	0	0	18						
25	M	Luwero	NRM	3	63	69	78	52	-33	0	5	2	2	2	0	1	1	2	6	0	8	5	5	10	1	2	5	8	0	5	5	0	0	15						
26	M	Hoima	NRM	3	65	76	76	45	-41	3	5	1	3	2	4	1	8	2	2	0	4	3	5	8	0	1	5	6	5	4	0	0	9							
Average																																								
2 67 76 74 73 0 3 5 1 3 2 3 17 2 3 2 7 5 4 9 2 1 4 8 5 6 6 5 2 3 33																																								

6.3.1 Overall Performance

Overall, the performance of district chairpersons from the 26 districts declined slightly from 74 points (FY 2013/14) to 73 points during the year under review, with over a half of the chairpersons (14 of 26) seeing a decline in their score. A highlight of the results, however, is that, for the first time, there is a tie for the top position. Both Chairman Martin Mapenduzi from Gulu District and Chairman Richard Rwabuhinga from Kabarole scored 96 out of 100 possible points. This is the highest score ever attained by a district chairperson. It also represents an improvement margin of 9% for Chairman Mapenduzi and 11% for Chairman Rwabuhinga.

Both chairpersons left nothing to chance under four major parameters, having scooped all possible points under their political leadership, contact with the electorate, initiation of projects in the district, and monitoring NPPAs. Interestingly, both chairpersons lost the four marks under the same area where their executive committees failed to present bills on accountability and local government financial autonomy. In both cases, the bills that were presented were on service delivery. In third place is Chairman John Mary Luwakanya from Mpigi District, who scored 92 out of 100 possible points. This score represents an improvement of 11%. Chairman Peter Odok W'ocieng from Agago District scored 77 out of 100 possible points. This performance represents the highest improvement margin of 35%.

With only two female district chairpersons, a correlation between gender and performance of district chairpersons may not be significant. Suffice it to say, both female district chairpersons' performance declined during the year under review. The decline was registered both in percentage form as well as their ranking among the 26 chairpersons.

6.3.2 Political Leadership

Political leadership by district chairpersons remains a strong parameter with an average score of 17 out of 20, which is the same as the previous year. On the scorecard indicator of presiding over meetings of the executive committee, 21 out of 26 chairpersons scored full marks. With the exception of the chairpersons from Jinja, Moyo and Nakapiripirit, the rest of the chairpersons submitted a report of the state of affairs of the district to the council during the year under review.

6.3.3 Legislative Role

The District Executive Committee (DEC) is the body through which the chairperson executes his legislative role. The committee is responsible for initiating and formulating policy for approval of the council. Consistent with recent scorecard reports, presenting bills and motions remains a challenge for the majority of chairpersons. Only eight out of 26 chairpersons earned full marks for motions presented by the executive. Still, no single chairperson, not even the top three, received all seven marks in the area of presenting bills. Indeed, 10 district chairpersons scored zero under the indicator of bills presented by the executive on service delivery, accountability and financial autonomy.

6.3.4 Contact with Electorate

District chairpersons should remain in close contact with the people and are expected to be residents in their districts in order to serve their electorate more effectively. Only when they are in regular contact with their constituents can service delivery deficiencies and other concerns be communicated directly to them by voters. There was no major change in the performance of the district chairpersons' contact with the electorate when compared to the previous assessment. Generally, the performance remains good with more than a half of the district chairpersons (14 out of 26) scoring full marks under this parameter (10 out of 10).

6.3.5 Initiating Projects in Electoral Area

Performance under this parameter remained the same when compared to the previous assessment results. Overall, 50% of the district chairpersons scored at least nine out of 10 points under this parameter. Many development partners are increasingly looking at local governments as viable partners in development. This can be confirmed by the high number of MOUs that were signed and implemented during the year under review. A total of 19 out of 26 district chairpersons scored full marks (5 out 5) under this indicator.

6.3.6 Monitoring NPPAs

Findings from this year's assessment reveal a general improvement in the chairpersons' performance of their monitoring role, with an average score of 33, up from 30 points during the previous assessment. Four out of 26 district chairpersons scored the full 45 marks under this parameter. An additional four

out of the remaining 21 chairpersons scored above 40 points. However, 50% of the district chairpersons did not monitor FAL. This finding is not any different from the previous assessment findings which revealed that the majority of chairpersons scored an average of two out of six points.

6.4 Performance of Speakers of Council

The office of the speaker of the district council includes both the speaker and his/her deputy. They are both elected by the council from among members of the council, through a secret ballot. This means that a speaker of council has a dual role. As elected councillors, district speakers have the responsibility of representing their constituencies. In addition, they are vested with very specific responsibilities regarding the management of council business, including presiding over meetings of the council. While in council, the effectiveness of the district speaker has a direct bearing on the functioning and outputs of the council. Consequently, besides being assessed on the parameters that apply to councillors, the score-card also assesses speakers on their responsibility of presiding over and preserving order in the council. **Table 4** presents a summary of the speakers' performance in the 26 districts.

Table 4: Performance of Speakers of Council

Identifiers	Trends in Performance				Legislative Function								Contact with Electorate			Monitoring NPPAs									
	2011/12	2012/13	2013/14	2014/15	% change	Chairing council	Rules of procedure	Business Committee	Records book	Record of motions	Special skills/	Sub Total	Meetings Electorate	Coordinating centre	Sub Total	LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub total	
Maximum Scores						3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	5	5	45	
1 Douglas Peter Okello	100	100	84	88	98	11	3	3	2	3	3	5	25	11	9	20	8	7	7	7	7	5	5	45	
2 Matabiri Muhammed			75	77	79	93	18	3	9	3	2	3	2	22	11	9	20	6	7	7	7	7	5	45	
3 Clovis Mugabo			54	66	72	88	22	3	9	3	2	3	2	22	11	9	20	10	7	5	7	7	5	36	
4 Samuel Bamwole			87	61	86	41	2	5	3	2	3	2	17	9	5	14	10	7	7	7	7	7	5	45	
5 Charles Beeshesya			61	68	72	84	17	3	9	3	2	3	0	20	9	9	18	10	7	7	7	3	3	36	
6 Ocen Martin Odyek			26	75	88	84	-5	2	9	3	2	3	2	21	7	9	16	6	7	7	5	7	3	41	
7 Richard Mayengo			68	73	60	83	38	3	9	3	2	0	5	22	9	6	15	10	5	7	5	7	3	4	
8 Daudi Byekwaso Mukitibi			75	73	77	83	8	3	5	3	2	3	0	16	11	9	20	10	7	4	7	6	7	1	
9 John Bosifly Owe			23	55	81	47	2	9	3	0	2	16	7	9	16	4	7	7	7	7	7	5	5	45	
10 William K. Tibamanya			58	64	73	77	5	3	9	3	0	0	15	9	9	18	10	7	7	5	7	3	0	34	
11 Nathan Isingoma Kitwe			33	64	65	76	17	3	9	3	2	3	2	22	2	9	11	0	7	7	7	5	5	43	
12 Henry Ndyabahika			64	75	68	71	4	2	9	3	2	3	2	21	11	6	17	8	1	5	7	1	7	3	1
13 James Kesaala Kunobwa			73	79	89	68	-24	2	7	2	2	3	5	21	9	9	18	8	5	0	1	5	5	1	
14 Charles Engoru			41	68	67	67	0	2	9	3	0	0	0	14	2	9	11	10	7	7	3	7	3	0	
15 Christopher Odongkara			51	69	66	64	-3	2	9	2	0	0	0	13	9	18	10	5	5	1	5	5	1	32	
16 Micheal Matsetse			35	63	76	63	-17	3	9	2	2	0	0	16	7	9	16	4	5	5	5	0	3	4	
17 Didan R. Amama			31	65	32	60	88	1	0	3	0	0	0	4	11	9	20	8	7	7	1	7	3	0	
18 Proscovia Namansa			64	73	71	57	-20	3	9	3	0	0	0	15	11	9	20	10	3	3	0	3	3	0	
19 Caesar Lomoto			49	54	60	55	-8	3	4	3	2	3	0	15	11	9	20	0	1	1	5	7	1	4	
20 Martin Chaiya			44	63	65	54	-17	2	9	3	0	3	0	17	11	9	20	10	1	1	1	1	1	1	
21 Juliet Jjemba			40	78	78	54	-31	3	0	3	2	3	0	11	11	9	20	6	3	3	3	3	0	2	
22 Dan Nabimanya			66	75	55	54	-2	3	7	3	2	0	5	20	2	6	8	10	5	1	1	1	2	5	
23 Jotham Loyer			62	44	49	41	-16	3	4	0	0	0	0	7	5	9	14	0	5	0	5	0	0	20	
24 Idda Fuambe			68	73	53	38	-28	2	9	3	0	3	0	17	0	9	9	10	1	0	0	0	0	1	
25 James Paul Michi			32	69	64	35	-45	2	9	3	2	3	0	19	0	9	9	10	1	1	1	1	1	1	
26 Andrew Odongo			61	60	58	10	-83	3	0	2	0	0	0	5	0	5	0	0	0	0	0	0	0	0	
Average	2	55	68	67	66	1	3	7	3	1	2	1	17	8	8	16	7	5	5	4	5	4	2	3	27

6.4.1 Overall Performance

The average score for speakers of council declined slightly, from 67 to 66. While only 11 of the 26 speakers of council improved their scores from the previous year, eight improved their scores by over 10%. Hon. Douglas Peter Okello from Gulu District emerged the best with 98 out of 100 possible points. The speaker's performance not only reveals excellence but also demonstrates a steady and consistent commitment to outstanding performance since 2011. Hon. Mafabi Muhammed followed in second place with a score of 93. He also registered an improvement of 18%, with a resounding performance in his monitoring role where he scooped a total 45 points. Hon. Clovis Mugabo from Kabarole District came in third place with a total score of 88 out of 100 possible points. This score represents an improvement of 22% when compared to the previous assessment.

With a score of 60 out of 100 possible points, Speaker Didan R. Amama from Hoima District registered the highest improvement margin of 88%, followed by Speaker John Bostify Owek from Agago District, whose score increased by 47%. Speaker Bostify's performance is outstanding at 81 points, reflecting a steady improvement since FY 2012/13 when he earned 23 points. With a total of only three female speakers of council, the data is disappointing; all three not only declined in performance, but scored below average.

6.4.2 Legislative Role

The legislative function of the speakers of council is executed through chairing of lawful meetings, enforcement of rules of procedure, convening of the business committee, and keeping a proper record of the motions and bills presented in council. While the law does not specifically point out the need for district speakers to delegate to their deputies, the delegation function is implied through the very existence of the deputy speaker's office, making delegation a best practice. In July 2014, the Ministry of Local Government shared new standard rules of procedure for all local government councils in Uganda, which then had to be studied, adopted and later enforced by the district councils. Out of 26 councils assessed, 23 district speakers presided over their councils and had the rules of procedure adopted appropriately. There were three speakers of council who continued to preside over council using the old rules. With the exception of Hon. Jotham Loyor from Nakapiripirit District, the remaining 25 speakers of council had convened and presided over business committees in accordance with the rules of procedure and the Local Government Act.

The data aligned to providing special skills and knowledge to council shows that there is still a problem in this area. Out of 26 speakers of council, 15 scored zero under this indicator. This is not so different from the 14 who scored zero

in the previous assessment report. However, four speakers of council scored the maximum points under this parameter (5 out of 5), a situation similar to the previous year. The speakers of council from Mukono, Jinja and Gulu districts have registered consistent good performance in this area in the last two consecutive years.

6.4.3 Contact with the Electorate

While the trends show a general improvement of speakers' contact with their electorate, the findings reveal that the speakers from Nebbi, Tororo and Soroti districts were detached from their electorate, having scored zero. On a positive note, 10 out of the 26 speakers of council scored maximum points (11 out of 11) under this indicator. In the same spirit, all the 26 speakers of council had an office or coordinating centre in their respective sub-counties. This is an impressive performance compared to the previous year where seven speakers of council did not have functional coordinating centres in their sub-counties.

6.4.4 Participation in Lower Local Governments (LLGs)

Generally, speakers registered improvement in regard to their participation in lower local governments, with an average score of seven, up from six during the previous assessment. A total of 11 out of the 26 speakers scored maximum points (10 out of 10). However, four out of the 26 speakers did not meet the threshold of attending at least four of the meetings at their respective sub-counties, and therefore scored zero.

6.4.5 Monitoring NPPAs

All district councillors, including the speaker, are assessed on the extent to which they dedicate time to ensure effective delivery of public services to their electorates. The function of monitoring NPPAs by district speakers stems from their role as district councillors. Besides being elected leaders, district speakers earn a monthly salary which obligates them to ensure that taxpayers and citizens get value for their money. Overall, speakers to council registered an improvement under this parameter, with an average score of 27, up from 25 during the previous assessment. The speakers of council from Gulu, Mbale, Kamuli and Agago districts demonstrated excellent performance, having scored all the possible points under this parameter (45 out of 45). On the contrary, the speakers from Soroti, Tororo and Nebbi districts were found to be weak in the area of monitoring service delivery units in their respective sub-counties.

6.5 Performance of District Councillors

The councillor scorecard is designed to assess councillors' enactment of their responsibilities in four parameters: legislative role, contact with the electorate, participation in lower local governments and monitoring NPPAs. All these functions are spelled out in the third schedule of the Local Government Act. In discharging their duties, district councillors are bound by law to have due regard of both the national and district interests, and the interests of the people in their electoral area.

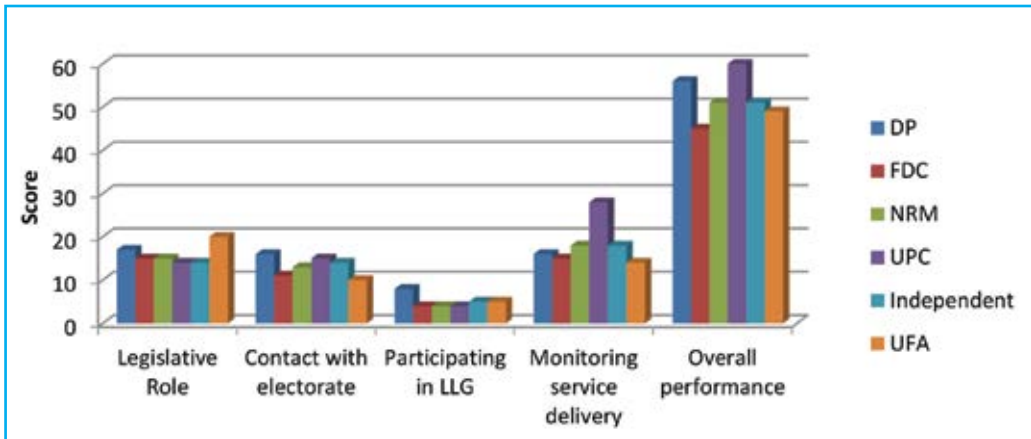
6.5.1 Overall Performance

Consistent with the performance of the council, district chairperson and the speaker of council from Kabarole District, the best male and female councillors came from the same district. Hon. Moses Ikagobya, an independent councillor from Bushesi Sub-county scored 99 out of 100 possible points. This score represents an improvement margin of 16%. Hon. Stella Kyorampe, who represents Kabende Sub-county and Kijura Town Council, and subscribes to the ruling NRM party scored 92 out of 100 possible points. The score represents an improvement margin of 7%. Hon. John Martin Odongo from Ilyowa Sub-county in Tororo District registered the highest improvement margin of 515%, having scored 43 points during the year under review. The graphs and text that follow provide a deeper analysis of overall councillor performance by examining variations by education, political party affiliation, gender and number of terms served.

6.5.2 Political Party and Councillor Performance

Figure 15 shows the ways that councillor performance varies by political party. Notable is the fact that DP councillors, on average, outperform councillors in other parties in three of the four performance areas: legislative role, contact with the electorate, and participation in lower local government council meetings. The difference is particularly striking in the participation in the LLG area, where DP councillors' scores are on average double those from other parties. In the Monitoring Service Delivery area, the performance of UPC councillors stands out. On average, they scored 28, far above the NRM, DP and FDC councillors who averaged 18, 16, and 15 respectively. In these two performance areas (Participating in LLG and Monitoring Service Delivery), the difference between the political parties is statistically significant.

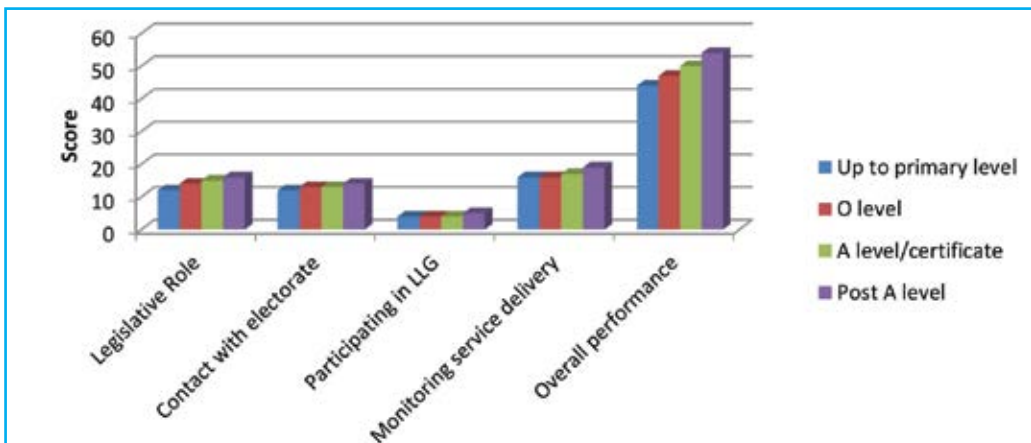
Figure 15: Political Party and Councillor Performance



6.5.3 Level of Education and Councillor Performance

The data from this year’s assessment of the relationship between level of education and councillor performance (Figure 16) clearly show that those with higher levels of education scored higher, on average, in all four performance areas. Not only did those with diplomas, bachelor’s and master’s degrees (post-A Level) score the highest, the data show that average scores steadily increased with level of education. These relationships are statistically significant in three of the four performance areas: Legislative Role, Participating in LLG, and Monitoring Service Delivery. The correlation between education and overall performance is also statistically significant. This year’s data differ from the previous year, where those with lower levels of education actually scored higher in both the Contact with the Electorate and Monitoring Service Delivery performance areas.

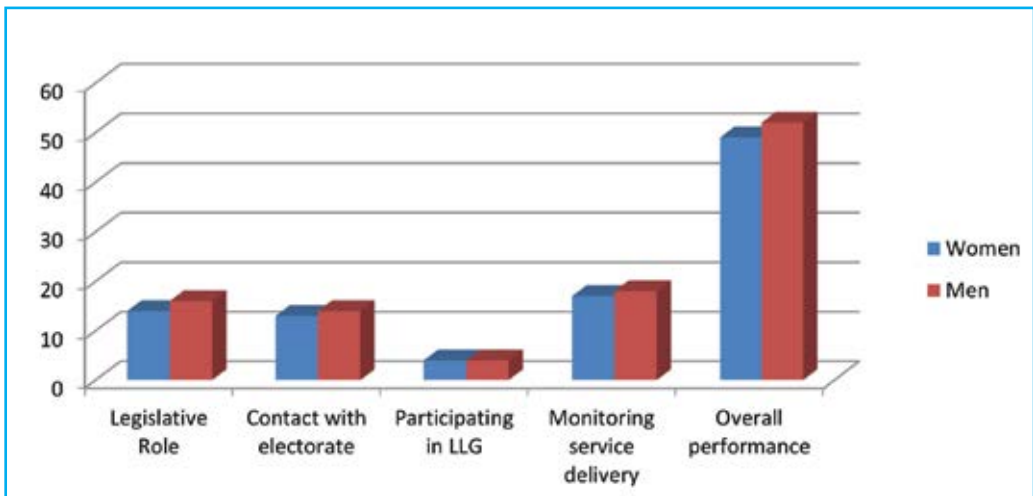
Figure 16: Level of Education and Councillor Performance



6.5.4 Gender and Councillor Performance

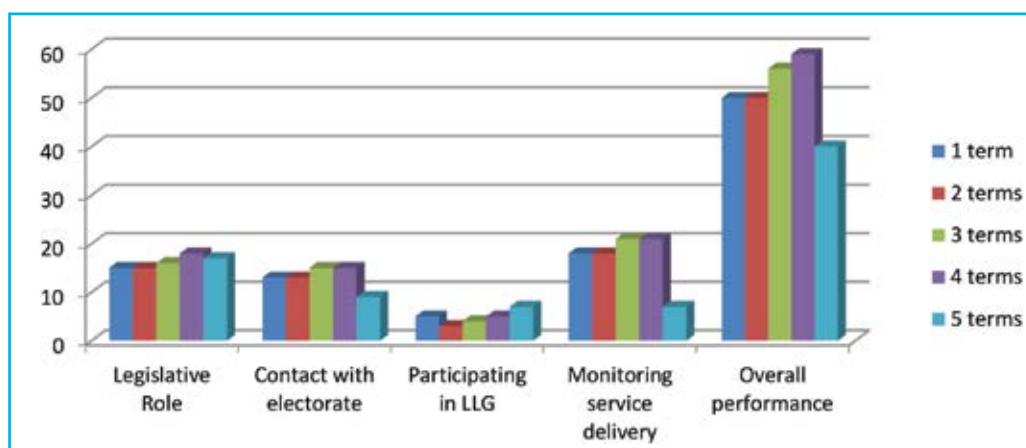
Consistent with the previous year, male councillors performed slightly better on average than female councillors in three of the four performance areas: Legislative Role, Contact with the Electorate, and Monitoring Service Delivery. (See Figure 17) Only in overall performance and Legislative Role, however, is the performance difference between men and women statistically significant. Given that female councillors have a larger constituency to represent than their male counterparts, this near parity can be interpreted as a positive for women.

