



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Agago District Council Score-Card Report 2012/2013



Jonas Mbabazi ■ Richard L. Odongto ■ John B. Owiny

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Published by ACODE
P. O. Box 29836, Kampala
Email: library@acode-u.org; acode@acode-u.org
Website: <http://www.acode-u.org>

Citation:

Mbabazi, J., et.al. (2014). Local Government Councils' Performance and Public Service Delivery in Uganda: Agago District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.21, 2014. Kampala.

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ISBN: 978 9970 34 018 7

Cover Illustrations:

Top: Agago District Headquarters

Bottom Right: A Section of Corner Kilak-Patongo Road

Bottom Left: Residents fetch water from a water source in Parabongo Sub-county, Agago District

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LIST OF ACRONYMS

ACODE	Advocates Coalition for Development and Environment
AIDS	Acquired Immune Deficiency Syndrome
CDD	Community Driven Development
CEFORD	Community Empowerment for Rural Development
CSO	Civil Society Organization
FAL	Functional Adult Literacy
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
HIV	Human Immuno-deficiency Virus
Hon	Honourable
LC	Local Council
LG	Local Government
LLG	Lower Local Government
NAADS	National Agriculture Advisory Services
NFA	National Forestry Authority
O &M	Operation and Maintenance
OPD	Out Patient Department
PAC	Public Accounts Committee
PAF	Poverty Alleviation Fund
PRDP	Poverty Reduction Development Programme
PWDs	Persons with Disability
TC	Town Council
UBOS	Uganda Bureau of Statistics
UPE	Universal Primary Education
IPFs	Indicative Planning Figures
DDP	District Development Plan
EMHS	Essential Medicines and Health Supplies
VHTs	Village Health Teams
EMO	Emergency Obstetric Care
TBA	Traditional Birth Attendants

ACKNOWLEDGEMENT

This scorecard was prepared as part of the Local Government Councils Score-card Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Government Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE). We are indebted to the Democratic Governance Facility (DGF) and its contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU) for providing the financial support for the Initiative.

The production of this report would not have been possible without the contributions of several institutions and persons. We are particularly indebted to the offices of the District Chairperson, District Speaker, Chief Administrative Officer and the District Clerk to Council for the support to the assessment process on which this report is based. Their timely provision of information and data is deeply appreciated. We also acknowledge the cooperation of the district councilors who are the primary unit of study and analysis for the score-card.

We conducted 32 Focus Group Discussions (FGDs) involving community members who provided useful insights and verification with regard to the performance of councilors. We express our unreserved gratitude to each of the participants in these FGDs for their individual and collective contributions.

We acknowledge the contributions of the LGCSCI project team at ACODE and the network of LGCSCI researchers across the country that provided useful comments and suggestions on the various drafts of the report. We acknowledge the contribution of the Expert Task Group that provides continuous oversight and intellectual guidance for the development of the scorecard and methodology.

Finally, we recognize that there still remain considerable information and data gaps required to fully assess the performance of district councils and councilors in the district. However, we have taken due care to ensure that where such information exists, it is presented as accurately as possible. However, we take responsibility for any errors or omissions.

EXECUTIVE SUMMARY

This is the first report for Agago District Local Government for the Local Government Councils' Score-card Initiative. The score-card assessed the performance the Local Government Council, the Chairperson, the Speaker and individual Councilors who are vested with powers and responsibilities to ensure effective governance of the respective local governments as stipulated in the Local Governments Act (Cap 243). The score-card is intended to build the capacities of leaders to deliver on their mandates and empower citizens to demand for accountability from elected leaders. The objective of this report is to provide information and analysis based on the assessment conducted during Financial Year (FY) 2012/13. The assessment reviewed documents on planning and budgeting, service delivery monitoring, and Agago District Local Government performance reports. In addition, a review of minutes of sectoral committees and council sittings was undertaken to inform the report about the performance of the business of council, the chairperson and individual councilors. Face-to-face interviews with the targeted community leaders, key informant interviews at service delivery points, and Focus Group Discussions (FGDs) further enriched the fact-finding and assessment process.

Agago District was found to be heavily dependent on Central Government transfers that account for over 95 per cent of district revenue. Locally-generated revenue and donor contributions were projected to be 1 per cent and 4 per cent respectively. During FY 2012/13, the district had a total budget of Shs. 18,396,887,000, compared to Shs.21,176,576,000 for FY2011/12, representing a 13per cent reduction in the expected revenue. This was due to a reduction in the Central Government transfers to the district and failure to realize local revenue targets.