Figure 17: Gender and Councillor Performance



6.5.5 Terms Served and Councillor Performance

Looking at Figure 18, it appears that performance in three of the areas (Legislative Role, Contact with the Electorate, and Monitoring Service Delivery) increases over the first four terms. However, there is no statistical difference in the relationship between number of terms served and councillor performance in any of the assessment areas. While this might seem like an unexpected result, the fact that this year's assessment comes at the end of the five-year term means that none of the councillors is actually new to local governance. All councillors have at least four years of experience, and have gone through several rounds of assessment using the scorecard.

Figure 18: Terms Served and Councillor Performance

6.6 Factors Affecting Performance of Local Government Leaders

The performance of district councils is affected by a number of factors, some of which are under their control and others of which are connected to constraints related to the environment of policies and practices within which they operate. After six years of implementing the initiative, it is very clear that district councils and the political leaders are aware of what they should be doing, how they should be doing it, where they should do it, why and with whom they should do it. However, there remain obstacles that make it difficult for them to achieve their goals. During the recent multi district leadership forums, which brought together political and technical leaders from ten districts, councillors shared their challenges and brainstormed strategies they think can help to steer them to excellence in service delivery. This section presents the challenges that district chairpersons, speakers of council, women councillors, youth councillors and as councillors representing PWDs face across the 10 districts.

6.6.1 District Chairpersons

As political heads at the district level, chairpersons are empowered by law to use their offices to work closely with the technical team to ensure that quality services are delivered to the citizens. However, the following challenges were cited as big stumbling blocks in the execution of their duties:

- Power imbalance between central government and local government;
- Inadequate local revenue to finance monitoring of government activities
- Mismatch of central government financing and devolved functions;

- Limited knowledge of the functioning of local governments, which creates role conflict between technical and elected leaders in districts; and
- Continuous reforms which have curtailed the power of districts.

These challenges identified by the chairpersons echo those described in the previous chapters. Inadequate revenue from central government and lack of control over how it is allocated significantly hinders their work.

6.6.2 Speakers of Council

The dual role of speakers of council places an extra burden on them and raises expectations from this office. As councillors, they are expected to remain in close contact with the electorate and undertake the duties of an ordinary councillor. In addition, they are expected to provide overall leadership while in council. In doing this, district speakers cited a number of challenges:

- Inadequate funding for council activities such as council meetings, DEC meetings, standing committees, and statutory bodies;
- Conflicts in councils, especially between elected leaders and civil servants, which polarise local councils;
- Conflicts of interest, especially during the awarding of contracts and distribution of development projects in the district; and
- Inadequate compensation and facilitation of councillors.

The data presented in the first part of this section clearly shows how conflicts can affect service delivery in council. However, good a speaker of council may be, conflicts within council undermine activities such as scheduled monitoring programmes as was the case in Mukono, Kamuli and Mbarara district councils, all of which registered a decline in performance. The challenge of balancing the role of the speaker with the general responsibilities of a councillor is also an ongoing issue for speakers of council.

6.6.3 District Councillors

A deep review of the roles and responsibilities of district councillors reveals a harsh reality that is not known to many who vie for this office. Being a district councillor is not a full time job but a service for which generally low allowances are paid. In executing their mandate, district councillors cited the following challenges:

- Low levels of education;

- Unrealistic demands from the electorate;
- Limited participation of councillors in debates in council;
- Misinterpretation of rules and regulations of local government councils;
- Irregular adherence to the standard rules of procedure;
- Limited documentation and leadership skills;
- Limited flow of information between elected leaders and civil servants;
- Inadequate remuneration.

Indeed, low levels of education among councillors greatly affected some councillors, especially when it came to their legislative role. All the councillors who did not have secondary education did not score marks under the provision of special skills indicator. Similarly, these same councillors did not have monitoring reports even when they monitored. The problem of unrealistic demands from the electorate also had a negative impact on councillor performance. Most of the councillors who did not score points for holding community meetings noted that they feared that citizens would ask them for funds and other forms of support which they did not have. According to the scorecard data, the most outstanding challenge faced by district councillors was monitoring of government programmes, which was attributed to the inadequate remuneration.

6.6.4 Women Councillors

Although the scorecard data from previous scorecards reveals a general trend of improvement among the female councillors, a number of challenges were cited:

- Larger electoral areas (women represent 2-3 sub-counties in the district council while men only represent one);
- Lack of transport to move around the electoral areas;
- Conflicting schedules of council meetings both at the sub-county and the district;
- Local government budgets that are blind to women-specific needs;
- Cultural barriers that make it difficult for some women to become the leaders they aspire to be.

While monitoring remains a big challenge to all councillors, the situation is worse for women. Overall, women scored fewer marks compared to their male counterparts under this parameter. Scheduling conflicts of sub-county and district meetings precipitated this problem. In some cases, one woman

would be expected to attend three different meetings on the same day and at the same time. Clearly, the choice that has to be made means that a woman councillor will continue to miss out on the marks of attending some sub-county or district councils. Women also face other unique challenges. For example, nursing mothers and female councillors on maternity leave are neither given special consideration in council nor supported to undertake their monitoring at the sub-county level. Yet, at the end of one year, these same councillors are expected to perform their duties as well as their male counterparts.

6.6.5 Councillors for PWDs

The district councillors representing persons with disabilities are elected by members of the district executive committee and sub-county executive committees of the National Union of Disabled People of Uganda as an electoral college. As affirmative action councillors, they represent the special interests of persons with disabilities throughout their districts. As much as this reflects progress in the inclusion of PWDs in the legislative framework of local governments, the realisation of the spirit of the law has been hindered by several challenges:

- Lack of specialized transport for persons with physical disabilities;
- Lack of accessibility provisions connected to public buildings and information;
- Limited participation in council for the blind and deaf;
- Limited communication due to lack of special assistive devices and interpreters; and
- Large electoral areas, magnified by very few resources and social stigma.

All these challenges demonstrate that it is not enough to legislate for inclusion of PWDs in the governance structures of local governments without requisite resources to facilitate the process for their participation. PWD councillors are passionate about serving their constituents and can be strong advocates for needs of people with disabilities. The low performance is more reflective of the constraints they face than their own competence to do their jobs well.

6.6.6 Youth Councillors

Each district council has two youth councillors – one male and one female. These are elected through all sub-county youth councils; and the district youth executive. However, the performance of this interest group has been constrained by the following challenges:

- Large size of their constituencies;
- Difficulty in accessing information in local governments; and
- Inadequate funding for their roles.

Youth councillors come to the council with limited skill-sets and are not given designated offices at the district. Moreover, like the PWD councillors, they are expected to represent youth in the entire district. These challenges go a long way toward explaining the generally poor performance registered by the youth councillors in the 26 districts.

In sum, local government councils are to be commended for their continuous improvement in performance. As this chapter demonstrates, the capacities of chairpersons, speakers of council, councillors and councils as a whole have, for the most part, steadily improved. The best performers are achieving scores higher than we have seen to date. That said, the work of local governments continues to be hindered by a variety of structural issues, the most of significant of which is inadequate resources to do what they have been mandated to do. Without these resources, the oversight of service delivery will not be what it should be. Indeed, the potentials of decentralisation will not be fully unlocked.



A well functioning local government stimulates local economic development

7 IMPACT OF THE LOCAL GOVERNMENT COUNCIL SCORECARD INITIATIVE

LGCSCI was designed to achieve two main objectives. First, it was meant to build the capacity of elected local government leaders to deliver on their mandates. Second, it was to build the civic competence of the electorate in order for them to hold their leaders accountable and to demand for better service delivery. LGCSCI has been devoted to building the capacity of local leaders, civil society organisations (CSO) and citizens. As an initiative that seeks to strengthen and deepen local democracy from below, the implementation of LGCSCI has resulted in a number of achievements. This chapter integrates the voices of government officials and citizens in a discussion of the impact of LGCSCI on the performance of district councils, district chairpersons, district speakers, individual councillors, civic engagement, political accountability and service delivery.

7.1 Council Performance

As a result of regular assessments, there has been a remarkable improvement in the performance of most district councils covered by the initiative. As this report makes clear, the focus on capacity building of councils was informed by the realization that most councils' performance is often hampered by knowledge of their roles and responsibilities, a poor culture of political accountability and dysfunctional statutory bodies. LGCSCI has over the years focused on addressing these challenges by providing tailor-made training of both political and technical leaders in areas where there have been glaring gaps. As a result of these interventions, local governments covered by the initiative have become much more professional in the way they do business of council.

7.1.1 Legislative Performance

Before the intervention, most council debates were dominated by personal issues such as councillor allowances, as well as petty conflicts between the speakers and chairpersons which bogged down council business. Now, it has become a common practice in LGCSCI districts for district councillors to hold civil servants to account in the delivery of much-needed public services. Additionally, whereas it used to be common practice to find council debate being dominated by a handful of councillors, these days the scorecard demands that all councillors debate and that their contribution is captured by the Clerk to Council in the minutes of council. Thus, councils have become much more deliberative than previously.

The results from the scorecard assessment reveal that councillors' performance has been steadily improving. For instance, the number of councillors scoring 80 and above increased from 6 to 29 to 40 to 52 in Financial Years (FY) 2011/12, 2012/13, 2013/14 and 2014/15 respectively. The highest total scores for councillors have also been increasing over this period from 85 to 89 to 91 to 99 points.

Several district leaders have given personal testimonies about how the initiative has impacted on their work in the districts. The Speaker of Mbale District Local Government observed that:

...LGCSCI is a very good program. It has helped my council to be more active. Lately, every councilor will try hard to debate in council, and not just about anything, about service delivery issues. The women are also more engaged and the men now know that they have to give them a chance.¹⁶

LGCSCI's impact on the activity of council is also reflected in the statement of the District Chairperson of Kamuli:

...I like the scorecard....i like it. It keeps you hooked onto your tasks. It keeps us working for our people as leaders....

For instance, a group of female councillors from Tororo District remarked that "the Scorecard assessment has re-awakened councillors to perform their roles effectively." Other councillors from Kamuli District applauded the impact created by the scorecard assessment. These leaders noted that "prior to the intervention we performed our duties without keeping records. ACODE has taught us to always have documented evidence of what we do, always do things in writing and not to rely on verbal communication." One councillor in the group added, "Do you ever see me just seated at my home? I am always on the move meeting people and monitoring." Some of these leaders had heaps of documents comprising minutes of previous council sessions they had attended; district planning documents, copies of correspondences with different local bureaucrats and monitoring reports, among others.

In Figure 19, the Chairperson of Lira District Local Government describes a whole variety of ways that the project has impacted the district and its leadership.

¹⁶ The District Speaker of Mbale made these remarks at a Multi-District Leadership Forum for Eastern Uganda held in Mbale in August 2015.

Figure 19: Impact of the scorecard: Lira District Chairperson

...Having embraced, supported and participated in the routine Local Government Scorecard Initiative assessments for the last four financial years, Lira District has witnessed notable achievements amidst the known Local Government Challenges.

The service delivery performance in Lira District has greatly and sustainably improved. The capacity building and enhancement of Councilors in Legislation (given the checklist for monitoring service delivery in councilor's dairy on all the seven national priority areas by government), councilors engagement in monitoring government programs and reporting has greatly improved thus improved standard of service delivery provision to the people of Lira District.

Lira District Local Government further benefitted from the ACODE Capacity building drives for the last four years which has made significant strides in strengthening the capacity of the political leadership (District Chairman, Speaker, District Executive and all District councilors) in offering effective political accountability and leadership to the people of Lira District. This is evident and demonstrated in the various National and International awards that Lira District Received during the four years notably, Best ever world Tourism Day, East African primary and secondary school Football and Athletics Championship amongst others. I appreciate and recognize ACODE for undertaking this project which has laid a fundamental foundation of a strengthened capacity of the political leadership of Lira District which has demonstrated a steady progress from the worst performing in 2011/2012 to the current promising state of affairs.

As leadership of Lira District, we commit ourselves to continued partnership and endeavors to providing quality and sustainable services coupled with strengthened political leadership and accountability to the people of Lira District....

When the initiative was introduced, the majority of the councillors were resistant and resentful of the assessment. However, after successive years of the assessment, the vast majority of the district councillors have embraced the results of the findings and have resolved to work hard to better their performance. This finding is also confirmed by the independent evaluation of the LGCSCI by VNG International in 2014. The report pointed out that,

The vast majority of District Councillors have taken strong ownership of LGCSCI results and it is this area where the effectiveness of the LGCSCI is felt highest by Council and the communities they

represent. Many Councillors admitted that they didn't know their roles and responsibilities when first elected. In addition, they had completely unrealistic expectations on the resources that would be availed to them to fulfil their roles.¹⁷

At the onset of LGCSCI, most councillors did not fully understand their roles and functions including the rules of procedure that guide the conduct of council business. Lack of proper understanding of their roles greatly undermined the performance of most local governments in the performance of their mandates. Consequently, it was decided to train councillors in their roles and functions. The impact of the training and regular assessment of councils and individual councillors about their performance has resulted in the improvement of the legislative roles of councils. Currently, most councillors comprehend their legislative role better and most of them testify to this fact. They have been able to pass quality by-laws and motions to respond to the specific challenges that affect their electorates and districts. The scorecard assessments conducted since 2011/12 confirm this progress. For instance, the average performance of these councils in FY 2014/15 is 15 out of 25 points, compared to 13 points scored in 2011/12. By making policies and ordinances as representative bodies for collective decision-making and deliberating on policies and implementation through public financial management and service delivery, they are representing citizens by giving voice to individual citizens. Figure 20 shows examples of motions moved in the District Council of Nebbi District Local Government.

Figure 20: Motions on Service Delivery in Nebbi District

- a) *Nebbi District: Motion for upgrading of Erusi and Pamaka Health Centre II and III respectively (MIN .05/COU/2014/8). The motion was moved by Hon. Ubedgiwulddo - a councillor Parombo Sub-county. The motion was discussed and a resolution made that these health units be upgraded.*
- b) *Nebbi District: Motion for submission and discussion of Public Accounts Committee Report. The reports were submitted in council, discussed and resolutions on addressing concerns of PAC made.*
- c) *Nebbi District: Motion for Submission to council and Discussion of NECOSOC project probe report by the chairperson of the probe committee.*

¹⁷ Op Cit, VNG International.

7.1.2 Oversight over the Technical Arm

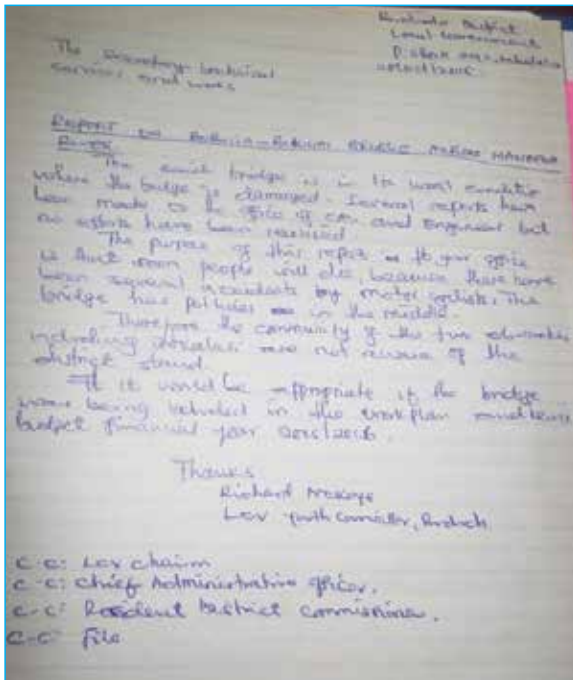
One of the core functions of councils is providing oversight of the technical staff of the district. Functional local council oversight relies on the assumption that local elected councillors are motivated to respond to the needs and preferences of local citizens and that they are more downwardly accountable than local bureaucrats (Yilmaz, Beris and Serrano-Berthet, 2008). At the beginning of the initiative in 2009, most councils lacked requisite capacity to perform the oversight function due to limited knowledge of the council rules of procedure and councillor roles, limited education and frequent conflicts between the technical staff and councillors. After years of capacity building through trainings and peer-to-peer exchange learning visits; the oversight function across most districts has greatly improved. For example, the number of district chairpersons who scored three or four points out of four on oversight were 16 in FY2012/13 increased to 19 in 2013/14 and 20 in 2014/15. Local government councils are the core units of representative governments.

7.1.3 Monitoring Service Delivery

One of the major issues inspiring the design of LGCSCI was poor monitoring of service delivery by the elected leaders. Consequently, the scorecard was designed to draw the attention of councillors to this area. Indeed, a significant proportion of the points (45 points out of 100) in the scorecard are devoted to monitoring service delivery. Local leaders were provided with a monitoring checklist with minimum service delivery indicators for each sector. In spite of councillors' recurrent complaints regarding the lack of adequate facilitation to carry out monitoring of NPPAs, there has been a marked improvement in monitoring with most submitting written reports of their field visits to the chairpersons and CAOs. These reports have been very instrumental in providing the basis for technical staff follow-up and addressing service delivery deficiencies in health, education, water and road sectors.

To illustrate this further, Figure 21 shows a letter written by a Bududa District councillor to the secretary for social services. The letter explains the state of a broken bridge and requests the committee for social services to take action and re-connect the two communities that have been disconnected by the broken bridge.

Figure 21: A Letter to the Secretary Technical Services of Bududa District about the state of Bubiita-Bikigai Bridge



Many community members testify that there has been increase in visits by their councillors as they monitor service delivery units or on-going government programmes in their localities, councillors also attend community meetings to address a number of service delivery concerns. Citizens from various districts have given positive feedback about the performance of their district leaders. For instance, citizens from Tororo-Malaba Town Council in a community engagement meeting (CEM) stated that:

“The district chairperson actively monitors health and sanitation in the entire town council. He visited St. Jude Primary School to

monitor the three classroom blocks.... he monitored an abattoir which was constructed under CAIP.... The Chairperson LCV has been seen monitoring Emoi and Nyalakot roads and Mellabridge. This time around there has been less tribalism in distribution of services and tribal war between the Itesot and the Japadhola because of the Chairperson’s efforts to bring the people of the district together.”

7.2 Voter Decision-making

One of the most visible impacts of the scorecard is its effect on voters’ choices and decision-making. Over time, it has become common practice for politicians to use or rely on the scorecard performance to launch their bid to replace their political rivals. It has also become common practice for the incumbent district chairpersons, speakers and councillors to use the scorecard results to convince the electorate that they are among the best performers and should be given another opportunity to serve them. For example a candidate intending to be a flag-bearer for a political party in Luwero District, used his scorecard results in his campaign.

Figure 22: A Campaign Poster using scorecard results.



Figure 22 is a campaign poster of a candidate who intended to represent the National Resistance Movement Organization political party as a candidate for the position of Chairperson LCV in Luwero District. This candidate had participated in the scorecard assessment in 2009/10 and had been given an award from ACODE for outstanding performance as a district chairperson. However, in 2011 he lost an election for the same position. Ronald Ndawula used the same awards for outstanding performance awarded to him then to convince the citizens in Luwero District to vote for him.

In Arua where the District council tried to convince ACODE to postpone the assessment until after the elections and attempted to move a motion to expel ACODE and ULGA from the district, later

saw the benefit of the scorecard for their campaigns.

We know that the project is very good for our district and people. In fact we are now better leaders than you found us. However the timing of the assessment is very dangerous for our political careers. Our opponents are going to use our performance results to de-campaign us. That is the only reason we wanted to send you away. But now we realize our mistake, it is about the people and not us leaders and we are ready to cooperate.¹⁹

7.3 Citizen Participation and Engagement

The citizen voice²⁰ in service delivery is increasingly being heard because there are more spaces and opportunities for citizen engagement. The Community Engagement Action Plan (CEAP) methodology provides another opportunity for

¹⁹ A testimony by the district councillor in Arua District Council who moved a motion to chase ACODE and ULGA from Arua.

²⁰ Voice is the capacity to express views and priorities, and to demand their rights and entitlements. Voice can be exercised through the participation of citizens and clients in decision-making process, service delivery or policy implementation processes. It can also be exercised through lobbying, protests or complaints.

non-partisan and constructive dialogue across the demand-supply lines where service-users can voice their challenges, preferences and priorities using the tools of civic engagement. The CEAP methodology was piloted in the districts of Gulu, Amuru, Nwoya, Lira and Agago in the sub-counties of Awach, Pabbo, Anaka, Ogur and Lira-Palwo respectively. Citizens were supported to develop strategies of mobilizing themselves to engage their district leaders and local government on issues of service delivery in their communities. Communities developed action plans for writing letters, petitions, sending SMS, holding community meetings, and attending council meetings. As demonstrated in the examples below, the outcomes of this process show the inherent power of an active citizenry.

- a) Sending SMS in Awach Sub-county of Gulu District:** One of the community groups that developed an action plan to send SMS messages to their leaders was able to send approximately 15 SMSs, mainly to their male councillor. The messages sent were about teacher absenteeism in primary schools; lack of an in-patient ward for males at Awach Health Centre (HC) (IV); dirty and bushy health centres; misconduct of a Health In-charge at an HC (II); inadequate NAADs interest forms in Bolipii village; lack of a placenta pit at Paibona and Gwengdiya HC (IIs); broken culvert bridges along Gwengalya road; and a broken borehole in Puduny parish. The councillor acknowledged receipt of these messages and responded by reporting these issues at the district. Consequently, the culvert bridges and the borehole were rehabilitated. A male patients' ward at Awach Health Centre IV is also under construction. A borehole is being drilled in Pukony-Paayuta village and a placenta pit has been constructed. The councillor reported to the sub-county the issue of NAADs forms and more of such forms were availed and distributed in the entire sub-county. The male councillor also received three petitions from the community on roads, bridges and water points.
- b) Writing Letters in Anaka Sub-County of Nwoya District:** As a result of the CEAP process, letters were written to the sub-county and the district about broken boreholes, community access roads, and schools. One of the letters was from the School Management Committee (SMC) of a primary school about a conflict between the head teacher and a group of six teachers to the District Chairperson and the District Education Officer (DEO). The DEO, Inspector of Schools and Chief Administrative Officer (CAO) visited the school, held a meeting with the Parent Teachers Association (PTA) and the SMC and later transferred the teachers to other schools in order to quell the conflict that had escalated.

- c) **Citizen Petitions in Lira District.** The citizens of Amach Sub-county through their area councillor petitioned the office of the District Speaker over inadequate and dysfunctional water sources. This petition was presented and discussed in council and referred to Works and Technical Committee for consideration. In addition, the citizens of Aromo Sub-county, through their area councillor and with the support of CSOs, petitioned the office of the Speaker about the issue of poor maternal and child health in the district. With the assistance of the area member of parliament, the same petition was submitted to the Speaker of Parliament in Kampala. This issue was referred to the relevant Committee of Parliament who consequently visited the sub-county to further understand the situation.

These outcomes are powerful illustrations of what can happen when citizens become empowered with the capacity to engage their councillors around issues of service delivery. Citizens are not the only ones who benefit from this process, however. Councillors benefit as well when their citizens engage with them using citizen engagement tools. One of the councillors representing Anaka Sub-county in Nwoya District reported, for example, that because of the CEAPs, issues affecting the people of Anaka Sub-county take precedence at council because when they debate issues in council, the letter from citizens provide evidence of issues raised by the community, leading to their issues being treated with more importance than others. The other councillor representing this same sub-county agreed, stating that the CEAPs have made their work in the council much easier, as they have documented demands from citizens to debate. The CEAP methodology clearly has great promise, and will be rolled out in all LGCSCI districts in the next year.

LGCSCI is slowly but surely consolidating the gains of decentralisation in the districts of concentration. However, there is need for increased investment to deepen its impact to the point that the gains cannot be reversed. It is also necessary to scale-up the initiative to cover most districts in the country in order to amplify citizen voices and unlock the potential of local governance in Uganda. Concrete policy proposals for achieving this potential will be made in the next chapter.



Investing in local government is investing in the future

8 CONCLUSION AND POLICY RECOMMENDATIONS

8.1 Conclusion

As a strategic social accountability initiative designed to build both the “voice” and “teeth” of the responsive governance, the Local Government Council Scorecard Initiative focuses on building the capacity of citizens to demand for effective service delivery and the capacity of local governments to meet that demand by ensuring that services are effectively and efficiently delivered. The bulk of LGCSCI’s success thus far has been on the teeth side. As the information presented in this report conveys, local governments’ capacity to respond to citizens’ voice has indeed been strengthened. The performance of local government councils, as indicated by their scores, has steadily increased and councillors themselves express increasing confidence in their ability to do their work. In contexts such as Uganda, where decentralisation is a fairly recent phenomenon and local governments have only recently been established as the governing bodies responsible for ensuring effective and efficient delivery of services, focusing on the teeth side of social accountability cannot be underestimated. Indeed, the LGCSCI experience suggests it may be an essential process to emulate by democratizing societies in Africa.

This year’s assessment points to the power of citizens’ voice in demanding – and creating – change. The new components of the initiative focused on building citizen capacity to engage their councillors using the tools of civic engagement are already yielding positive changes in service delivery. The concerns that citizens raise with passion in Chapter 5 are getting addressed through sending SMS messages, writing letters and delivering petitions to the relevant authorities in local governments. New boreholes are being sunk and old ones repaired, school buildings are getting repaired, staffing issues at health centres are getting resolved, and road construction is being more closely monitored. The potentials of decentralisation are becoming unlocked, and the voices of citizens are louder and more effective.

8.2 Policy Recommendations

After six years of assessments, LGCSCI has continuously established that decentralisation is a viable mechanism for building local democracy and delivering services to the citizens. Unfortunately, evidence also shows that over time, there have been serious cases of recentralization with the centre blaming it on the deficiencies in decentralisation. We strongly recommend that any identified

deficiencies should be tackled by building the capacity of local governments rather than lessening their authority. Implementing the recommendations below, which emerge from the findings of this assessment, would go a long way toward enhancing that capacity and ensuring that decentralisation leads to the kinds of gains in service delivery that citizens deserve and for which it was designed.

8.2.1 Broaden and deepen citizen engagement with local government

Civic engagement is critical to democracy. Indeed, the theory of change underlying this initiative points to the fact that unless there is an empowered citizenry to demand better services and political accountability, the wheels of bureaucracy at the centre will not be responsive to citizens' needs. During the FY 2014/15 ACODE pilot tested Civic Engagement Action Plans (CEAPs) in five districts in Northern Uganda where impressive results were realized in increasing the demand and supply side of service delivery. As Chapter 7 attests, the CEAP process led to real improvements in service delivery, and built the capacities of citizens and councillors to demand and supply effective governance. As ACODE and ULGA design the next phase of this initiative, CEAPs need to be rolled out and scaled up so that the impact of this process is magnified throughout the country. In addition, it is recommended that *barazas* be strengthened by incorporating lessons learned from the CEAPs.

8.2.2 Increase opportunities for collaboration across districts

Peer learning and sharing promising practices can greatly enhance the performance of local governments. Most local leaders have not had the opportunity to visit other districts. Building on the successes of peer-to-peer exchange visits, the Multi-District Leadership Forums enable local leaders to come together to network and learn from each other. These forums have not only enhanced leadership skills but also transferred knowledge through peer-to-peer learning, they have also promoted unity among local government leaders, enabling them to use their collective voice to demand for the resources needed to do their jobs well. It is therefore recommended that these Multi-District Leadership Forums be intensified as a mechanism for building local leadership.

8.2.3 Resolve political and administrative conflicts

Conflict within local government has significant impact on councillor performance. As the data presented in Chapter 6 indicate, in districts where

there have been persistent conflicts, council performance has greatly declined most often between chairpersons and speakers and between the political leaders and the technical staff. On the other hand, districts that have resolved their conflicts have seen their performance greatly improve. Examples of districts that have been bogged down by conflicts are Mbarara, Ntungamo, Agago, Tororo and Mukono. With the resolution of the conflict in Tororo, that district emerged to become the best-performing local government council in this year's assessment. Improved performance was also noticeable in Agago, due to the resolution of a long-standing conflict between the chairperson and the speaker. ACODE and ULGA have been involved in organizing conflict resolution clinics and mediation sessions, with achievements like those in Tororo, Agago and Mbarara districts. Thus, it is recommended that the Ministry of Local Government strengthens its conflict resolution mechanism so that it can respond quickly and effectively when these conflicts arise.

8.2.4 Provide additional supports to councillors representing women, youth and people with disabilities

As discussed in Chapter 6, councillors representing women, youth and PWDs have more responsibilities than other councillors. They have larger constituencies, face particular accessibility challenges, and quite often their voices are drowned out in council. However, these groups have yet to receive additional resources to meet these additional responsibilities. Some PWDs, for example, need special communication devices or transportation equipped to handle their disabilities. All of these councillors need additional facilitation for reaching the wider geographic area they cover as representatives of special interest groups. Thus, it is recommended that these councillors receive additional resources in order for them to meet the unique responsibilities they have been assigned in the Local Government Act.

8.2.5 Address the leakages in funds flowing to and through local governments

While decentralisation brought resources and authority closer to the people and broadened their political participation in national development, leakages and inefficiencies due to corruption remain. Evidence from the literature (Chapter 1 and 2), the analysis of financing (Chapter 4), and citizens' experiences of service delivery (Chapter 5) all point to ongoing practices of corruption. While corruption has been widespread across most service delivery, the roads sector is known to have suffered most. Thus, structures of accountability should be strengthened and government officials need to be completely transparent in their work.

8.2.6 Enhance capacity for local revenue generation

Data presented in Chapter 4 demonstrates that most local governments continue to be challenged in the area of local revenue generation, which limits their ability to invest in their priority areas. On average, local governments raise a paltry 3% of their funding from local revenues. The Decentralisation Policy had envisaged local governments to become local planning units, but their inability to raise enough resources, coupled with the lack of unconditional funding, undermines their ability to deliver on their mandates. Consequently, it is recommended that government invests in capacity building initiatives for local governments to increase their income generation. Moreover, restrictions on the forms of local revenue generation that governments can undertake should be lessened.

8.2.7 Provide a higher percentage of funds as unconditional grants to local government

The data in Chapter 4 shows that local governments continue to get most of their funding (almost 92%) from the central government in the form of conditional grants. Councillors themselves also name the conditionality of funding received from central government to be a major constraint on their ability to govern (Chapter 6). Citizens are also increasingly aware of the constraints on their councillors' abilities to address their demands (Chapter 5). Conditional financing for local governments prevents local governments from prioritizing their local needs and undermines their ability to carry out localized planning as part of their mandate envisaged by the Decentralisation Policy. Consequently, central government should provide a larger percentage of funds in the form of unconditional grants to allow local governments to undertake localized planning that prioritize the real needs of the people they serve.

8.2.8 Increase financing for local government

The analyses of national data (Chapter 4), citizens' perceptions (Chapter 5), and councillors' challenges (Chapter 6) all point to the lack of adequate financing as being a major factor hindering local government's ability to do their mandated work. As analyzed in Chapter 4, budgetary financing of the local governments has been declining in the context of the national budget. In the FY 2014/15, funding for local governments amounted to only 15% of the entire national budget. While the amount of funds has been going up, the percentage has been going down. The lack of funding is also evident in the analysis of the CEM data in Chapter 5 where we see, for example, citizens using their own resources to repair schools and supplement teachers' salaries. Moreover, lack of funding rises to the top of lists of challenges for all groups of councillors.

Thus, it is recommended that this budget architecture be changed to put more money into the hands of local governments so that they can do the work they have been mandated to do and citizens can receive the level of services they deserve.

8.2.9 Set education level for district councillors

Low levels of education hinder the performance of councillors and lessens their effectiveness of local governments. As the data in Chapter 6 suggests, higher levels of education do appear to be correlated with better councillor performance. The Local Government Act (Amended in 2005) is silent on the level of qualifications for councillors which has made it possible for people with as low as primary level education to be elected to serve as councillors. In order to improve the quality of debate or legislative function and oversight role of councillors, there is need to set at least a minimum level of education for district councillors.

8.2.10 Impose a moratorium on the creation of new districts

While creation of new districts is largely seen as a move to bring services closer to people and occasionally to address historical injustices, many new districts have become problematic. In some cases, new districts have become an economic burden to the mother district and others are economically unviable and unsustainable in the long-run. In addition, as evidenced in Chapter 4, existing districts are already receiving inadequate resources. Creating new districts would dilute those funds further. Thus, it is recommended that government impose a moratorium on the creation of new districts and, instead, make strategic investments in building the capacity of weaker districts to deliver on their mandate.

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■ ANNEXES

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9	Santa Oketta	Councilor, Gulu District Local Government
10	Hon. Raphael Magyezi	Member of Parliament
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	District	Lead Researcher	Researcher	Researcher
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	District	Lead Researcher	Researcher	Researcher
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	Hoima	Robert Rukahemura Radio Hoima	Robert Byaruhanga Independent Researcher	Kevin Nakiranda, Field Officer World Vision, Hoima
	Buliisa	Asiku Micah Program Coordinator CODECA, Hoima	Kajura Richard Program Officer LACWADO, Buliisa	Robert Tinkasimire Agency for Integrated Rural Development, Buliisa district

Agago		Identifiers				Trends in performance				Legislative Role				Contact with Electorate			LLG	Monitoring NPPAs									
		Name	Political Party	Constituency	Gender	Terms	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
						100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	5	5	45
1	Samuel Olok	NRM	Lilapawo	M	1	55	68	91	34	8	8	5	0	21	11	9	20	10	7	7	7	7	7	5	5	45	
2	Aldo Akwera	Ind	Patongok	M	1	38	62	78	26	8	8	0	0	16	11	9	20	10	7	3	7	3	3	3	2	40	
3	Florence Lamun Komakech	NRM	Lira Pajwo/Lami	F	1	40	46	67	46	8	8	0	0	16	9	5	14	10	5	5	5	5	5	1	1	27	
4	Nighty Alaro Oiwoch	NRM	Patongok/Katomor	F	1	25	25	63	152	8	8	0	0	16	9	5	14	10	5	1	5	5	5	1	1	23	
5	Suzan Anyango Owili	NRM	Lapono/Adiliang	F	1	38	41	63	54	8	8	0	0	16	11	9	20	10	5	5	1	1	1	3	1	17	
6	Mathew Obol	FDC	Lapono	M	1	34	22	61	177	8	8	0	0	16	7	5	12	10	5	5	1	5	5	1	1	23	
7	Emmanuel Okot	NRM	Arum	M	1	37	23	60	161	8	8	2	1	19	7	9	16	10	5	5	1	1	1	1	1	15	
8	Irene Atrach Acan	FDC	Kalongo T/C	F	1	30	49	58	18	8	8	0	1	17	9	5	14	0	5	5	5	5	1	1	1	27	
9	Susan Lalam	Ind	Patong T/C	F	1			58		8	8	0	0	16	9	9	18	10	3	3	3	1	1	1	1	14	
10	James Ocan Oyaro	NRM	Agago T/C	M	1			57		8	8	0	0	16	9	9	18	10	1	1	3	3	3	1	1	13	
11	Bismark Choice Laktar	IND	Patongok	M	1	32	49	49	0	8	8	5	0	21	5	4	9	0	5	5	1	1	1	1	1	19	
12	Akwilino Lukoch Okello	NRM	Agago	M	1	38	52	47	-10	8	8	5	1	22	7	5	12	6	1	1	1	1	1	1	1	7	
13	Denis Tabu Ojoma	Ind	Adiliang	M	1	41	43	47	9	8	8	0	0	16	9	5	14	10	1	1	1	1	1	1	1	7	
14	Innocent Aplo Adinga	NRM	Lokoe/Agago T/C	F	1	25	37	45	22	8	8	0	0	16	7	5	12	10	1	1	1	1	1	1	1	7	
15	David Yocana	NRM	Lilapawo	M	1	33	47	39	-17	8	8	0	0	16	7	5	12	4	1	1	1	1	1	1	1	7	
16	Scovia Akot Vento	NRM	PWD	F	1	26	21	39	86	8	8	0	0	16	7	5	12	4	1	1	1	1	1	1	1	7	
17	Helen Ajpk	NRM	Omot/Aron	F	1			38		8	8	0	0	16	4	9	13	0	3	1	1	1	1	1	1	9	
18	Denis Bua	UPC	Kolomor	M	1			37		8	8	0	0	16	9	5	14	0	1	1	1	1	1	1	1	7	
19	Joel Okech	Ind	Lamiyo	M	1	34	36	35	-3	8	8	0	0	16	7	5	12	0	1	1	1	1	1	1	1	7	
20	Charles Komakech Toodera	FDC	Lokole	M	1	42	27	32	19	8	8	0	0	16	7	5	12	0	1	1	1	1	1	1	1	7	
21	Patrick Komakech	NRM	Youth	M	1	41	23	29	26	8	8	0	0	16	0	2	2	4	1	1	1	1	1	1	1	7	
22	Beatrice Atrim	FDC	Omiva Pacwa/Paimol	M	1	30	24																				
23	Gladys Apolo	NRM	Youth	M	1	30	22																				
24	John Kennedy Anywar	FDC	Kalongo T/C	M	1	29																					
25	Kenneth Gedfrey Opoka	FDC	Paimol	M	1																						
26	Prisca Irako	NRM	Parabongo	F	1	31	7																				
						32	36	52	47	8	8	1	0	17	7	6	13	6	3	3	2	2	2	1	1	15	

*Councillor assessed using secondary data

Amuria		Identifiers		Trends in performance					Legislative Role				Contact with Electorate			Monitoring NPPAs										
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
			Maximum Score	100	100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
1	Ketty Akol	UPC	F	1	54	85	84	82	-2	8	0	5	1	14	11	9	20	6	7	7	7	6	7	3	1	38
2	Robert Elisat Okitoli	UPC	M	1	58	81	72	77	7	8	0	2	0	10	11	9	20	10	7	7	3	6	7	5	0	35
3	Stephen Epenu Ebaju	UPC	M	1	46	71	62	76	23	8	0	0	1	9	9	9	18	10	7	7	3	6	7	5	1	36
4	Emanuel Oboi	NRM	M	1	60	54	50	74	48	1	0	5	0	6	11	9	20	10	7	7	3	2	7	7	1	34
5	Silver Omer	UPC	M	1	47	76	63	73	16	8	0	5	0	13	11	9	20	8	7	7	1	4	7	1	28	
6	David Ewayu	IND	M	1	62	65	58	72	24	8	0	0	1	9	11	9	20	6	7	7	3	6	7	3	1	34
7	Hellen B'Acam	UPC	F	2	34	71	52	71	37	1	0	5	0	6	6	9	15	10	7	7	7	4	7	5	0	37
8	Paul Ebriru	UPC	M	1	68	75	63	70	11	8	8	0	0	16	5	9	14	6	3	7	7	7	3	1	35	
9	John Robert Tebenyang	NRM	M	2	61	67	65	69	6	8	8	5	0	21	4	9	13	4	7	7	7	5	1	3	0	30
10	Josephine Aturo	NRM	F	1	33	78	55	65	18	1	0	0	1	4	9	18	10	10	7	5	5	5	5	1	33	
11	Maxi Amoni	NRM	M	1	57	41	16	61	281	8	8	0	0	16	4	9	13	0	7	7	3	7	1	1	1	33
12	Andrew Moses Okotel	NRM	M	1	50	62	69	58	-16	5	5	0	0	10	5	9	14	0	7	7	7	3	7	1	4	36
13	Jane Asimo	UPC	F	2	64	60	42	57	36	1	0	2	0	3	11	9	20	10	7	3	1	4	5	0	20	
14	Judith Amedo	NRM	M	1	28	60	62	55	-11	8	0	0	1	9	5	9	14	0	6	6	1	4	6	5	1	29
15	Florence Isamukere	NRM	F	2	35	52	52	44	-15	8	8	5	0	21	7	9	16	0	1	1	1	1	1	1	4	10
16	Margret Alupo	NRM	F	22	40	50	41	50	-18	1	5	0	0	6	4	9	13	0	7	5	1	3	1	3	0	20
17	Demita Aliano	NRM	F	1	23	36	52	40	-23	5	1	5	0	11	2	9	11	4	3	1	3	1	3	3	1	15
18	Mary Anyilat	NRM	F	1	13	55	60	38	-37	5	5	0	0	10	4	9	13	0	1	7	1	1	1	3	1	15
19	Gabriel Ekwehe	NRM	M	1	29	45	58	34	-41	5	5	0	0	10	2	9	11	2	1	1	0	1	1	5	1	10
20	Silvester Ogwade	NRM	M	1	38	59	33																			
Average				1	50	55	57	57	3	8	8	0	0	17	6	8	14	4	4	4	3	4	4	3	2	23