Agago District is among the 26 districts that were assessed for FY 2012/13. The assessment in the district covered 27 councilors, 11 of whom were female and 16 of whom were male. Agago District Council scored a total of 51 out of 100 possible points. The best performance was exhibited under the legislative role (13 out of 25 points).The District Chairperson, Hon. Peter Odok W'Oceng, scored 47 out of the 100 possible points. His performance was mainly dented by his delay to assume office as the district chairperson due to court cases challenging his position, and engagements outside the district particularly as the president of ULGA that consumed much of his valuable time. The District Speaker Hon. John Oweka Bostify scored 23 out of 100 points. The total average score for councilors was 37 out of 100 possible points. The best male councilor was Hon. James Oyaró Ocan, who scored 59 points out of 100 points allotted on all the assessed parameters, while

the best female councilors were Hon. Hellen Otim Ajok and Hon. Florence K. Lamnu with 40 points respectively.

The major service delivery challenges in Agago District included: conflict among the Council, the RDC and the CAO; delays in procurement; poor contract management; inadequate staffing; limited facilitation for supervision and monitoring; limited participation in sub-county council meetings; failure to follow-up on service delivery concerns raised in monitoring reports; and budget cuts by Central Government. To enable the district to improve service delivery and accountability to citizens, the following recommendations are made: need for political leaders to work as a team; develop standard M&E framework; need for prudent management of contracts; recruit more staff; increase local revenue sources; and, councilors should increase contact with electorate.

1. BACKGROUND

1.1 Introduction

The Uganda Local Government Councils' Scorecard Initiative (LGCSCI) is a long-term initiative of ACODE with the goal of strengthening citizens' demand for good governance and effectiveness in the delivery of public services, as well as boosting the professionalism and performance of local government councilors. The initiative was launched in 2009, with the assessment covering 10 district councils. The second assessment for financial year 2009/10 was conducted in 20 districts. The third assessment for financial year 2011/12 covered 26 districts, including Agago.

Through the scorecard, we seek to improve the performance of these local governments through annual assessments of the District Council, Chairperson, Speaker and individual Councilors. The assessment process was done by use of interviews, focus group discussions, document review and field visits, among other methods. Findings from the scorecard are widely disseminated at national and district levels. At district level, the findings are presented at an interactive workshop that brings together the assessed political leaders, district technical officials, lower local government leaders, civil society organizations and the community.

This is the first scorecard performance assessment report for Agago District Local Government covering findings from the Financial Year (FY) 2012/13. This FY is the second of a five-year term (2011 – 2016) and will therefore be part of subsequent comparative analyses on the performance of the district's political leadership.

1.2 District Profile

Located in Northern Uganda, Agago District is one of the newest districts in Uganda.¹ It was established by an Act of Parliament and became fully functional in July 2010 having been carved out of Pader District. Agago District is bordered by Kitgum District to the north, Kotido District to the

¹ The district is part of the Acholi sub-region which comprises of other districts including: Amuru ;Gulu; Kitgum; Lamwo ; Nwoya; and Pader

north-east, Abim District to the east, Otuke District to the south, and Pader District to the west. Currently, the district has 13 sub-counties and three town councils. The sub-counties include: Lira Palwo, Lamiyo, Omot, Arum, Patongo, ,Kotomor, Lukole, Adilang, Lapono, Paimol, Omiya, Parabongo and Wol. The town councils are Kalongo, Agago and Patongo.

1.2.1 Demographic Characteristics

The district has an estimated population of 299, 565 people of whom 149, 625 are males and 149, 940 are females.² The life expectancy at birth in Agago District is 38.5 years for men and 43.4 years for women, compared to the national 45 and 47 years for men and women respectively. Infant mortality rate is reported at 165/1000 and child mortality is at 279/1000 compared to national averages of 83/1000 and 279/1000 respectively. Table 1 shows the details of demographic characteristics of Agago District.