*Councillor assessed using secondary data

Amuru		Identifiers					Trends in performance					Legislative Role					Contact with Electorate			Monitoring NPPAs							
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45	
1	NRM	Amuru T/C	M	1	24	58	72	65	-10	8	4	0	0	12	9	9	18	10	3	3	7	5	5	1	1	25	
2	NRM	Youth	M	1	33	63	64	62	-3	8	8	5	0	21	9	9	18	10	7	1	1	1	1	1	1	13	
3	NRM	Atiak	M	1	42	47	68	62	-9	8	8	5	0	21	9	9	18	4	3	7	3	1	1	3	1	19	
4	NRM	Atiak	F	1	23	23	47	57	21	8	8	0	0	16	9	9	18	4	5	5	1	1	5	1	1	19	
5	FDC	Lamogi	F	1	38	46	23	51	122	8	8	0	0	16	9	5	14	4	1	1	1	5	1	3	5	17	
6	FDC	Lamogi	M	3	36	24	21	50	138	8	8	0	0	16	3	0	3	4	1	1	1	7	7	5	5	27	
7	FDC	Pabbo	F	3	33	40	59	49	-17	8	8	2	0	18	9	5	14	10	1	1	1	1	1	1	1	7	
8	NRM	Amuru	F	1	33	33	36	48	33	8	8	0	0	16	2	5	7	10	5	5	1	1	1	1	1	15	
9	NRM	Youth	F	1	23	23	23	42	83	8	8	0	0	16	0	2	2	0	1	1	1	7	7	5	2	24	
10	NRM	Amuru	M	1	31	36	29	39	34	8	8	0	0	16	7	0	7	4	1	1	1	1	1	5	2	12	
11	NRM	Amuru T/C	F	1	17	23	28	31	11	8	8	0	0	16	0	5	5	4	1	1	1	1	1	1	1	6	
12	NRM	PWD	M	1	18	25	25	26	4	8	8	2	0	18	0	0	0	0	1	1	1	1	1	1	1	2	
13	NRM	PWD	F	1	18	27	16	25	56	8	8	0	0	16	0	0	2	0	1	1	1	1	1	1	1	7	
Average					30	36	39	47	36	8	8	1	0	17	5	5	10	5	2	2	2	3	3	2	2	15	

Bududa Identifiers	Trends in performance					Legislative Role					Contact with Electorate			Monitoring NPPAs													
	Name	Political Party	Consistency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
						100	100	100	100	0	8	8	8	8	4	25	11	9	20	10	7	7	7	7	5	5	5
Maximum scores						100	100	100	100		8	8	8	8	4	25	11	9	20	10	7	7	7	7	5	5	45
1 Francis Namwokoyi	NRM		Buwali	M	1	45	72	77	77	0	8	8	2	1	19	11	9	20	4	5	7	5	7	5	1	4	34
2 Elia Wesira	FDC		Bushika	M	1	37	57	72	76	6	8	8	0	0	16	11	9	20	10	5	7	1	5	3	4	30	
3 Geofrey Natubu	NRM		Buluheke	M	3	56	66	71	75	6	8	8	2	0	18	9	9	18	10	5	5	5	5	0	4	29	
4 Patrick Meru	NRM		Bubila	M	4	57	59	61	69	13	8	8	0	0	16	11	9	20	4	5	5	5	5	0	4	29	
5 Richard Nekoye	NRM		Yuth	M	1	55	72	63	68	8	8	8	5	0	21	9	9	18	4	5	5	5	1	5	0	4	25
6 Edward Bukoma	NRM		Namweya	M	1	35	76	69	67	-3	1	8	0	0	9	9	18	10	5	5	5	5	1	4	30		
7 Simon Peter Walimbwa	NRM		Nakatsi	M	1	25	73	76	67	-12	8	0	0	0	8	11	9	20	10	7	5	3	1	7	5	1	29
8 Mereth Wakinya Namwenya	NRM		Bushika/Nakatsi	F	1	19	44	55	62	13	8	0	0	0	16	9	9	20	6	1	1	7	1	7	5	5	27
9 Annet Namono	NRM		PWD	F	2	24	50	54	61	13	8	0	0	0	16	9	9	18	0	1	1	1	5	7	7	5	27
10 Kezia Buteme	NRM		Bulaga/Nabweya	F	4	47	57	55	60	9	8	0	0	0	16	11	9	20	0	5	5	1	5	1	3	4	24
11 Phoebe M. Lubango	NRM		Buluheke/Bushiyi	F	1	43	54	68	59	-13	8	0	0	0	16	9	9	18	6	5	5	1	5	1	1	1	19
12 George Wanetos	NRM		Bududa Town Council	M	1	23	42	29	57	97	1	5	0	0	6	9	9	18	6	5	5	3	7	2	3	2	27
13 Zaura Kulaba	Ind		Bumayoka	F	2	36	45	39	57	46	1	8	0	0	9	11	9	20	6	5	5	5	1	1	5	0	22
14 Moses J Londi	NRM		Naiwanza	M	1	29	45	62	56	-10	1	8	0	0	21	9	9	18	4	1	5	1	5	0	0	1	13
15 Elizabeth Zale	NRM		Naiwanza/Bubifite/Buwali	F	1	33	66	46	56	22	8	8	5	0	13	6	8	14	10	1	5	1	1	5	1	4	18
16 Vicent Kuloba	Ind		Bushiribo	M	1	35	53	48	55	15	5	8	0	0	16	11	9	20	2	1	5	0	5	5	0	1	17
17 James Masika	NRM		PWD	F	2	46	51	63	55	-13	8	0	0	0	16	11	9	20	2	1	5	0	5	5	0	1	17
18 David Musena Mayeko	NRM		Bumayoka	M	1	36	57	69	54	-22	1	0	0	0	13	11	9	18	5	5	5	5	5	0	5	30	
19 Benat Namono	Ind		Bushiribo	F	1	24	45	31	52	68	5	8	0	0	13	11	9	20	2	5	1	5	1	1	0	1	17
20 Michael Mutinye	Ind		Bududa	M	1	40	54	62	51	-18	5	8	0	0	13	9	9	18	4	0	5	1	5	1	0	4	16
21 Catherine Kakai wanatabu	NRM		Bukalari	F	2	19	49	49	51	4	3	8	0	0	11	9	9	18	2	5	7	1	1	1	1	4	20
22 Robert Wangusi	NRM		Bushiyi	M	1	37	55	50	50	0	8	0	0	0	16	11	9	20	0	1	1	5	1	5	1	0	14
23 Stephen Musoto	NRM		Bukalari	M	1	42	63	35	43	23	1	8	0	0	9	9	18	2	1	1	1	1	5	0	5	14	
24 Samali Nakayenze	NRM		Bududa	F	1	40	54	62	41	-34	1	5	0	0	6	11	9	20	0	1	5	1	5	1	1	15	
25 Rose Namono Wambi	NRM		Bududa Town Council	F	1	13	35	30	37	23	1	5	0	0	6	11	9	20	0	1	1	1	1	1	3	11	
26 Alfred Musamali*	NRM		Bukibokoro	M	2	39	31	-21	1	8	0	0	0	0	9	0	9	9	0	1	1	1	5	1	0	4	13
27 Aidah Katsi	NRM		Yuth	F	1	11	29	34	29	-15	1	1	0	0	2	11	9	20	0	1	1	1	1	1	1	1	7
28 Nadumu Sarah*	NRM		Bukibokoro/ Bumakepi	F	1	2	26	19	-27	1	1	0	0	0	2	0	9	9	4	1	1	0	1	1	0	4	
			Average			35	55	54	56	8	5	7	1	0	12	10	9	19	4	3	4	3	3	4	2	3	21

Bullisa		Identifiers				Trends in performance				Legislative Role				Contact with Electorate			Monitoring NPPAs									
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
			Maximum Score																							
1	Simon Agaba Kinene	NRM	Bullisa T/C	M	2	69	71	72	66	-8					4	9	13	10	5	5	7	5	3	2	32	
2	Alice Alimango	NRM	Youth	F	1	18	52	56	55	-2					4	9	13	10	3	3	3	1	3	2	16	
3	Joyce Kadogoli	IND	Bullisa T/C	F	2	69	56	46	53	15	4	0	0	4	4	9	13	4	5	7	3	7	3	5	2	32
4	Geoffrey Openitho	NRM	Bulliba	M	1	41	27	33	52	58	8	0	0	8	11	9	20	0	7	1	1	5	5	0	24	
5	Muhereza Katusime Kwolekyo	NRM	Kigwera	F	1	27	29	34	48	41	8	8	0	16	2	9	11	2	7	3	3	3	3	0	19	
6	Solomon Barnuturaki	NRM	Bliso	M	1	28	21	43	48	12	8	0	0	8	2	9	11	2	7	3	3	3	3	3	5	27
7	Joyce Katua	NRM	Kihungya/Bliso	F	1	65	58	54	47	-13	4	8	0	12	9	9	18	10	1	1	1	1	1	1	1	7
8	Betty Katusabe	NRM	Bulliba	F	1	62	45	51	45	-12	8	0	0	8	11	0	11	0	7	7	0	3	3	3	2	26
9	Lydia Amanya	NRM	Bullisa	F	1	37	61	47	43	-9	1	0	0	1	11	9	20	2	3	3	3	3	3	2	11	
10	Faith Mucume	NRM	PWD	F	2	16	39	39	42	8	8	0	0	8	4	9	13	10	1	3	3	3	1	1	11	
11	Teddy Vusia	NRM	Ngweddo	F	1	62	47	54	38	-30	8	0	0	8	4	9	13	4	1	3	3	3	1	1	13	
12	Julius Manyireki	NRM	PWD	M	2	46	40	49	36	-27	5	8	0	13	6	9	15	0	1	1	1	3	1	0	8	
13	*Moses B Businge*	NRM	Kigwera	M	2	66	30	18	32	78	8	8	0	16	0	9	9	0	1	1	1	1	1	1	1	7
14	*Gilbert Tibasima*	NRM	Youth	M	1	34	44	42	30	-29	4	8	5	17	4	2	6	0	1	1	1	1	1	1	1	7
15	Solomon Katuma	NRM	Kihungya	M	1	27	34	11	2	-82	0	0	0	0	0	0	0	0	1	1	0	0	0	0	0	2
Average					1	44	44	43	42	0	6	3	0	10	5	7	12	4	3	3	2	3	2	2	2	17

*Councillor assessed using secondary data

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Identifiers				Trends in performance					Legislative Role					Contact with Electorate			Monitoring NPPAs									
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
			Maximum Score		100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
1	Alfred Okwanga	Pece	M	1	82	74	79	91	16	8	8	5	1	22	11	9	20	10	7	7	7	7	5	5	39	
2	Christopher Obio Ateker	Awach	M	1	85	81	82	89	9	8	8	5	1	22	11	9	20	10	7	7	3	7	7	5	5	37
3	Ballingstone O. Fongwech	Bungattira	M	1	83	84	72	80	10	8	8	5	0	21	11	9	20	4	5	7	5	5	3	5	35	
4	Kenneth Nyeko	Ongako	M	2	36	28	50	68	64	8	8	0	0	16	11	6	17	10	7	7	7	1	1	1	25	
5	Santa Oketa	Bardege	F	2	35	67	25	66	61	8	8	0	0	16	9	9	18	4	1	1	7	3	3	2	28	
6	John Okwanga	Unyama	M	1	46	38	19	66	124	8	8	0	0	16	11	6	17	10	1	1	7	7	5	1	1	23
7	Francisco Watdok Awori	KORO	M	1	34	29	23	63	138	8	8	0	0	16	11	9	20	4	5	5	5	1	1	1	23	
8	Joyce Alima Reeni	Youth	F	2	26	30	17	57	133	8	8	0	0	16	4	9	13	0	1	1	7	3	7	3	2	28
9	Margret Langol	Odek/ Labogi	F	1	34	41	58	53	-12	8	8	0	0	16	11	9	20	10	5	5	7	1	1	1	1	7
10	Grace Akello Oluma	Koro	F	1	57	38	53	51	-5	8	8	0	0	16	9	9	18	10	5	1	7	1	1	1	1	7
11	Caroline Rose Adong	PWD	F	1	53	43	11	51	93	8	8	5	0	21	9	6	15	8	1	1	1	1	1	1	1	7
12	Lillian Stella Lalam	Awac/ Patiko	F	1	26	50	71	33	-76	4	4	0	0	8	9	9	18	0	3	1	1	1	1	1	1	9
13	John Chris Mugisha Anywar	Youth	M	1	61	51	54	33	-41	8	8	0	0	16	9	2	11	0	1	1	1	1	0	1	1	6
14	Damasco Odongo	Lakwana	M	1	67	52	16	32	31	8	8	0	0	16	7	2	9	0	1	1	1	1	1	1	1	7
15	Justin Okwir Pakello	Laroo	M	1	43	30	13	32	63	8	8	0	0	16	2	5	7	2	1	1	1	1	1	1	1	7
16	Betty Atim	Paicho/ Unyama	F	2	27	47	29	31	-4	8	8	0	0	16	0	2	2	0	1	1	1	1	1	1	1	13
17	Chris Owen Okoya	Laroo	M	1	48	24	19	30	46	8	8	0	0	16	2	5	7	0	1	1	1	1	1	1	1	7
18	Christine Arach	Pece	F	1	45	38	11	30	50	8	8	0	0	8	7	2	9	0	1	1	1	1	1	1	1	13
19	Billy Graham Olanya	Odek	M	1	28	52	20	29	-17	8	8	0	0	16	3	3	6	0	1	1	1	1	1	1	1	7
20	Patrick Komakech	Patiko	M	2	77	58	26	25	-2	8	8	0	0	16	0	2	2	0	1	1	1	1	1	1	1	7
21	Anne Sabiti	Bardege	M	1	28	38	33	22	-29	1	5	0	0	6	7	2	9	0	1	1	1	1	1	1	1	7
Average					1	49	45	35	47	35	7	1	0	16	8	6	14	3	3	2	3	2	2	1	14	

Hoima		Identifiers				Trends in performance				Legislative Role				Contact with Electorate		LLG		Monitoring NPPAs								
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
		Maximum Score			100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
1	Peter Zuwa Ayesiga	Buhanika	M	1	54	61	76	89	17	8	8	0	0	16	9	9	18	8	7	7	7	7	7	5	47	
2	Bernadate Pian	Kahoora	F	2	66	87	82	88	-7	8	8	0	0	16	9	9	18	10	7	7	7	7	7	4	5	44
3	Vincent Muhumuza	Kahoora	M	1	70	70	70	86	23	8	8	0	0	16	11	9	20	10	7	7	7	7	7	0	5	40
4	Darison Kusimira	Bugambe	F	3	66	69	86	85	-1	8	8	0	3	19	9	5	14	10	7	7	7	7	7	3	4	42
5	Fred Byarubanga Kakoraki	Kioba	M	2	76	80	76	81	-7	8	8	5	0	21	7	9	16	6	7	5	5	7	5	5	4	38
6	Deo Kiiza	Bugambe	M	1	67	71	80	79	-1	8	8	0	0	16	9	9	18	0	7	7	7	7	7	5	4	45
7	Asha Kabaramagi	Mpato Division	F	1	44	58	75	75	74	-1	8	8	2	0	18	5	9	14	6	3	7	3	7	5	4	36
8	Jaab Akiki Kunhira	Mpato Division	M	1	65	73	75	74	-1	8	8	2	0	18	5	9	14	6	3	7	3	7	7	5	4	36
9	Doreen Kumukyeza Muhairwe	Kyabigambire / Buhanika	F		62	66	75	72	-4	8	8	0	0	16	5	9	14	6	7	5	3	7	7	5	2	36
10	Lawrence Kasanga B	Buhimba	M	3	48	71	66	68	-3	8	8	0	1	17	8	9	17	10	3	3	3	3	7	3	2	24
11	Naume Koojo	Kioba/Buseruka	F	1	59	60	62	67	8	8	8	0	0	16	11	5	16	6	3	2	6	4	5	5	29	
12	Francis Kazini	Youth Male	M	1	36	30	73	66	-10	8	8	0	0	16	5	9	14	10	7	6	3	3	2	3	2	26
13	Sarah Alagwirweho	Buhimba	F	1	59	46	62	64	-3	8	8	0	0	16	0	9	9	0	7	7	7	7	3	3	5	39
14	Jane Mugenyi Tuhaise	Bujumbura Div/Busisi	F	1	44	38	41	44	56	8	8	0	0	16	11	9	20	0	3	3	7	3	7	3	2	28
15	Vincent Opiro Alpher	Kabwoya	M	1	52	63	62	57	-8	8	8	0	0	16	2	9	11	0	5	5	5	5	3	4	30	
16	Daphine Kobusinge Muhumuza	Kyungwali/Kabwoya	F	1	42	47	54	52	-4	8	8	0	0	16	11	9	20	0	3	2	3	2	3	3	0	16
17	Daniel M. Muheirwe	Kizirantumbi	M	1	58	62	68	50	-26	8	8	2	1	19	2	9	11	0	7	0	0	5	3	3	2	20
18	James Mugenyi Mulindaura*	Kigoroba	M	3	44	39	22	49	123	8	8	0	0	16	7	9	16	10	1	1	1	1	1	1	1	7
19	Flossy Ayesiga	PWD Female	F	3	43	27	25	49	96	8	8	0	0	16	11	9	20	10	1	1	1	0	0	0	0	3
20	Edward Kuslima *	PWD Male	M	1	46	58	53	42	-21	8	8	0	0	16	11	9	20	0	1	1	1	1	1	0	1	6
21	Resty Kiiza Byaruhanga	Kizirantumbi	F	1	38	58	51	41	-20	8	8	0	0	16	9	18	0	1	1	1	1	1	1	1	1	7
22	Richard Kausime *	Kigoroba T/C	M	1	41	31	35	35	13	8	8	0	0	16	4	9	13	0	1	1	1	1	1	0	1	6
23	Philemon Bagada Rugajju*	Kyabigambire	M	1	42	48	32	25	-22	8	8	0	0	16	0	2	2	0	1	1	1	1	1	1	1	7
24	George Bashajja*	Kyungwali	M	1	26	52	58	25	-57	8	8	0	0	16	0	9	9	0	0	0	0	0	0	0	0	0
25	Geority Kumakech*	Buseruka	M	1	49	44	59	21	-64	8	8	0	0	16	0	5	5	0	0	0	0	0	0	0	0	0
26	Edward Isingoma*	Bujumbura Division	M	1	15	27	16	16	0	8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0
27	Dorah Bliagase*	Kigoroba/Kigoroba TC	F	1	28	27	31	16	-48	8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0
Average					50	57	57	57	3	8	8	0	0	17	6	8	14	4	4	3	3	4	4	3	2	23

*Councillor assessed using secondary data
NB. Judith Namakulia (IND) the female youth councillor went abroad two years ago.

Identifiers		Trends in performance					Legislative Role				Contact with Electorate			Monitoring NPPAs											
		2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county Meetings	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Name	Political Party	Constituency	Gender	Terms																					
Maximum Score																									
1	Yakut Tenywa	Ind	M	2	100	100	57	76	33	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
2	Ayub Wabika	FDC	M	1	69	74	78	71	-9	8	2	2	20	9	5	14	8	7	1	1	1	5	5	27	
3	Rose Mukama	NRM	F	1	50	57	58	61	5	8	0	0	16	4	5	9	10	5	5	1	5	1	4	26	
4	Sarah Balidawa	NRM	F	1	63	53	69	60	-41	5	0	0	13	9	9	18	10	3	3	3	3	3	1	19	
5	Fazira Kawuma	IND	F	1	53	47	37	55	49	5	8	0	13	11	5	16	6	1	1	1	5	3	4	20	
6	Mohammed Katuntubiru	FDC	M	2	66	54	58	51	-12	8	2	0	18	11	5	16	10	1	1	1	1	1	1	7	
7	Peter Kamwami	NRM	M	1	25	59	72	50	-31	4	0	0	8	9	5	14	10	5	1	1	1	1	1	18	
8	Paul Balidawa *	NRM	M	1	63	66	64	44	-31	8	2	0	18	2	2	4	0	1	5	1	5	1	4	22	
9	Sylvia Mbabulungi	NRM	F	1	45	49	54	44	-19	5	0	0	13	9	5	14	0	7	3	1	1	1	3	17	
10	Florence Asto	NRM	F	2	74	49	70	41	-41	4	8	0	12	0	5	5	6	3	3	3	3	3	0	16	
11	Grace Luya	NRM	M	1	21	56	56	40	-29	1	8	0	9	9	5	14	10	1	1	1	1	1	1	7	
12	Annet Musika *	NRM	F	2	72	76	78	38	-51	8	2	0	18	0	2	2	10	2	1	1	1	1	1	8	
13	Asuman Kiomi Akiki	NRM	M	1	49	49	48	38	-21	1	8	0	9	7	5	12	10	1	1	1	1	1	1	7	
14	Juliet Mutesi	NRM	F	1	24	45	47	33	-30	1	5	0	6	3	5	8	4	5	1	1	1	1	1	15	
15	Peter Muwanika	FDC	M	1	34	57	63	33	-48	1	8	0	9	2	5	7	2	5	1	1	1	1	1	15	
16	Mohammed Mberinyo	FDC	M	1	66	63	47	29	-38	5	8	0	15	2	5	7	0	1	1	1	1	1	1	7	
17	Loy Kabanda Kyalo	NRM	F	1	58	43	38	27	-29	8	5	0	21	0	0	0	0	1	1	1	0	1	1	6	
18	Immaculate Auma Pajobo*	NRM	F	1	33	40	11	26	136	8	5	2	15	2	4	4	0	1	1	1	1	1	1	7	
19	Kassim Niambi	NRM	M	1	43	45	49	26	-47	4	8	0	12	0	5	5	2	1	1	1	1	1	1	7	
20	Patrick Mutaasa *	NRM	M	1	79	45	41	25	-39	8	0	0	16	0	2	2	0	1	1	1	1	1	1	7	
21	Christine Monica Abuze*	FDC	F	1	35	42	23	22	-4	5	8	0	13	0	2	2	0	1	1	1	1	1	1	7	
22	Samuel Kautu *	NRM	M	1	38	43	20	21	-5	5	2	0	12	0	2	2	0	1	1	1	1	1	1	7	
23	Victor Sembwa	NRM	M	1	49	51	45	20	-56	1	0	0	2	0	5	5	6	1	1	1	1	1	1	7	
24	Alozius Mugumira *	FDC	M	2	32	56	18	15	-17	1	5	0	6	0	2	2	0	1	1	1	1	1	1	7	
25	Jane Lily Obwoyo *	NRM	F	1	49	49	45	15	-67	1	5	0	6	0	2	2	0	1	1	1	1	1	1	7	
Average																									
					49	53	50	38	-17	5	7	1	0	13	4	4	8	5	3	3	1	2	2	2	13

*Councillor assessed using secondary data

Kabarole		Trends in performance										Legislative Role					Contact with Electorate			Monitoring NPPAs							
Name	Political Party	Constituency	Gender	Terms	Maximum Score					%Change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					2011/12	2012/13	2013/14	2014/15	2010																		
1	Moses Ikegonya	Ind	M	1	68	83	85	99	100	100	8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
2	Richard Talina	NRM	M	1	54	83	73	96	32	8	8	5	3	24	11	9	20	10	7	7	7	7	5	5	45		
3	Paul Kalisa	NRM	M	1	67	76	69	93	35	8	8	5	4	25	11	9	20	10	5	7	7	7	3	0	5	38	
4	Stella Kyorampe	NRM	F	1	55	84	86	92	7	8	8	5	0	21	11	9	20	10	7	7	7	7	3	5	5	41	
5	Prosper Busingye	NRM	M	1	70	79	74	90	22	8	8	5	3	24	11	9	20	10	7	7	7	5	7	5	0	5	86
6	Florence Kadoka	NRM	F	3	63	79	61	89	46	8	8	0	2	18	11	9	20	10	7	5	7	7	5	5	5	41	
7	Charles Kajjia Rutakirwa	NRM	M	1	56	61	53	89	68	8	8	5	0	21	11	9	20	10	5	7	4	7	7	3	5	38	
8	Emmanuel Tugume	IND	F	1	53	43	66	88	33	8	8	5	4	25	9	9	18	10	7	7	5	7	7	0	2	35	
9	John Mwanume	NRM	M	1	64	79	83	87	5	8	8	2	4	22	11	9	20	10	7	7	7	5	5	1	35		
10	John Rwapwogo	NRM	F	2	39	49	80	86	8	8	8	5	0	21	11	9	20	10	7	7	7	7	7	0	0	35	
11	Syina Rwapwogo	NRM	M	1	40	38	76	86	13	8	8	5	4	25	11	9	20	10	5	5	7	5	5	3	1	31	
12	John Kyaligonza	NRM	M	4	62	61	67	86	28	8	8	0	0	16	11	9	20	10	7	7	7	7	7	0	5	40	
13	Mondav Robertson Joshua	NRM	M	1	81	48	74	86	16	8	8	5	0	21	9	9	18	10	7	7	7	7	0	2	37		
14	Stephen Agaba	NRM	M	1	50	40	65	84	29	8	8	5	3	24	11	9	20	10	5	5	7	5	5	1	4	30	
15	Pascal Byonna Kato	NRM	M	2	50	56	61	84	38	8	8	0	1	17	11	9	20	10	7	7	5	5	3	5	37		
16	Joshua Kagaba	NRM	M	2	78	70	73	83	14	8	8	5	3	24	11	9	20	10	5	5	5	5	5	0	4	29	
17	Annat Byabasajja	NRM	F	3	72	55	70	81	16	8	8	0	0	16	11	9	20	10	7	7	7	7	7	0	0	35	
18	Rosemary Kabona	NRM	F	3	52	28	34	81	138	8	8	0	0	16	11	9	20	10	7	7	7	7	7	0	0	35	
19	Patrick Karatunga	NRM	M	1	69	72	81	138	8	8	0	0	16	11	9	20	10	7	7	7	7	7	7	0	0	35	
20	Amina K Kejja	NRM	F	4	66	65	72	80	11	8	8	0	0	16	11	9	20	10	7	5	5	5	7	5	0	34	
21	Esther M. Mutsipa	NRM	F	1	77	53	69	77	12	8	8	0	0	16	11	9	20	4	7	7	7	5	5	3	3	37	
22	Annet Rubagumya	NRM	F	1	60	55	70	77	10	1	1	0	0	2	11	9	20	10	7	7	7	7	5	5	4	45	
23	Kusemererwa	NRM	F	5	60	64	53	75	42	8	8	5	0	21	0	9	9	10	7	7	7	7	7	5	0	35	
24	Fatih Nyakairo	NRM	F	5	61	62	65	75	15	8	8	2	0	18	11	9	20	8	7	7	3	1	7	0	4	29	
25	Denis Nkwasiabwe	NRM	M	1	30	31	39	74	90	5	8	2	0	15	11	9	20	10	5	5	5	5	0	4	29		
26	Rose Kajjubo	NRM	F	1	28	51	51	73	43	8	8	5	0	21	11	9	20	10	0	7	7	1	0	0	22		
27	Gerrude Barinda	IND	F	1	59	32	72	70	-3	8	0	0	8	16	11	9	20	10	7	4	7	7	7	0	0	32	
28	Patrick Mugenyi	NRM	M	1	57	46	73	69	-5	8	0	0	8	16	0	9	9	10	7	7	7	5	5	0	3	34	
29	Ambrose Katabaazi	NRM	M	1	63	64	66	67	2	8	8	0	0	16	11	9	20	6	4	5	5	5	0	1	25		
30	Stella Kamigabo	IND	F	1	34	40	37	64	73	1	8	0	0	9	11	9	20	10	5	5	5	5	0	0	25		
31	Joseph Mashuhuko	NRM	M	1	67	53	81	60	-26	8	8	5	4	25	9	5	14	10	1	5	0	5	0	0	11		
32	Richard Nyakana	NRM	M	3	81	48	65	51	-22	8	8	5	0	21	11	0	11	0	7	3	1	0	0	0	5	19	
33	Joram Bintamanya	FDC	M	1	70	61	50	48	-4	8	8	5	4	25	6	5	11	10	1	0	0	0	0	0	2		
34	Judith Nyakaisiki	IND	F	1	16	33	8	7	-13	0	0	0	0	0	0	0	0	0	1	1	1	1	1	1	1	7	
Average					1	50	55	57	57	3	8	8	0	0	17	6	8	14	4	4	3	3	4	4	3	23	

Name		Identifiers		Trends in performance					Legislative Role					Contact with Electorate		LLG	Monitoring NPPAs											
	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total		
					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45		
		Maximum Scores																										
1	Moses Mwanjala	IND	M	1	39	89	89	68	-24					13	9	5	14	10	7	7	7	1	1	1	1	31		
2	Charles Mpaabule	NRM	M	2	83	87	89	65	-27					0	0	16	7	5	12	2	7	7	5	5	0	4	35	
3	Betty Kalema	NRM	F	2	41	78	76	62	-18					0	0	21	3	9	12	4	5	0	5	5	1	4	25	
4	Sarah Kizito	NRM	F	2	59	49	78	56	-28					0	0	9	11	9	20	6	5	1	1	1	3	5	21	
5	Martin P. Kyuka	NRM	M	2	20	61	74	52	-30					0	0	15	9	5	14	10	1	1	1	1	1	5	3	13
6	Julius Wakibi Tigawalana	NRM	M	2	34	50	37	50	35					0	0	21	9	5	14	8	1	1	1	1	1	1	7	
7	Daniel Wambuzi	IND	M	1	67	72	84	47	-44					0	0	16	9	5	14	8	1	1	1	1	1	1	9	
8	Ruth Makocha Babbye	NRM	F	2	32	37	69	46	-33					0	0	5	5	5	10	6	3	3	7	1	1	25		
9	Andrew Moses Mutasa	IND	M	1	32	69	66	46	-30					0	0	12	9	18	10	1	1	1	0	1	1	1	6	
10	Monica Dongo	IND	F	1	71	65	77	41	-47					0	0	6	9	5	14	10	1	1	1	1	1	1	11	
11	Fardah Katao	NRM	F	2	30	65	76	39	-49					0	0	5	11	9	20	8	1	1	1	1	1	0	6	
12	Alfred Kituu Lwamusayi	NRM	M	1	38	60	84	32	-62					0	0	10	0	9	9	0	1	1	1	1	1	1	13	
13	John Basalinwa	NRM	M	1	46	61	66	30	-55					0	0	15	3	5	8	0	1	1	1	1	1	1	7	
14	Saron Kituu	NRM	M	1	46	62	68	26	-62					0	0	6	2	5	7	2	1	1	1	1	1	1	11	
15	Joyce Nyago Narnugere	NRM	F	1	29	74	85	26	-69					0	0	0	7	9	16	0	1	1	1	1	1	1	9	
16	Erina Nibogezza	IND	F	1	13	55	66	22	-67					0	0	2	4	5	9	0	1	1	1	1	1	1	11	
17	Andrew Cohen Byakika	NRM	M	1	60	70	43	22	-49					0	0	2	0	5	5	2	1	1	1	1	1	1	13	
18	Monica Mukasa *	NRM	F	2	45	56	77	20	-74					0	0	0	2	2	2	2	1	1	1	1	1	1	7	
19	Tony Tujiraba Tanaasi *	IND	M	1	23	16	20	25	25					0	0	13	0	0	0	0	1	1	1	1	1	1	7	
20	Maxwell C. Mugude *	NRM	M	1	25	30	31	19	-39					0	0	12	0	0	0	0	1	1	1	1	1	1	7	
21	Racheal Bakaki	NRM	F	1	58	70	62	19	-69					0	0	0	5	5	2	1	1	1	1	1	1	1	7	
22	Sarah Auma Mwanando *	NRM	F	1	21	74	71	18	-75					0	0	6	0	5	5	0	1	1	1	1	1	1	7	
23	Paul Kifimbo *	NRM	M	1	14	21	11	18	64					0	0	9	0	2	2	0	1	1	1	1	1	1	7	
24	Maham Nalugya *	NRM	F	1	30	66	64	8	-88					0	0	0	0	0	0	1	1	1	1	1	1	1	7	
25	Paul Fredrick Wagose	IND	M	1	76	78	17	63	-38					0	0	4	5	10	4	2	2	2	3	2	2	1	13	
Average					42	61	63	36	-38	4	5	1	0	10	4	5	10	4	2	2	2	3	2	2	1	13		

*Councillor assessed using secondary data

Kanungu Identifiers		Trends in performance						Legislative Role				Contact with Electorate			Monitoring NPPAs											
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Identifiers					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
1 James Niringiyimana Ruugi Kabenka	NRM	Kihini T/C	M		77	83	80	87	9	8	8	5	0	21	11	9	20	6	7	7	7	7	3	7	2	40
2 Manam Asimwe	NRM	Kanyatorogo	F	3	49	80	71	76	7	8	8	0	0	16	9	9	18	10	7	7	7	3	3	1	4	32
3 Addean Nasima	NRM	Kihini T/C	F	3	66	61	63	76	21	8	8	0	0	16	9	9	18	10	7	7	7	1	0	5	5	32
4 John Muhima	NRM	Kayanza	m	3	65	71	65	58	-11	8	8	2	0	18	7	9	16	0	7	5	1	4	7	0	0	24
5 Felesta Nyiraguhirwa	NRM	Kihini	F	2	27	56	57	2	8	8	0	0	0	16	4	9	13	0	7	7	1	5	7	0	0	28
6 Justine Kakuu	NRM	Kirima & Kanungu	F	3	57	65	75	56	-25	8	8	0	2	18	9	9	18	10	3	7	0	0	0	0	0	10
7 Lawrence Byaruhanga	NRM	kinkizi	M	1	65	66	82	55	-33	8	8	0	0	16	0	9	9	0	7	5	7	5	1	0	5	30
8 Emmy Megezi Byaruhanga	NRM	Kikinzzi	M	3	64	65	78	52	-33	8	8	2	0	18	9	9	18	2	3	5	0	4	1	1	0	14
9 Mable Nanturra	NRM	Rutungu	F	1	27	68	73	51	-30	8	8	0	0	16	6	9	15	2	3	2	3	1	7	0	2	18
10 Hope Tugumisirize	NRM	Kayanza & Mpungu	F	1	44	68	60	46	-23	8	8	0	0	16	5	6	11	2	5	7	5	0	0	0	0	17
11 Christopher Kamara	NRM	Kanyatorogo	M	1	64	74	70	43	-39	8	8	2	0	18	2	9	11	0	1	3	3	3	0	0	1	14
12 Jacline Mugisha	NRM	Nyamirama	F	50	59	52	39	-25	8	8	0	0	0	16	7	9	16	0	3	3	0	0	1	0	0	7
13 Immaculate Nyabuhara	NRM	Youth	F	1	13	25	13	37	185	8	8	0	0	16	0	9	9	0	1	1	7	0	1	0	1	12
14 Jacinta K. Kataba	NRM	Kambunga	F	3	59	76	63	34	-46	8	8	0	0	16	2	4	0	5	3	0	0	5	0	1	0	14
15 Flucensi Muhumaza	NRM	Rugweyo	M	1	27	70	62	34	-45	8	8	0	0	16	0	9	9	0	3	1	0	0	3	0	2	9
16 Frank Byaruhanga	NRM	Mpungu	M	3	72	73	55	0	-100																	
17 Geoffrey Bigambwamukama	NRM	PDW	M	1	10	58	18	0	-100																	
18 Joselyn Kigundu	NRM	PWDs	F	1	11	0	11	0	-100																	
Average					51	66	58	45	-22	8	8	1	0	17	5	8	14	3	5	5	3	3	3	1	2	20

Lira Identifiers		Trends in performance					Legislative Role				Contact with Electorate			Monitoring NPPAs												
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					2011/12	2012/13	2013/14	2014/15																		
Maximum scores					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	5	45
1. Thomas Jefferson. Obalim	UPC	Central	M	1	25	84	88	93	6	8	8	5	1	22	7	9	16	10	7	7	7	7	7	5	45	
2. Andrew Oyung Ogwang	UPC	Ogur	M	2	31	88	86	90	5	7	8	4	4	20	11	9	20	10	7	7	7	7	7	0	40	
3. George Rashid Oblo	UPC	Olwina	M	1	25	69	44	89	102	8	8	0	0	16	11	9	20	8	7	7	7	7	7	5	45	
4. Concy Ogwal	UPC	Aoyel	M	1	13	42	60	75	25	8	7	5	1	21	9	9	18	0	7	7	3	4	5	5	36	
5. George Okello Ayo	Ind	Ngetta	F	3	27	62	77	75	-3	8	8	0	0	16	11	9	20	6	7	7	7	7	0	5	33	
6. Tonyy Todo	UPC	Aromo	F	2	36	46	59	70	19	8	8	0	0	16	9	9	18	0	3	7	7	7	3	2	36	
7. Angella Santa	UPC	Ngetta/Adekokwok	F	2	32	69	67	68	1	8	8	0	0	16	9	9	18	0	7	7	3	7	7	5	2	34
8. Margaret Egwang	UPC	Lira	F	1	11	46	31	68	119	8	8	2	0	18	7	9	16	0	5	5	5	7	5	2	34	
9. Lilly Okwir	NRM	Annach	F	2	18	33	49	67	37	8	8	2	0	18	0	9	9	0	7	7	7	5	7	5	2	40
10. Jennifer Oleko	UPC	Olwina	F	3	18	38	48	64	33	8	8	0	0	16	7	9	16	0	7	7	3	7	3	3	2	32
11. Medina Akello Okeng	UPC	Barr	M	1	10	71	72	62	-14	8	8	0	0	16	9	9	18	2	7	0	0	7	7	3	2	26
12. Rolex Angoli	NRM	Agali	F	1	9	38	73	61	-16	5	7	0	0	12	7	9	16	0	6	7	1	5	7	5	2	33
13. Matthew Omara. O	UPC	PWD	M	1	22	51	64	59	-8	5	8	0	0	13	5	9	14	10	1	7	3	3	3	3	2	22
14. Proscovia Ayo Otyek	NRM	Youth	M	2	49	73	85	58	-32	8	2	0	0	18	5	9	14	2	7	3	3	3	3	3	2	24
15. Grace Geofrey Ogwang	Ind	Lira	M	1	22	28	32	55	26	1	8	0	0	9	5	9	14	2	7	3	3	3	3	5	32	
16. Nelson Oyatkol	Ind	Annach	M	1	62	81	74	55	-26	1	8	0	0	9	5	9	14	0	7	0	7	7	7	3	2	30
17. Godfrey Olet	NRM	Barr	M	2	12	36	60	54	-10	7	8	5	1	21	7	9	16	2	1	3	0	3	0	3	2	15
18. Mices Ogwang Adonyo	NRM	Adekokwok	M	2	38	70	82	45	-45	7	8	5	0	20	11	9	16	2	1	1	1	1	1	1	1	7
19. Milly Atrim Oblo	UPC	Ogur/Agwang	F	1	20	40	52	44	-15	8	8	0	0	16	0	7	7	2	7	3	3	3	3	0	0	19
20. Florence A. Ewoo	UPC	PWD	M	1	19	51	27	41	52	8	0	0	0	16	3	9	12	0	1	3	0	0	7	0	2	13
21. Anthony Ojuka	NRM	Youth	M	1	23	55	36	36	0	8	8	2	0	18	3	2	5	0	1	1	0	1	1	1	1	6
22. Patric Ojogom	NRM	Aogwang	M	1	45	86	78	30	-62	8	8	2	0	18	3	2	5	0	1	1	1	1	1	1	1	7
23. Betty Akullo	UPC	Aromo	F	1	10	33	1	7		1	0	0	0	1	0	0	0	0	1	1	1	1	0	1	1	6
24. Janet Rita Apolo	UPC	Central/Railways	F	1	17	32	30	1	-97	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
25. Henry Ekwang	UPC	Aoyel	M	1	18	24	32	30	1	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Average					24	54	57	57	6	6	7	1	0	15	6	8	14	2	5	5	3	4	4	3	2	26