Table 1: Demographic Characteristics

Factor	District status
Total Population	299, 565
Female population	149,625
Male population	149,940
Population density	47 persons per square km
Annual Growth Rate	5.1%
Urbanization Level	3%
Infant population below 1 year	4.3%
Population under 5 years	20.2%
Population under 18 years	55%
Youth(18-29 years)	
Elderly(60+years)	

Source: UBOS (2008), Sub-National Projections Report, Northern Region, 2008-2012

1.2.2 Local Economy and Economic Opportunities

Agago District is relatively flat with small portions of the north and eastern parts of the district that are rocky. Over 80 per cent of the population in Agago depends on agriculture, which is mainly subsistence in nature. Most of the farms in the district (75 per cent) are owned by families on plots of land that are two hectares on average. Most of the labour is provided by family members and sometimes traditional communal labour on rotational basis. A wide variety of food crops are grown in the district and these include, among others: millet, maize, sorghum, peas, beans and vegetables. The cash crops grown include: cotton, tobacco, legumes, simsim, rice, sunflower and

² UBOS (2008), Sub-National Projections Report , Northern Region , 2008-2012

ground nuts. Other agricultural activities include: livestock farming, fish farming, poultry and bee keeping. The existence of agricultural enterprises notwithstanding, the level of productivity is still very low owing to the high cost of farm inputs and inaccessibility to modern farming technologies. The district has an electric power line running along Corner Kilak-Adilang and Kalongo-Patongo road. In the major trading centres a significant proportion of people are connected to this power line.

1.3 District Leadership

The district has both the technical and political arms headed by the Chief Administrative Officer (CAO) and the Chairperson respectively. The leadership of Agago District is indicated in Table 2.

Table 2: Agago District Leadership

Designation	Name
Chairperson	Hon. Peter Odok W'Oceng
District Vice Chairperson	Hon. James Ocan Oyaro
District Speaker	Hon. John Oweka Bostify
Members of Parliament	Hon. John Amos Okot Hon. Judith Franca Akello, Woman MP
Resident District Commissioner	Mr. Augustine Asiire
Technical Leaders	Hon. Gilbert Olanya – KilakCounty
Chief Administrative Officer (CAO)	Mr. Geoffrey Okaka
Deputy CAO	Mr. Innocent Ashaba
Assistant CAO	Mr. Charles Jurua
District Health Officer	Dr. Emmanuel Otto
District Education Officer	Mr. Charles Amony
Ag. District Planner	Mr. Lino Lakony
Ag.Chief Finance Officer	Mr. George Patel Okumu
District Engineer	Eng. Sam Bongomin
Community Development Officer	Mr. Gabriel Oola
Natural Resources Officer	Mr. Churchill Olal

Source: Agago District Council Minutes (2013/13); District Records 2013.

This report focuses on the assessment of the political leadership of the district. The district also has a technical team comprising various heads of department headed by the CAO as the accounting officer. Agago District Local Government comprises 13 sub counties³ and three town councils.⁴ At the time of this assessment, it was headed by Chairman Peter Odok W'Oceng, working with 27 elected councilors including the district speaker. In terms

3 Sub-counties include: Adilang, Arum, Lira Palwo, Omot, Paimol, Omiya Pacwa, Lamiyo, Wol, Patongo, Lukole, Kotomor, and Parabongo

4 Patongo, Agago and Kalongo Town Councils

of gender, 16 of the councilors were male while 11 were female. The district is represented by two members of parliament as indicated in Table 2. The district council conducts its business through five standing committees as shown in Table 3. These committees plan and undertake monitoring of the government's priority programme areas on behalf of the council.

1.3.2 Technical leadership

Whilst the political leadership makes policy and resolutions in council, the technical leadership is tasked with the responsibility of implementing such policies and resolutions. Technically, Amuru is headed by a Chief Administrative Officer, assisted by a Deputy Chief Administrative Officer and a team of 11 Heads of Department as represented in Table 2.

Table 3: Secretaries of Council Standing Committees

Committees	Secretary	Constituency
Finance and Administration	Hon. Obol Mathew	Lapowo Sub-county
Works and Technical Services	Hon. Peter Odok W'Oceng	District Chairperson
Education and Health	Hon. James Oyaro Ocan	Agago Town Council
Production Marketing and Social Services	Hon. William Komakech	Parabongo Sub-county

Source: Agago District Council Minutes (FY 2012/13)

1.4 Methodology

The process of conducting the assessment used a variety of methods consistent with the goals and the theory of change⁵ of the score-card. The following approaches were used in the process.

1.4.1 The Score-card

The score-card is premised on a set of parameters which assess the extent to which local government council organs and councilors perform their responsibilities.⁶ These parameters are based on the responsibilities of the local government councils. The organs assessed include: the District Council, District Chairperson, District Speaker and the individual Councilors. The parameters assessed include: legislation, contact with the electorate, planning and budgeting, participation in lower local governments and monitoring of service delivery.⁷ The score-card is reviewed and ratified annually by internal

5 The theory of change holds that by providing local councils' performance-related information to the public, citizens will demand for increased accountability from local political leaders, hence triggering a vertical spiral of demand for accountability from the local to the national level.