Luwero		Identifiers				Trends in performance					Legislative Role					Contact with Electorate			Monitoring NPPAs											
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total				
					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45				
1	Abdul Kasule	Bombo TC	M	2	64	88	82	84	2					8	4	5	0	17	11	9	20	10	7	7	7	3	5	37		
2	Abdul Kalemera	Nyimbwa	M	1	51	74	72	72	0					8	8	5	0	21	11	9	20	10	5	1	4	5	1	4	21	
3	Patrick Ssonko Kisekwa	Makulubita	M	1	65	74	65	71	9					8	8	5	0	21	11	9	20	8	5	5	1	4	1	22		
4	Sarah Namunja	Butuntumula	F	1	53	72	61	69	13					8	4	5	0	17	11	9	20	8	7	7	1	1	7	0	1	24
5	Resette Katende	Luwero S/C/T/C	F	1	65	69	57	65	14					8	8	0	0	16	11	9	20	8	7	7	0	1	0	1	5	21
6	Deborah Nalubega	Kaikamu	F	2	54	72	62	62	0					8	7	2	0	17	8	9	17	0	3	6	5	2	7	0	5	28
7	Jacob Kitaka	Kaikamu	M	1	30	56	69	60	-13					8	8	5	0	21	9	9	18	0	5	5	1	0	5	1	4	21
8	Victor Nowerina Nubukenya	Youth	F	1	48	72	75	59	-21					8	4	5	0	17	11	9	20	8	2	6	0	1	0	0	5	14
9	Rose Mavega	Kalajala	F	1	56	45	63	56	-11					8	0	2	0	10	11	6	17	10	3	7	3	3	0	0	19	
10	Disan Meyanja Kikabi	Kikyusa	M	1	50	76	76	56	-26					8	8	5	0	21	5	9	14	10	1	3	1	3	1	1	11	
11	Mulani Tebasingwa Muklubi*	Butuntumula	M	3	65	64	71	55	-23					8	7	5	0	20	7	9	16	8	1	5	1	1	1	1	1	11
12	Solar Nabukalu	Bamunika	F	1	52	68	65	40	-38					8	4	0	0	12	4	5	9	10	3	3	1	1	0	0	9	
13	Hellen Nseroko	Zirobwe	F	1	18	37	39	40	3					8	8	0	0	16	0	5	5	10	3	6	0	0	0	0	9	
14	Nasul Zenah M*	Bombo/Nyimbwa	F	1	24	45	56	38	-32					8	8	0	0	16	0	2	2	4	1	7	1	1	1	4	16	
15	Erasto Kibirango *	Bamunika	M	1	46	50	52	36	-31					4	8	5	0	17	0	2	0	0	1	1	1	5	0	0	9	
16	Hadijah Nakkezi Lutika*	Makulubita	F	2	22	33	46	36	-22					8	8	0	0	16	2	2	4	0	3	6	0	0	7	0	16	
17	Herbert Ssekabira *	Luwero	M	1	54	60	59	30	-49					8	8	0	0	16	0	2	2	4	1	5	1	1	1	1	11	
18	Christine Nakabugo	Kikyusa/Kamira	F	1	54	60	59	30	-49					8	0	0	0	8	9	6	15	2	1	1	1	1	1	1	0	5
19	Abdallah Muhammed Kadala*	PWD	M	4	45	43	48	30	-38					8	8	5	0	21	2	0	2	0	1	1	1	1	1	1	7	
20	David Mulindwa *	Luwero T/C	M	1	34	65	54	22	-59					8	0	0	0	8	0	2	2	4	4	4	0	0	0	0	8	
21	George Baiwana Nakibinge*	Kamira	M	3	64	65	62	13	-79					8	0	5	0	13	0	0	0	0	0	0	0	0	0	0	0	
22	John Kawesa*	Zirobwe	M	2	32	57	27	12	-56					1	4	0	0	5	0	0	0	0	1	1	1	1	1	1	7	
23	Samuel Mulwana	Youth	M	1	57	43	38	57	3					8	8	0	0	17	6	8	14	4	4	3	3	4	4	3	2	23
Average					1	50	55	57	57	3	8	8	0	0	17	6	8	14	4	4	3	4	4	3	4	4	3	2		

*Councillor assessed using secondary data

Mbale Identifiers	Name	Political Party	Constituency	Gender	Trends in performance					Legislative Role					Contact with Electorate					Monitoring NPPAs							
					2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting	Office	Subtotal	Sub county	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
1	Alex Napokoli	Ind	Bumasikye	M	1	61	100	100	100	21	8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
2	Karim MujiroWanga	NRM	Busano	M	3	64	54	67	86	28	8	8	0	0	16	11	9	20	10	3	7	7	7	7	2	40	
3	Aidat K. Wajayo	NRM	Bukonde/Lwasso	F	1	38	65	37	82	122	8	8	0	0	16	11	9	20	10	3	7	7	7	5	4	38	
4	Ahmad Bisigwa	Ind	Lwasso	M	1	58	60	58	80	38	8	8	0	0	16	9	9	18	8	7	7	7	7	7	1	38	
5	Aaron Sili	Ind	Busoba	M	1	53	61	75	23	8	8	0	0	16	9	9	18	0	7	7	7	7	7	1	5	41	
6	Robert Wandwasi	NRM	Lukhonia	M	2	0	64	50	72	44	8	8	2	0	18	11	9	20	2	5	5	5	5	3	4	32	
7	Betty Nabukwabo	NRM	Bukiende/Lukhonia	F	1	41	54	66	69	5	8	8	0	0	16	11	9	20	2	3	7	3	3	5	1	29	
8	Sylvia Baluku	NRM	Youth	F	1	22	40	34	67	97	8	8	0	0	16	11	9	20	2	7	7	3	3	5	1	29	
9	Barbara Kooba Lumonya	Ind	Busoba/Nyondo	F	1	42	62	57	64	12	4	0	0	0	4	11	9	20	10	3	7	1	7	3	2	30	
10	Martin Walela	NRM	Youth	M	1	51	74	66	63	-5	8	8	0	0	16	11	9	20	6	7	3	1	1	1	1	21	
11	Kalusumu Khisa	NRM	Wanale/Budwale	F	2	37	51	66	55	-17	8	8	2	0	18	4	9	13	2	3	7	1	3	3	2	22	
12	Aisha Mwanekaro	FDC	Nakaloke/Namanyonyi	F	44	53	63	55	-13	1	8	0	0	9	9	9	18	2	7	7	3	3	1	3	2	26	
13	Proscovia Ndjunga	NRM	Northern Division	F	1	20	47	35	53	51	8	8	0	0	16	9	9	18	0	1	3	1	1	7	5	19	
14	Teddy Khaisa	NRM	Bungokho/Bumbobi	F	1	55	62	50	52	4	8	8	0	0	16	4	9	13	0	3	7	3	3	3	3	23	
15	Baturu Kanza	NRM	Bubyangu/Butumbo	F	1	27	46	57	47	-18	8	8	0	0	16	2	9	11	0	3	3	3	1	5	3	20	
16	Emmanuel Natseli	FDC	Bungokho-Mutoto	M	1	48	54	55	46	-16	8	8	0	0	16	0	9	9	2	1	5	1	5	1	1	19	
17	Honny Wegosasa	Ind	Wanale Division	F	1	53	57	40	44	10	1	8	0	0	9	7	9	16	2	7	3	3	1	1	1	17	
18	Mike Matembe	Ind	Bukiende	M	1	71	71	68	43	-37	8	8	0	0	16	11	9	20	0	1	1	1	1	1	1	7	
19	Josephine Lunyolo	NRM	Busano	F	1	0	28	33	43	30	8	8	0	0	16	9	18	0	3	1	1	1	1	1	1	9	
20	Michael Kisolo	NRM	Nakaloke	M	2	57	66	58	58	42	8	8	0	0	12	2	9	11	0	3	3	3	3	3	3	19	
21	Sulaiman Mumbaya	NRM	Bukonde	M	1	51	59	37	41	11	8	8	0	0	16	9	9	18	0	1	1	1	1	1	1	7	
22	Abdul Zack Mubajje	NRM	Wanale Division	M	2	59	60	47	36	-23	8	8	0	0	16	2	9	11	2	1	1	1	1	1	1	7	
23	Tom Shisabale	Ind	Wanale	M	1	53	57	68	35	-49	8	8	0	0	16	4	9	13	0	0	1	1	1	1	1	6	
24	Absolom Nabende	NRM	PWD	M	3	26	25	48	34	-29	8	8	0	0	16	3	9	12	0	1	1	1	1	1	0	6	
25	Alfred Namasa*	FDC	Busu	M	1	64	66	46	33	-28	8	8	0	0	16	6	5	11	0	1	1	1	1	1	1	6	
26	Henry Manana	NRM	Northern Division	M	1	70	71	49	33	-33	4	5	0	0	9	4	9	13	0	1	5	1	1	1	1	11	
27	Michael Matabi	NRM	Burumbo	M	3	57	66	56	32	-43	4	8	0	0	12	0	9	9	0	1	1	1	1	1	1	11	
28	Abdalah Boola	NRM	Bukasikya	M	1	56	67	54	32	-41	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	7	
29	Sani Mutenyo	NRM	Bumbobi	M	1	72	69	42	32	-24	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	7	
30	Robert Mabonga	Ind	Bungokho	M	1	63	71	48	32	-33	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	7	
31	Sani Wajesa	FDC	Industrial Division	M	1	72	71	53	32	-40	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	7	
32	Wasike Joseph	NRM	Nyondo	M	2	43	45	33	32	-3	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	7	
33	Wasike Joseph	NRM	Busu/Bumasikye	F	1	53	56	32	31	-3	1	8	0	0	9	2	9	11	2	1	1	1	1	1	1	9	
34	Fazila Nambozo *	FDC	Industrial Division	F	1	72	44	28	30	7	4	8	0	0	12	2	9	11	0	1	1	1	1	1	1	7	
35	Jonathan Nagaere	NRM	Budwale	M	3	49	68	58	29	-50	1	8	0	0	9	0	9	9	0	5	1	1	1	1	1	11	
36	Nasur Mahadja *	FDC	Namanyonyi	M	2	67	66	21	28	33	8	8	0	0	16	0	5	5	0	1	1	1	1	1	1	7	
37	Peninna Namasa(RIP)	NRM	PWD	F	1	41	43	44	59	-100	8	6	3	0	16	6	5	11	6	3	4	2	3	1	2	15	
Average					2	48	60	59	47	-22	8	6	3	0	16	6	5	11	6	3	4	2	3	1	2	15	

*Councillor assessed using secondary data

Mbarara Identifiers		Trends in performance						Legislative Role					Contact with Electorate		Monitoring NPPAs												
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Maximum Score																											
1	Venance Mwanukye	NRM	Kakongi	M	1	49	54	62	75	21	8	8	2	0	18	9	9	18	0	7	7	7	7	3	5	5	39
2	Justine Mwesigye Kakyarara	NRM	Bugamba	F	2	62	62	74	19	8	8	0	0	16	9	9	18	0	7	7	7	7	3	3	5	40	
3	Jennifer Tumuhairwe	NRM	Rwanyamathembe/Bubaar e	F	1	36	60	84	74	-12	8	8	0	0	16	9	9	18	10	3	7	3	7	5	2	30	
4	Robert Aimanwe	NRM	Bugamba	M	1	42	46	53	73	38	8	8	5	0	21	5	9	14	6	7	7	7	3	3	2	32	
5	Bernard Mukuru Mugume	NRM	Kashare	M	1	42	48	74	73	-1	8	8	5	0	21	11	9	20	0	7	7	7	3	7	0	5	32
6	Steven Bairebire Natukunda	NRM	Rubaya	M	2	32	53	68	72	6	8	8	2	0	18	9	9	18	0	7	7	7	7	7	1	0	36
7	Godfrey Baryomunsi	NRM	Kakika	M	1	79	71	-10	8	8	8	0	0	16	11	9	20	6	7	7	7	3	3	0	2	29	
8	Prisca Muganzizi Mulongo	NRM	Nyakayojo	F	1	37	45	60	70	17	8	8	5	0	21	5	9	14	0	3	7	7	3	7	3	5	35
9	Felly Bebuuze Tumwesigye	NRM	Mwizi	F	3	72	67	67	67	-7	8	8	0	1	17	9	9	18	0	7	7	0	6	7	3	2	32
10	Bonny Karusya Tashobya	IND	Youth Male	M	1	57	67	67	67	18	8	8	0	1	17	11	9	20	6	7	3	1	3	3	5	2	24
11	Hajji Jumba Erimya	NRM	Nyamitanga	M	3	34	47	67	66	-1	8	8	0	0	16	9	9	18	0	7	7	7	7	3	3	2	32
12	Didas Tabaro Tumwesigye	NRM	Ruhindi	M	2	58	57	76	65	-14	8	8	5	0	21	11	5	16	0	7	7	3	3	3	0	5	28
13	Asaph Muhangi	NRM	Ndejja	M	3	37	54	74	64	-14	8	8	2	1	19	9	9	18	0	7	7	3	0	5	0	5	27
14	John Patrick Byaruhanga	NRM	Bubaare	M	1	39	50	72	63	-13	8	8	5	0	21	5	9	14	0	5	0	7	4	7	0	5	28
15	Loy Mputwire	NRM	Kagongi/ Kashare	F	2	31	38	59	62	5	8	8	0	0	16	6	9	15	0	3	7	7	3	3	3	5	31
16	Jean Tumusime Kirimani	NRM	Rugando	M	1	54	59	50	62	24	8	8	0	0	16	11	9	20	2	3	3	7	3	3	2	24	
17	Edwin AKoragye	NRM	Biharwe	M	1	70	61	61	61	-13	8	8	0	0	16	7	9	16	6	7	3	7	3	0	1	2	23
18	Norah Kamugisha	NRM	Kakoba	F	2	40	44	68	61	-10	8	8	5	0	21	5	9	14	2	7	7	0	1	0	2	24	
19	Jolly Kabwizi	NRM	PWD Female	F	3	38	45	61	61	0	8	8	2	0	18	11	9	20	2	6	1	1	1	7	3	2	21
20	Annah Turwakunda	NRM	Kamukuzi/ Nyamitanga	F	2	32	47	74	60	-19	8	8	0	0	16	11	9	20	4	3	2	3	3	7	0	2	20
21	Juliet Atuhaire Kamushana	NRM	Kamukuzi	F	2	41	59	59	60	2	8	8	0	0	16	9	5	14	6	3	3	3	7	3	0	2	24
22	David Muhairwe	NRM	Nyakayojo	M	1	53	67	59	59	-12	8	8	2	0	18	9	9	18	6	1	5	1	5	1	0	4	17
23	David Baine Rwakanuma*	NRM	Rwanyamathembe	M	1	25	47	45	56	29	8	8	0	0	16	11	9	20	0	5	4	5	0	2	5	1	23
24	Jeninah Bisangwa Kobusingye	NRM	Youth Female	F	2	57	55	54	55	-4	8	8	5	0	21	5	9	14	0	3	3	3	3	3	3	2	20
25	Grace Kabanankuye	NRM	Ndejja	F	2	29	49	67	54	-19	8	8	2	0	18	9	7	16	0	3	3	3	3	3	3	2	20
26	Evaristo Mucunguzi Kamatungu	NRM	PWD Male	M	1	40	55	56	52	-7	8	8	0	0	16	5	9	14	2	3	3	3	3	3	3	2	20
27	Annet Ainaite Bwonyerwa	NRM	Rubindi	F	2	40	62	64	70	49	30	4	8	0	12	5	9	14	0	3	3	3	3	3	3	5	23
28	Tom Karuhanga	NRM	Bukiro	M	3	21	47	32	49	53	8	8	2	3	21	11	0	11	0	7	1	7	1	0	0	17	
29	Joseline Kemirembe	NRM	Kakika/ Biharwe/Rubaya	F	1	24	42	36	47	31	8	8	5	0	21	9	9	18	2	1	1	1	1	1	0	1	6
30	Muhammed Nyombi*	NRM	Kakoba	M	2	50	45	47	64	-6	8	8	5	0	21	9	0	9	0	5	0	3	1	5	0	1	14
31	Apollo Rwakataranga*	NRM	Mwizi	F	2	39	50	63	62	2	8	8	2	0	18	9	8	17	2	5	4	4	4	4	2	3	26
Average																											

*Councillor assessed using secondary data

Moroto		Identifiers		Trends in performance					Legislative Role				Contact with Electorate		LLG	Monitoring NPPAs										
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Subtotal	Meeting electorate	Office	Subtotal	Sub county Meetings	Health	Education	Agriculture	Water	Roads	FAL	FNR	Sub Total
					100	100	100	100																		
1	Teko Zudeda	NRM	F	1	59	68	65	86	32	8	8	3	3	22	11	9	20	8	4	7	3	6	5	3	8	36
2	Rose Adero	NRM	F	3	54	43	29	64	121	8	8	0	0	16	11	9	20	0	6	2	7	6	7	0	0	28
3	John Baptisto Lotee	NRM	M	1	20	40	63	63	0	8	8	0	0	16	11	9	20	0	5	5	5	1	1	5	27	
4	Cosmos Ayeaba	NRM	M	1	67	59	67	54	-19	8	8	2	1	19	11	2	13	0	1	5	1	5	1	4	22	
5	Iriama Kalisto	NRM	M	3	54	64	63	51	-19	8	0	5	0	13	9	9	18	0	5	4	1	1	7	1	20	
6	Joseph Oltta	NRM	M	1	70	66	59	50	-15	8	8	0	0	16	7	2	9	6	5	1	5	1	1	1	19	
7	Grace Adome	NRM	F	1	16	70	36	50	39	8	8	0	0	16	7	9	16	0	7	3	1	3	3	0	18	
8	Regina Kuri	FDC	F	1	30	58	54	43	-20	5	8	0	0	13	9	2	11	0	5	1	1	4	1	3	4	19
9	Betty Akuu	NRM	F	1	23	45	44	41	-7	1	8	0	0	9	8	9	17	4	5	5	0	0	1	0	0	11
10	Abdala Mazoa Lomongin	NRM	M	1	33	50	55	38	-31	5	8	5	0	18	11	6	17	0	0	0	0	0	0	3	0	3
11	Cherentina Lochoro	NRM	F	1	37	68	51	35	-31	0	8	0	0	8	11	6	17	4	1	1	1	1	1	0	1	6
12	Margaret Lotee Korobe	NRM	F	1	60	30	60	30	-50	1	8	0	0	9	9	5	14	0	1	1	0	4	1	0	0	7
13	Andrew Pulkot*	NRM	M	3	18	45	56	21	-63	8	8	5	0	21	0	0	0	0	0	0	0	0	0	0	0	0
14	Langat Michael	IND	M	1	53	65	61																			
		Average																								

Mpigi

Name	Political Party	Constituency	Gender	Terms	Trends in performance					%change	Legislative Role				Contact with Electorate			LLG	Monitoring NPPAs								
					2011/12	2012/13	2013/14	2014/15	2014/15		Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office		Subtotal	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
1	NRM	Buwama	F	3	100	100	65	100	100	80	8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
2	NRM	Mpigi T.C	F	1	37	56	74	78	78	80	38	8	0	5	0	13	11	9	20	6	7	7	3	7	7	5	41
3	NRM	Nkozi	F	1	50	73	52	75	75	78	5	5	2	2	14	2	9	11	10	7	7	7	7	3	5	43	
4	DP	Buwama	M	1	48	56	66	72	72	72	9	8	8	0	16	11	9	20	10	7	7	7	3	3	0	2	29
5	NRM	PWD	M	1	48	55	67	72	72	72	7	8	8	5	23	9	9	18	10	3	3	0	3	7	5	0	21
6	NRM	Muduuma	M	1	77	76	67	64	64	64	-4	8	8	0	0	16	11	9	20	10	7	7	0	0	1	5	21
7	Ind	Nkozi	M	1	53	60	44	64	64	45	8	8	0	0	16	11	9	20	10	0	5	5	1	5	1	1	18
8	NRM	PWD	F	5	43	65	59	55	55	-7	8	8	0	2	18	9	9	18	10	1	3	1	1	1	1	1	9
9	NRM	Youth	F	1	32	57	52	53	53	2	8	8	0	0	16	9	9	18	6	1	1	1	1	5	0	4	13
10	FDC	Kituntu	F	1	47	63	38	42	42	11	8	8	0	0	16	0	9	9	4	5	5	0	1	1	0	1	13
11	Ind	Kituntu	M	1	52	65	38	40	40	5	8	8	0	0	16	9	9	18	0	1	1	1	1	1	0	1	6
12	NRM	Kamungo	M	1	48	69	67	37	37	-45	5	5	2	0	12	0	9	9	10	0	1	1	1	1	1	1	6
13	NRM	Mpigi T. C	M	1	50	66	63	33	33	-48	5	5	0	1	11	2	9	11	4	1	1	1	1	1	1	1	7
14	NRM	Kamungo	F	4	27	54	59	33	33	-44	5	5	0	0	10	2	9	11	6	0	1	1	1	1	1	1	6
15	Ind	Youth	M	1	20	76	71	28	28	-61	5	5	0	0	10	2	9	11	6	0	1	1	1	1	1	1	7
Average				2	45	64	58	55	55	-3	7	6	1	0	15	7	9	16	7	3	4	2	2	3	2	2	17

Mukono Identifiers		Trends in performance					Legislative Role				Contact with Electorate			LLG	Monitoring NPPAs											
Name	Party	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Maximum Scores				100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45	
1 Jane Ssozi Mukasa	NRM	F	2	36	64	77	68	-14	8	8	5	0	21	7	9	16	2	5	7	3	5	5	0	4	29	
2 Hardson Robison Kiyaga	NRM	M	1	39	56	50	61	20	8	8	0	1	17	11	9	20	6	5	5	1	1	1	1	4	18	
3 Roy Grace Namayanja	NRM	F	2	43	62	56	58	3	8	8	0	0	16	5	9	14	8	1	7	3	7	1	0	1	20	
4 Astaman Mwiruza	NRM	M	4	54	53	66	50	-30	8	8	5	0	21	8	9	17	8	1	1	0	1	1	0	0	4	
5 Annet Nakanwagi	NRM	F	1	45	55	56	49	-13	8	8	0	0	16	11	9	20	6	1	1	1	0	0	0	4	7	
6 Emmanuel Mbonye	NRM	M	1	18	53	57	48	-17	8	8	0	1	17	4	9	13	2	1	1	1	4	5	0	4	16	
7 John Bosco Isabirye	NRM	M	1	43	55	69	46	-42	8	4	2	0	14	11	9	20	6	1	1	0	1	1	1	1	6	
8 Noeline Nabuyanga	NRM	F	1	14	40	41	46	13	8	8	0	0	16	9	9	18	2	1	1	5	0	3	0	0	10	
9 Muabarak Ssekikubo	NRM	M	1	49	64	61	44	-27	8	8	0	1	17	11	5	16	4	1	5	0	0	1	0	0	7	
10 Alice Namananda Ssonko	NRM	F	1	37	44	54	43	-25	8	8	0	0	16	3	9	12	0	1	1	1	5	0	2	0	15	
11 Samuel Okoth	NRM	M	1	24	55	59	43	-29	8	8	0	0	16	9	5	14	4	1	3	1	4	0	0	0	9	
12 Evaristo Kaluuma	IND	M	2	60	59	57	43	-24	8	8	0	0	16	4	9	13	4	1	1	1	1	5	1	1	0	10
13 Florence Kaate	NRM	F	1	60	45	54	43	-24	8	4	0	0	12	5	9	14	4	1	1	5	1	1	3	1	13	
14 Kaweesa Kaweesa	IND	M	1	53	41	43	42	-2	8	4	0	0	13	9	5	14	6	1	1	1	1	5	0	1	10	
15 Hajji Lukemana Ssegayi	DP	M	1	63	49	41	41	-13	8	4	0	1	13	9	5	14	6	1	1	1	0	1	0	4	8	
16 Teoplist Galabuzi	DP	F	27	41	49	40	40	-22	8	8	0	1	17	7	9	16	0	1	1	1	1	1	1	0	8	
17 Joachim Mukasa	NRM	M	1	33	40	47	39	-20	8	8	0	1	17	7	9	16	0	1	1	1	1	1	0	1	6	
18 Godfrey Kikuiwe Musinga	NRM	M	25	65	52	37	23	-1	4	0	0	1	6	9	9	18	2	1	1	1	0	7	1	0	11	
19 Hajara Nakiqili	NRM	F	1	48	61	50	36	-23	8	0	0	0	16	5	9	14	0	1	1	1	1	1	0	1	6	
20 Lyon Nabukenya	NRM	F	1	30	66	57	35	-33	8	8	0	0	16	2	5	7	0	1	0	1	5	1	0	4	12	
21 Musa Kigundu	NRM	M	2	81	64	72	34	-59	1	0	2	0	3	9	9	18	0	5	1	1	1	5	0	0	13	
22 Babirye Rose	DP	F	1	31	45	48	33	-33	8	5	0	0	13	5	9	14	0	1	1	1	1	1	0	1	6	
23 Anunciata Nambi	NRM	F	1	21	58	31	32	2	8	8	0	0	16	4	9	13	0	1	1	1	1	5	1	0	9	
24 Julius Ddamulira Ssemakula	DP	M	1	51	64	53	32	-33	8	8	0	0	16	4	9	13	0	1	0	1	0	1	0	0	3	
25 Godfrey Nsubuga	NRM	M	1	41	52	31	31	-51	8	4	0	1	17	0	9	9	0	1	1	1	1	1	1	0	5	
26 Anna Lubuwa	NRM	F	1	67	51	49	30	-37	8	4	0	0	12	2	9	11	0	1	1	1	1	1	1	1	7	
27 Jamil Kawooya	IND	M	2	33	27	36	28	-30	1	4	0	0	5	7	9	16	0	1	1	1	1	1	1	1	7	
28 Hussein Mubiru	IND	M	1	19	49	50	21	-59	8	4	0	0	12	0	2	2	0	1	1	1	1	1	1	1	7	
Average				40	53	53	41	-23	7	6	1	0	14	6	8	14	2	1	2	1	2	2	0	1	10	

Moyo		Identifiers										Trends in performance					Legislative Role					Contact with Electorate			LLG	Monitoring NPPAs							
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total							
					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45							
1	Terry Sifton Anyanzo	Dufile	M	4	68	72	85	92	8	8	8	5	0	21	11	9	20	10	7	7	7	7	7	5	5	45							
2	Zubairi Asiku	Aliba	M	1	56	71	45	84	87	8	8	0	0	16	11	9	20	10	7	7	7	7	7	3	0	38							
3	Pauli Diraani	Iulia	M	1	52	69	41	84	105	8	8	0	0	16	11	9	20	10	7	7	7	7	3	5	7	40							
4	Martin Izaruk	Lefori	M	1	50	70	71	81	14	8	8	0	0	16	11	9	20	10	7	7	7	7	5	5	3	0	34						
5	Patrick Tiidibaku	Laropi	M	1	57	67	71	79	11	8	8	0	0	16	11	9	20	10	7	7	7	7	5	5	3	4	32						
6	James Diachiti	Youth	M	1	34	67	39	74	90	8	8	0	0	16	11	9	20	10	5	7	7	5	1	3	1	29							
7	Mary mezakpwe	Dufile/Laropi	F	1	37	61	56	70	25	8	8	0	0	16	9	9	18	4	7	7	5	5	3	1	2	30							
8	Mubarak Yunusalah	Gimara	M	1	45	65	56	63	13	8	8	2	4	22	11	0	11	10	7	3	0	3	7	0	4	24							
9	Paul Maiku Didi	PWD	M	1	61	71	57	57	57	8	8	5	2	23	11	9	20	0	3	3	3	1	1	1	4	16							
10	Beatrice Eleo	PWD	F	1	48	61	48	53	10	8	8	0	0	16	9	9	18	10	3	3	3	0	1	1	5	16							
11	Margaret Asienzo	Mevo T/C	F	1	40	64	48	53	10	8	8	0	0	16	9	9	18	10	1	5	1	1	1	0	1	10							
12	Zuruma Manewee	Mevo	F	1	29	34	21	51	143	8	8	0	0	16	11	9	20	0	3	3	3	3	3	1	4	18							
13	Nusura Otea	Lefori	F	1	43	69	49	49	49	8	8	0	0	16	7	9	16	10	1	1	1	1	1	1	1	4	10						
14	Sam Asusi JB	Meu	M	4	63	61	73	47	-36	8	8	5	0	21	0	9	9	10	1	1	1	1	1	1	1	7							
15	Martina Azireo	Youth	F	1	50	67	59	46	-22	8	8	0	0	16	9	0	9	10	3	3	3	1	1	1	0	10							
16	Karla Leri Lulua	Meu	F	1	39	59	63	45	-29	8	8	2	0	18	0	0	0	10	7	1	1	1	1	1	5	17							
17	Andrew Kajovingi	Mevo T/C	M	2	30	10	35	250	8	8	0	0	16	0	2	2	2	10	1	1	1	1	1	1	1	7							
18	Apollonia Baako	Aliba/Gimara	F	1	20	30	23	33	43	8	8	0	0	16	0	0	0	10	1	1	1	1	1	1	1	7							
19	Lilly Kareo Duku	Iulia	F	1	45	63	42	33	-21	8	8	0	0	16	0	0	0	10	1	1	1	1	1	1	1	7							
Average					1	47	61	50	60	43	8	8	1	0	17	7	6	14	9	4	4	3	3	2	2	20							

Nakapiripirit Identifiers		Trends in performance						Legislative Role				Contact with Electorate			Monitoring NPPAs															
		Name	Political Party	Constituency	Gender	Terms Served	2011/12	2012/13	2013/14	2014/15	2015/16	% change	Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Maximum Scores						100	100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	7	5	5	45
1	Pauli Lorukale	NRM	Lorengedwat	M	2	75	69	70	75	7	8	4	5	0	17	11	9	20	8	5	7	5	3	5	0	5	30			
2	Abraham Nanyima	NRM	Lolachat	M	2	50	54	61	62	2	5	8	0	0	13	9	9	18	10	7	7	3	3	1	0	0	21			
3	John Loonye	NRM	Moruita	M	3	33	80	55	60	9	8	5	0	0	21	9	9	18	0	5	1	5	1	5	0	4	21			
4	Richard Sataril Lochoto	FDC	Namalu	M	1	54	78	60	54	-10	8	8	0	0	16	9	9	18	10	3	3	1	1	1	1	0	10			
5	Maria Longole	NRM	Lorengedwat	F	1	53	56	23	53	130	8	8	0	0	16	11	9	20	4	1	1	5	1	5	0	0	13			
6	John Marco Longelech	IND	Nabiatuk	M	1	66	65	65	52	-20	5	8	5	0	18	9	5	14	8	3	0	3	3	3	0	0	12			
7	Erina Longole	NRM	Loregae	F	1	47	57	44	48	9	4	0	0	0	4	9	9	18	10	1	1	5	5	4	0	0	16			
8	Lucy Aluka	NRM	PWD Female	F	1	53	55	30	44	47	5	8	0	0	13	4	9	13	0	4	0	5	4	5	0	0	18			
9	Agnes Aleper	NRM	Nabiatuk	F	1	45	75	53	43	-19	1	8	0	0	9	9	9	18	8	1	1	0	1	5	0	0	8			
10	Scholar Chero	NRM	Youth Female	F	1	24	56	20	39	95	5	8	0	0	13	7	9	16	0	1	5	1	0	1	1	1	10			
11	William Sagal	NRM	PWD Male	M	2	53	57	13	37	185	8	8	0	0	16	0	9	9	0	6	1	1	1	1	1	1	12			
12	Agnes Lokure	NRM	Moruita	F	2	41	36	41	36	-12	5	8	0	0	13	0	9	9	0	1	0	1	1	1	5	1	14			
13	Sofia Jane Kodet	NRM	Kakomongole	F	2	38	67	38	29	-24	1	8	0	0	9	0	9	9	0	1	1	1	1	1	5	0	9			
14	Lucy Lopuwa	NRM	Namalu	F	5	21	44	55	25	-55	8	8	0	0	16	0	0	0	4	0	5	0	0	0	0	0	5			
Average						2	47	63	45	47	25	6	7	1	0	14	6	8	14	5	3	2	3	2	3	0	1	14		

Nebbi

Name	Identifiers			Trends in performance					Legislative Role				Contact with Electorate			Monitoring NPPAs										
	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Maximum Score					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
1 Christine O. Manda	NRM	Panyimur	F	1	54	43	32	64	100	8	8	5	0	21	11	9	20	10	1	3	3	1	3	1	1	13
2 Grace N. Owonda	FDC	Russi	F	1	46	58	40	64	60	5	8	0	0	13	9	9	18	10	3	3	3	3	3	3	5	23
3 Terence Akera	NRM	Pakwach	M	1	70	81	55	64	16	8	8	0	0	16	3	9	12	10	7	7	3	1	3	3	2	26
4 Raphael Anyolillo	NRM	Russi	M	1	47	62	50	63	28	8	8	0	0	16	7	9	16	4	7	7	0	4	5	0	27	
5 Jackie Opar	NRM	Nebbi	F	3	48	58	36	62	72	8	8	5	0	21	9	9	18	10	1	1	7	1	1	1	1	13
6 Robert Omto Steen	NRM	Alwi	M	1	56	78	50	59	18	8	8	5	0	21	11	9	20	10	1	1	7	1	1	1	1	8
7 Lillian Achan	NRM	Pakwach	F	1	43	44	37	54	47	8	8	0	0	16	9	9	18	10	3	3	1	1	1	3	1	13
8 Martha Remedja Bitoi	NRM	Parombo	F	1	42	52	36	53	47	5	7	0	0	12	7	9	16	10	7	3	1	1	1	1	1	15
9 Justus Otor	NRM	Pakwach	M	1	23	41	32	51	59	8	8	0	0	16	9	9	18	10	1	1	1	1	1	1	1	7
10 Kizito Ongan*	NRM	Nyaravur	M	1	57	61	44	51	16	8	8	2	0	18	9	9	18	10	1	0	0	1	1	0	2	5
11 John Onen Kumakech	IND	Akworo	M	1	55	64	28	50	79	8	7	0	0	15	9	9	18	10	1	1	1	1	1	1	1	7
12 Richard Orinda*	NRM	Panyimur	M	1	44	47	50	61	6	8	8	0	0	16	9	9	18	10	1	1	0	1	1	1	1	6
13 Charles Ringitho	NRM	Nebbi	M	1	31	32	30	49	63	8	8	0	0	16	0	9	9	10	3	3	3	1	3	0	0	14
14 Solwet Omaki	NRM	Nebbi T.C	M	1	28	32	17	48	182	5	8	0	0	13	7	9	16	10	1	3	1	1	1	1	1	9
15 Alice Fuchan	NRM	Kucwiny	F	1	32	42	19	46	142	1	8	0	0	9	5	9	14	10	1	7	1	1	1	1	1	13
16 Lawrence Kissa Ojok	NRM	Kucwiny	M	1	42	48	32	45	41	8	7	0	0	15	0	9	9	10	1	5	1	1	1	1	1	11
17 John Pangarasio Oyeki	NRM	Ndhew	M	1	23	41	32	44	38	8	8	0	0	16	0	9	9	10	1	3	1	1	1	1	1	9
18 Procsa V. Binega	FDC	Panyango	F	3	44	50	40	44	10	1	0	0	0	1	11	9	20	10	1	2	0	2	3	2	13	
19 Patrick Oyet	IND	Wadela	M	1	57	54	34	42	24	8	8	0	0	16	0	9	9	10	1	1	1	1	1	1	1	7
20 Santina Akello	FDC	Wadela	F	1	40	46	28	42	50	8	8	0	0	16	0	9	9	10	1	1	1	1	1	1	1	7
21 *Dorine Ohgula	NRM	Youth	F	1	21	28	13	41	215	5	8	0	0	13	0	9	9	6	3	3	3	1	1	1	1	13
22 Ronald Ocanglu	NRM	Atego	M	1	26	43	33	31	-6	1	4	0	0	5	0	9	9	10	1	1	1	1	1	1	1	7
23 Doreen Clare Nimungu	NRM	PWD	F	2	19	34	24	29	21	1	8	0	0	9	5	9	14	0	3	3	0	0	0	0	0	6
24 Lawrence Wathum	NRM	PWD	M	2	37	64	23	25	9	1	8	0	0	9	0	9	9	0	1	1	1	1	1	1	1	7
25 *Ubedgiu Iddo	NRM	Parombo	M	1	52	69	39	22	-44	8	0	5	0	13	0	9	9	0	0	0	0	0	0	0	0	7
26 Eunice Atimango	NRM	Ndhew	F	1	39	49	23	19	-17	1	0	0	0	1	0	9	9	0	0	3	0	2	1	3	0	9
27 *Ronnie Olimber	NRM	Youth	M	1	63	14	18	29	4	4	4	0	0	8	0	9	9	0	1	0	0	0	0	0	0	1
Average score					41	51	33	46	49	6	7	1	0	13	5	9	14	8	2	2	1	1	1	1	1	11

*Councillor assessed using secondary data

Ntungamo Identifiers		Trends in performance					Legislative Role				Contact with Electorate			Monitoring NPPAs												
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penalty	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Maximum Score																										
1	Alex Tumwebuze	Rubaale	M	4	100	100	100	100	176	8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
2	Dinah Nabasa	Kibatsi	F	1	81	72	82	86	-7	8	8	0	0	16	11	9	18	10	7	7	7	5	5	4	34	
3	Sulagi Tugume Baguma	Rwekiri	M	1	68	58	60	73	22	8	8	2	1	19	11	9	20	4	7	7	5	5	1	4	30	
4	Patrick Rwakabare	PWD	M	1	46	56	55	70	27	8	8	0	1	17	11	9	20	4	7	5	5	1	7	3	29	
5	Darison Barugahare	Municipality	F	1	60	66	67	68		1	8	0	1	17	11	9	20	4	7	7	5	5	1	1	27	
6	Elijah Atuhaire	Rugarama	M	4	75	77	84	65	-23	8	8	0	0	16	9	9	18	0	5	7	0	5	7	3	4	31
7	Aidah Nturanabo	Itojo	F	1	55	69	52	61	17	8	8	5	0	21	5	9	14	6	6	1	1	7	5	0	4	23
8	Cosmos Kakuru	Ruhaama	M	3	79	85	83	61	-27	8	8	2	0	18	11	9	20	4	5	5	1	1	0	1	18	
9	Sann K. Mucabi	Ntungamo	M	3	79	83	76	59	-22	8	8	0	1	17	11	9	20	4	5	5	1	1	0	1	18	
10	Augustine Kashiya	Nyakvera	M	3	65	64	77	58	-25	8	8	0	1	17	9	9	18	0	5	1	1	7	3	1	23	
11	Paddy Mugenyema	Ihunga	M	1	63	57	58	52	-10	8	8	0	0	16	9	9	18	2	1	7	1	5	1	0	16	
12	Peace Kacooco Ntukunda	Rubaale	F	1	59	71	65	52	-20	5	8	0	0	13	9	9	18	6	5	1	1	5	1	1	15	
13	Jenifer Kabeje	Youth	F	1	55	45	52	50	-4	8	8	0	0	17	0	9	9	0	7	0	5	0	5	0	24	
14	Peace Tumusiime	Nyakvera	F	1	41	44	40	50	25	1	8	0	0	9	9	9	18	4	3	5	0	5	4	1	19	
15	Richard Kwehayo Byarugaba	Rukoni East	M	1	29	69	73	49	-33	8	8	0	0	16	7	9	16	6	1	1	1	7	0	0	11	
16	Dani Butera	Ngoma	M	4	47	62	58	46	-21	8	8	2	0	18	0	9	9	2	1	3	3	7	1	3	19	
17	Shakira Mbabazi	Ruhaama/ Rwikinro	F	2	76	81	69	46	-33	8	8	0	0	16	0	9	9	2	1	3	3	7	1	3	19	
18	Emmanuel Banyerere	Western Division	M	1	17	60	63	45	-29	8	8	0	1	17	6	9	15	4	0	1	1	5	1	0	1	9
19	Deborah Kobusingye	PWD	F	1	49	51	64	44	-31	8	8	0	0	16	11	9	20	0	3	1	1	1	1	0	1	8
20	Perez Bashajja Baguma	Kabatsi	M	2	18	81	81	44	-46	8	8	2	0	18	0	9	9	10	1	1	1	1	1	1	7	
21	Dennis Muhreza Savimbi	Itojo	M	1	60	72	81	43	-47	8	8	2	1	19	9	5	14	2	5	1	0	0	1	0	8	
22	Fedison Turyatamba	Easter Division	M	1	37	52	46	42	-9	8	8	0	0	16	3	9	12	0	1	5	1	1	5	0	14	
23	Maria Gorret Maguru	Bwongera	F	3	33	54	56	40	-29	8	8	5	0	21	3	9	12	0	1	0	3	1	0	0	7	
24	Plaxeda Hamanyu	Ntungamo	F	1	35	60	49	37	-24	8	8	0	0	16	3	9	12	4	0	0	1	1	0	2	5	
25	Bosco Tumwesigye	Central Division	M	1	33	54	45	35	-22	8	8	2	1	19	0	9	9	0	1	1	1	1	1	1	7	
26	Feddy Kaisho	Keyanza	F	3	35	51	37	34	-8	8	8	0	0	16	3	6	9	0	1	5	0	1	1	0	9	
27	Grace Twinomugisha	Kiwe T/C Rukoni East and West	F	4	63	63	49	34	-31	8	8	0	0	16	9	2	11	0	1	1	1	1	1	1	7	
28	Benon Musinguzi	Bwongera	M	1	44	41	22	32	45	8	8	2	0	18	2	5	7	0	1	1	1	1	1	1	7	
29	Benon Rutogogo	Youth	M	1	37	50	36	31	-14	8	8	0	0	16	0	9	9	0	1	1	1	1	0	1	6	
30	Miriam Muhanguzi	Nyabihoko	F	1	29	58	65	30	-54	8	8	0	0	16	2	2	4	0	1	3	1	3	1	0	10	
Average					52	62	59	50	-8	8	8	1	0	17	6	8	14	3	3	4	2	3	2	1	16	

Rukungiri Identifiers	Name		Political Party	Constituency	Gender	Trends in performance					Legislative Role				Contact with Electorate			Monitoring NPPAs								
		Maximum Score				2011/12	2012/13	2013/14	2014/15	%change	Penary	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FA/L	ENR	Sub Total
1	Chris Kagayano	NRM	Bwambara	M	1	61	68	82	78	-5	8	8	5	4	25	11	9	20	10	7	7	7	5	5	45	
2	Canon David Matsiko	NRM	PWD Male	M	3	70	66	83	77	-7	8	8	3	4	23	11	9	20	6	3	3	3	3	5	1	27
3	Benson Karvama waki	NRM	Ruhinda	M	1	57	77	63	76	21	5	5	5	0	15	11	9	20	10	3	7	3	7	3	2	28
4	Peter Tuheime	FDC	Western Division	M	1	69	75	71	74	4	8	4	0	2	14	11	9	20	10	3	3	7	3	7	5	31
5	Macklean Sabiti	NRM	Kebisoni/ Bunyanja	F	1	71	81	74	70	-5	8	8	5	0	21	7	5	12	10	5	7	1	7	1	5	27
6	Hellen Katabungu	NRM	Ruhinda/ Buhungu	F	2	75	77	84	70	-17	8	8	0	0	16	9	9	18	0	7	5	7	5	1	6	36
7	Frank Karoli Bwesi gwa	FDC	Southern Division	M	1	21	56	37	61	65	4	4	2	0	10	8	9	17	10	5	5	5	2	1	1	24
8	Juliet Kabayo	NRM	Nyakishenyi	F	1	49	50	79	57	-28	8	8	5	0	21	11	9	20	10	3	3	0	0	0	0	6
9	Christopher Gomwe	NRM	Eastern Division	M	1	32	43	47	55	17	8	8	2	3	21	0	9	9	4	3	3	3	7	0	2	21
10	Grace Kaino	NRM	Nyakagyeme	F	1	32	53	17	48	182	8	8	0	0	16	4	9	13	0	7	5	1	1	3	1	19
11	Fred Kigango	NRM	Bugangari	M	2	47	47	47	43	-9	1	8	0	0	9	11	9	20	10	0	1	1	1	1	0	4
12	Fidel Begumisa	NRM	Nyarushanje	M	1	46	65	72	38	-47	8	8	2	0	18	0	5	5	0	1	1	1	3	5	0	15
13	Innocent Ninsiima Kanyama	NRM	Nyakishenyi	M	1	15	33	29	34	17	8	5	0	18	0	9	9	0	1	1	1	1	1	1	1	7
14	Teddy Tumushabe	NRM	Bugangari	F	1	34	44	41	33	-20	1	8	5	0	14	0	2	2	10	1	1	1	1	1	1	7
15	Emily Beehwa Kirza	NRM	Nyarushanje	F	1	42	69	22	33	50	8	8	0	0	16	2	2	4	6	1	1	1	1	1	1	7
16	Amon K Kanywanisa	FDC	Youth Male	M	1	22	60	47	33	-30	8	8	0	0	16	0	9	9	0	1	1	1	1	1	1	8
17	Alex Tumuranyisa	NRM	Nyakagyeme	M	1	53	57	29	29	-52	1	8	2	0	11	2	9	11	0	1	1	1	1	1	1	7
18	Pheonah Natakunda	FDC	Eastern/Southern Div	F	1	55	61	58	25	-57	8	8	0	0	18	0	0	0	0	1	1	1	1	1	1	7
19	Phyllis Arifo	FDC	Youth Female	F	1	28	47	36	25	-31	8	8	0	0	16	0	2	2	0	1	1	1	1	1	1	7
20	Frank Nelson Muzoora	NRM	Kebisoni	M	2	40	46	23	23	-18	1	8	0	2	11	0	5	5	0	1	1	1	1	1	1	7
21	Agnis Kenyangi	NRM	PWD Female	F	3	40	46	23	23	0	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	7
22	Dickens Monday Biryomuriwe	NRM	Bunyanja	M	1	28	47	17	19	12	1	1	0	0	2	0	0	0	10	1	1	1	1	1	1	7
23	Jennifer Kiconoo	FDC	Western Division	F	1	28	47	54	18	-67	1	1	0	0	2	2	5	7	2	1	1	1	1	1	1	7
Average						1	45	59	51	45	-1	6	7	2	0	15	4	6	11	5	2	3	2	2	2	15

Soroti Identifiers		Trends in performance					Legislative Role				Contact with Electorate			Monitoring NPPAs												
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Penary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Maximum scores					100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	5	45
1 Michael Euecu	NRM	Soroti	M	1	50	79	86	78	-9	8	8	2	1	19	11	9	20	0	7	7	3	7	7	1	39	
2 Agnes Alubo	FDC	Arapai	F	2	55	57	57	66	16	8	8	0	0	16	4	9	13	4	7	3	7	7	5	3	33	
3 Kevinah Akello	Ind.	Kamuda	F	1	52	82	79	59	-25	8	8	0	1	17	11	9	20	2	1	3	1	3	7	3	20	
4 Simon OpiadoOtija	FDC	Katine	M	1				55		8	8	5	1	22	2	5	7	0	1	7	0	6	7	0	26	
5 LeonardOpacho	NRM	Arapai	M	2	37	50	65	54	-17	8	8	0	0	16	11	2	13	0	3	1	3	5	3	5	25	
6 Hellen Akya	FDC	Gweri	F	2	55	65	51	52	2	8	8	0	0	16	6	5	11	4	1	7	7	5	1	0	23	
7 Muhammad Nasor	FDC	Eastern Division	M	2	33	57	68	51	-25	8	8	0	1	17	11	9	20	4	5	1	1	1	1	0	10	
8 Betty Anyokot	FDC	Northern Division	F	2	33	46	14	43	207	8	8	0	0	16	4	4	8	0	5	0	5	7	1	1	0	19
9 David Ejoku Ademu	FDC	Asuret	M	2	29	64	69	43	-38	8	8	5	0	21	4	9	13	0	1	3	1	1	1	1	1	9
10 Margaret Amongn	NRM	Eastern/Western	F	2	25	42	46	43	-7	8	8	5	0	21	2	9	11	0	5	1	1	1	1	1	1	11
11 Richard Ongodia	NRM	Gweri	M	2	68	55	48	32	-33	8	8	0	0	16	5	2	7	0	1	1	1	3	1	1	1	9
12 Rose Akello	NRM	Tubur/Katine	F	1	52	36	13	32	146	8	8	2	0	18	2	5	7	0	1	1	1	1	1	1	1	11
13 David Erwau	FDC	Northern Division	M	2		54	42	31	-26	8	8	5	1	22	2	0	2	0	1	1	1	1	1	1	1	7
14 Jorem Felix Obiol	FDC	Tubur	M	3		42	29	-31	8	8	5	1	22	0	0	0	0	0	1	1	1	1	1	1	1	7
15 Peter Oringo	UPC	Kamuda	M	2	63	50	48	29	-40	8	8	2	0	18	2	2	4	0	1	1	1	1	1	1	1	7
16 Ruth Kulume	FDC	Asuret/Soroti	F	1	32	66	63	25	-60	8	8	0	0	16	0	2	2	0	1	1	1	1	1	1	0	6
17 Bibian'Isaete	Ind.	PWD	F	1				16		8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0
18 RodahApeduro	NRM	Youth	F	1	46	42	34	16	-53	8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0
19 Emmanuel Elau	NRM	Youth	M	1			17																			
20 Stephen Olebe	UPC	PWD	M	1			39																			
Average					2	45	56	49	42	0	8	8	2	0	18	4	5	9	1	2	2	2	3	2	1	15

Tororo																										
Name	Political Party	Constituency	Gender	Terms	Trends in performance					Legislative Role					Contact with Electorate			Monitoring NPPAs								
					2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting	Office	Subtotal	Sub county meetings	LLG	Health	Education	Agriculture	Water	Roads	FAL	ENR
		Maximum Score			100	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
1	Simon Peter Obbo	NRM	M	4	55	82	84	92	10	8	8	5	1	22	11	9	20	10	7	7	7	7	5	5	45	
2	Joseph Okware	NRM	M	3	16	76	83	90	8	8	0	5	4	17	11	9	20	10	6	7	7	6	7	5	2	40
3	Betty Akicofi Akol	NRM	F	2	54	65	71	88	24	8	8	5	4	25	11	9	20	10	7	7	7	5	7	5	43	
4	John Okea	NRM	M	2	33	47	32	85	166	8	8	5	4	25	9	20	10	7	7	7	7	4	5	4	44	
5	Jox Owor Jabwana	NRM	M	3	28	54	81	83	2	1	8	0	0	9	11	9	20	10	7	7	7	5	4	5	44	
6	John Odoi	NRM	M	1	34	45	75	83	11	5	8	0	0	13	11	9	20	10	7	7	7	7	5	4	40	
7	Jimmy Alia Apimeri	NRM	M	1	21	65	24	78	225	8	8	5	4	25	11	6	17	10	1	7	7	5	1	0	26	
8	Lydia Nyaketcho	NRM	F	2	26	56	47	77	64	5	8	0	0	13	11	9	20	10	7	7	3	7	0	5	31	
9	Jackline Aya	NRM	F	2	28	60	58	76	31	8	8	0	1	17	11	9	20	2	7	7	3	5	7	3	2	34
10	Rose Cristine Adikini	NRM	F	3	9	39	49	75	53	8	8	5	0	21	11	9	20	10	5	5	4	5	0	1	25	
11	Michael Mijasi	NRM	M	2	37	67	36	72	100	1	8	0	0	9	11	9	20	4	7	7	7	3	3	5	39	
12	Samuel Kapule Omaset	UPC	M	1	19	55	18	70	289	8	8	2	0	18	6	9	15	4	5	7	7	5	0	4	33	
13	James Onyango	NRM	M	2	40	57	23	60	161	4	8	2	0	14	11	2	13	0	5	5	7	5	0	4	33	
14	Benna Amojong	NRM	F	1	21	51	45	58	29	8	5	4	25	4	5	9	15	0	5	0	5	0	5	0	4	24
15	Irene Rutaisire	IND	F	1	20	56	22	57	159	1	8	0	1	10	11	4	15	8	7	7	0	3	7	0	5	29
16	Jacob Opiro*	NRM	M	1	23	46	25	54	116	8	8	2	3	21	9	5	14	6	3	3	1	1	1	1	1	13
17	Samuel Odongo	NRM	M	1	0	49	25	49	96	8	8	2	0	18	0	2	2	0	5	5	1	5	4	4	29	
18	John Martine Odongo	NRM	M	1				7	43	514	8	8	0	3	19	2	6	8	0	3	3	7	1	0	1	16
19	Jennifer Okoth Onyang*	IND	F	1	30	49	9	37	311	5	5	0	0	10	9	9	18	2	1	1	1	1	1	1	1	7
20	Juliet Nyavere*	NRM	F	2	0	39	20	34	70	8	8	0	0	16	11	0	11	0	1	1	1	1	1	1	4	10
21	Gabriel Onyango	FDC	M	1	33	45	29	33	14	8	8	0	0	16	0	6	6	0	1	1	1	1	1	1	5	11
22	Jean Olowo	NRM	F	2	19	32	16	29	81	1	8	0	0	9	9	2	11	2	1	1	1	1	1	1	5	11
23	Stephen Odwar*	NRM	F	2	24	42	41	28	-32	8	8	5	0	21	0	0	0	0	1	1	1	1	1	1	5	11
24	Donatos Okumu Rundia	NRM	F	1	0	31	18	27	50	5	8	0	0	13	2	5	7	0	1	1	1	1	1	1	5	11
25	Alex Okoth Owor*	NRM	M	2	39	77	59	25	-58	8	8	2	0	18	0	0	0	0	1	1	1	1	1	1	7	7
26	Florence Awor*	NRM	F	1	30	29	7	23	229	1	8	0	0	9	7	0	7	0	1	1	1	1	1	1	1	7
27	Zebedyo Omoi*	IND	M	1	42	39	22	23	5	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7
28	Grace Amoit	IND	F	3			8	23	188	1	8	0	0	9	7	0	7	0	1	1	1	1	1	1	1	6
29	Michael Oburu*	NRM	M	1	34	27	19	23	21	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	0	6
30	Yerusa Ochwo*	NRM	F	2	19	32	23	23	0	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7
31	Moses Ojwono Ojaso*	NRM	M	1	37	67	18	23	28	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	8
32	Stella Akoth*	NRM	F	1				23	28	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7
33	Loy Wandwasi*	IND	F	1	35	30	16	23	0	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	8
34	Margret Nyaburu*	NRM	F	1	15	27	9	57	9	1	1	0	0	2	0	0	0	0	1	1	1	1	1	1	1	8
Average				1	50	55	57	57	3	8	8	0	0	17	6	8	14	4	4	3	3	4	4	3	2	23

*Councillor assessed using secondary data

Wakiso

Identifiers	Name	Political Party	Constituency	Gender	Terms	Trends in performance					%change	Legislative Role					Contact with Electorate			Sub county meetings	Monitoring NPPAs										
						2011/12	2012/13	2013/14	2014/15	100		100	100	100	100	Penary	Committee	Motion	Special skill		Sub total	Meeting	Office	Subtotal	Health	Education	Agriculture	Water	Roads	FAL	ENR
1	Hamidu Kizito Nsubuga	NRM	Nansana TC	M	1	66	85	87	88	88	1	8	8	5	4	25	11	9	20	10	7	7	7	7	7	6	5	7	5	5	45
2	Norman Kabogozza Ssemwanga	NRM	Kira T/C	M	1	69	88	91	88	-3	8	8	10	3	19	9	9	18	10	7	7	6	6	7	6	6	7	3	5	41	
3	Sarah Nannugga	NRM	Masulita/Namayumba	F	1	57	76	85	87	2	8	8	5	0	21	11	9	20	10	7	7	6	7	6	7	1	1	36			
4	Albashir Kayondo Ndwula	DP	Ssisa	M	1	58	83	88	86	-2	8	8	0	0	16	11	9	20	8	7	7	7	6	7	6	7	3	42			
5	Immaculate Nakimbugwe	NRM	Kakiri S/C & T/C	F	1	58	76	85	81	-5	8	8	0	0	16	11	9	20	10	6	6	6	7	6	6	0	5	5	35		
6	Herbert Wasajja	NRM	Kakiri TC	M	1	69	74	73	79	8	8	8	5	0	21	9	9	20	10	1	7	7	4	5	1	5	1	30			
7	Michael Bulumba	NRM	Masulita S/C and TC	M	1	50	68	73	78	7	8	8	5	0	21	11	9	20	10	1	7	7	4	5	1	5	1	5	27		
8	Rosemary Namubiru	DP	Wakiso T/C & Mende	F	1	64	56	65	77	18	8	8	5	0	21	9	9	18	10	1	7	5	5	5	0	5	1	28			
9	Annan Nsubuga Mugenwa	DP	Nsangi	F	1	58	67	69	76	10	8	8	5	0	22	9	9	18	10	1	4	7	4	0	4	0	5	5	34		
10	Allen Ssentongo	DP	Nansana TC	F	1	62	76	80	75	-6	5	8	0	0	13	9	9	18	10	7	5	7	0	5	5	5	5	34			
11	Immaculate Byakwaba	NRM	Gombe	F	1	39	54	57	75	32	8	8	5	0	21	9	9	18	10	7	4	1	6	7	1	0	26				
12	Pauline Margaret Namagembe	DP	Nabweru	F	1	63	71	66	75	14	8	8	5	3	24	9	9	18	10	5	5	1	4	4	3	1	23				
13	Rashid Khamis Sekyewa	NRM	Nabweru	M	1	67	77	75	73	-3	8	8	5	0	21	9	9	18	8	7	5	1	7	3	0	3	26				
14	Leonard Kasumba Ssettimba	NRM	Namayumba S/C & TC	M	1	59	64	67	70	4	8	8	5	0	21	9	9	18	10	5	4	7	4	1	0	0	21				
15	Christopher Ddamulira Serunjogi	NRM	Kasanie	M	1	59	60	58	68	17	8	8	5	0	21	7	9	16	10	7	1	1	5	5	1	1	21				
16	Estrada Vennie Naluyiga	FDC	Nangabo	F	1	56	53	69	68	-1	5	8	5	0	18	11	9	20	10	1	1	7	0	5	1	5	20				
17	Simon Nsubuga	DP	Wakiso TC	M	1	57	30	66	67	2	8	8	5	0	21	9	9	18	10	7	7	1	0	0	0	3	18				
18	Ross Kyakwaa	NRM	Bussi/Sisak/Kasanie	F	1	50	54	66	64	-3	8	8	0	0	16	9	9	18	10	7	6	1	0	1	1	4	20				
19	Deborah Mazzi	DP	PWD	F	1	46	60	60	63	5	8	8	0	0	16	11	9	20	10	4	4	0	4	0	4	0	1	17			
20	Nuruh Namuli	NRM	Mende	F	1	45	69	74	63	-15	5	8	0	0	13	9	9	18	10	1	0	3	4	1	0	1	22				
21	Sarah Najjamba	NRM	Kira TC	F	1	59	70	67	62	-7	8	8	5	0	21	9	9	18	10	1	0	3	4	1	3	1	13				
22	Suleiman Saali	FDC	Nangabo	M	1	49	53	55	62	13	8	8	5	1	22	7	9	16	8	5	5	1	4	1	0	0	16				
23	Paul Saali Mukisa	DP	Makinye "B"	M	1	47	43	65	61	-6	5	8	0	0	13	9	9	18	10	5	5	1	0	5	0	4	20				
24	Mariam Kaliga	DP	Makinye 'A' & 'B'	F	1	57	55	58	60	3	5	8	0	0	13	9	9	18	10	0	1	6	7	1	4	19					
25	Sadiq Mukasa	DP	Wakiso	M	1	62	66	72	58	-19	8	8	0	0	16	9	9	18	10	1	5	1	1	1	1	1	4	14			
26	Sadiq Mukasa	DP	Ernieb Division 'B'	M	1	46	57	65	58	-11	8	8	5	0	21	9	9	18	4	1	7	0	1	0	0	5	15				
27	Hassan Seembaliwa	NRM	Youth	M	1	52	54	56	54	56	4	8	8	0	0	16	9	9	18	10	0	0	7	0	0	5	0	12			
28	Joyce Nondo Nantuka	NRM	Busukuma & Gombe	F	1	43	56	58	55	-5	5	8	0	0	13	9	9	18	10	7	6	1	0	0	0	0	14				
29	Abdul Gamal	NRM	Busukuma	M	1	68	67	65	54	-17	8	8	5	0	21	7	5	12	10	7	0	0	0	0	0	0	4	11			
30	Herbert Kabatuzaki	NRM	Makinye "A"	M	1	56	56	52	53	2	8	8	5	0	21	7	5	12	4	1	7	1	7	1	5	0	16				
31	Rosette Kagawa	DP	Katabi	F	1	54	53	64	50	-22	8	8	0	0	16	9	9	18	10	0	1	1	1	1	1	1	1	6			
32	Viola Namujja Ssesanga	DP	Ernieb 'A' & 'B'	F	1	39	56	57	50	-12	8	8	0	0	16	7	5	12	10	1	1	3	1	1	1	1	1	7			
33	John Paul Muyanda	DP	Katabi	M	1	65	54	76	45	-41	5	8	0	0	16	7	5	12	10	1	1	1	1	1	1	1	1	8			
34	Fardah Namate	NRM	Youth	F	1	30	52	46	44	-4	5	8	0	0	13	7	2	9	10	0	0	7	0	0	0	5	0	12			
35	Peter Balikudembe Jumba	DP	Nsangi	M	1	67	64	64	44	-31	8	8	0	0	8	7	5	12	10	1	4	1	1	1	1	1	1	5	14		
36	Abu-Baker Kasule Serufuka	DP	PWD	M	1	60	62	46	39	-15	8	8	0	0	16	7	5	12	4	1	1	1	1	1	1	1	1	7			
37	Hood Goloba Kaweesa	NRM	Bussi	M	3	48	48	62	37	-40	8	8	5	0	21	7	2	9	0	1	1	1	1	1	1	1	1	1	7		
Average						56	62	67	65	-3	7	8	3	0	18	9	8	17	9	3	4	4	3	3	2	3	2	3	21		

*Councillor assessed using secondary data

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