6 See Third Schedule of the Local Governments Act, Section 8

7 See, Tumushabe, G., et.al., (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance ACODE Policy Research Series, No. 53, 2012. Kampala.

and external teams. The internal team comprises the ACODE research group and local partners. The Expert Task Group, which is the external team, comprises individual experts and professionals from local governments, the public sector, civil society, and the academia.

1.4.2 Score-card Administration

Before commencement of the assessment exercise, an inception meeting was organized in April, 2013 for councilors, technical staff, and selected participants from civil society and the general public. This meeting was designed as a training workshop on the purpose of the scorecard, nature of assessment, and to orient councilors for the assessment.

a) **Literature Review.** The assessment involved comprehensive review of documents and reports on Agago District Local Government. Box 1 shows the different categories of documents and reports reviewed.

Box 1: Categories of Official District Documents used in the Assessment

Planning Documents

- Agago District Development Plan (2010/11 – 2014/50)
- Agago District Local Government Revenue Enhancement Plan (2011-2016)
- Agago District Local Government Approved Capacity Building Plan (2011/12-2015/16)

Budgeting Documents

- Budget Framework Paper FY 2012/13
- Budget FY 2012/13
- Budget Speech 2012/13
- Work Plan FY 2012/13

Service delivery Monitoring

- Quarterly Monitoring Reports for Agago District Council for FY 2012/13 Reports
- Quarterly Monitoring Reports for FY 2012/13
- NAADS Monitoring Reports for FY 2012/13
- Standing Committee Monitoring Reports FY 2012/13

b) **Key Informant Interviews.** Key informants were purposively selected for the interviews due to their centrality and role in service delivery in the district. Interviews were conducted with the district technical and political leaders. The interviews focused on the state of services, level of funding, and the officials' contribution to service delivery in the district. For the political leaders, these interviews were the first point of contact with the researchers and they generated assessment values that fed into the scorecard. They also offered an opportunity for civic education on the roles and responsibilities of political leaders. Interviews with the

technical leaders provided an independent voice and an opportunity to verify information.

- c) **Focus Group Discussions (FGDs).** Focus group discussions (FGDs) were conducted based on the criteria set in the score-card FGD guide. A total of 32 (page 12 synthesis report) FGDs were organized in 16 sub-counties in the district. FGDs were platforms for civic education and empowerment about the roles of councilors and other political leaders. They were mainly organized to enable voters verify information provided by their respective councilors. Overall, 354 people participated in the FGDs, of whom 36% were women and 64% men.
- d) **Service Delivery Unit Visits.** Field visits to service delivery units (SDUs) were undertaken in each sub-county by the research team. In each sub-county, visits were made to primary schools, health centres, water source points, demonstration sites, FAL centres and roads. Field visits were mainly observatory and, where possible, interviews were conducted with the personnel at the SDUs. These visits were also meant to verify the accuracy of the information provided by the political leaders.

1.4.3 Data Management and Analysis

The data collected during the assessment was both qualitative and quantitative. Qualitative data was categorized thematically for purposes of content analysis. Thematic categorization helped in identification of the salient issues in service delivery. Quantitative data was generated through assigning values based on individual performance on given indicators. These data were used to generate frequency and correlation matrices that helped make inferences and draw conclusions on individual and general performance.

2. BUDGET PERFORMANCE AND ITS IMPACT ON THE STATUS OF SERVICE DELIVERY

2.1 District Budget Performance FY 2012/13

To facilitate the decentralization process, the government put in place a framework for local government planning, financing and budgeting.⁸ The legal framework is laid down in the Constitution 1995, the Local Governments Act 1997 and the Local Government Financial and Accounting Regulations (1998).⁹ Under the Local Governments Act (1997), the central government funds the local governments through the provision of Unconditional, Conditional, and Equalization Grants. Local governments also collect local revenues that constitute part of their domestic budget.

2.1.1 District Resource Envelope

As part of the devolved functions Local Governments prepare detailed plans for spending funds in line with their objectives, needs and priorities.¹⁰ These plans are prepared in the light of the indicative planning figures provided by the Ministry of Finance, Planning and Economic Development. These plans and budgets need to reflect priorities and objectives set out in national policies, plans and budgets.¹¹ Figure 1 shows the different sources of revenue for Agago District Local Government.

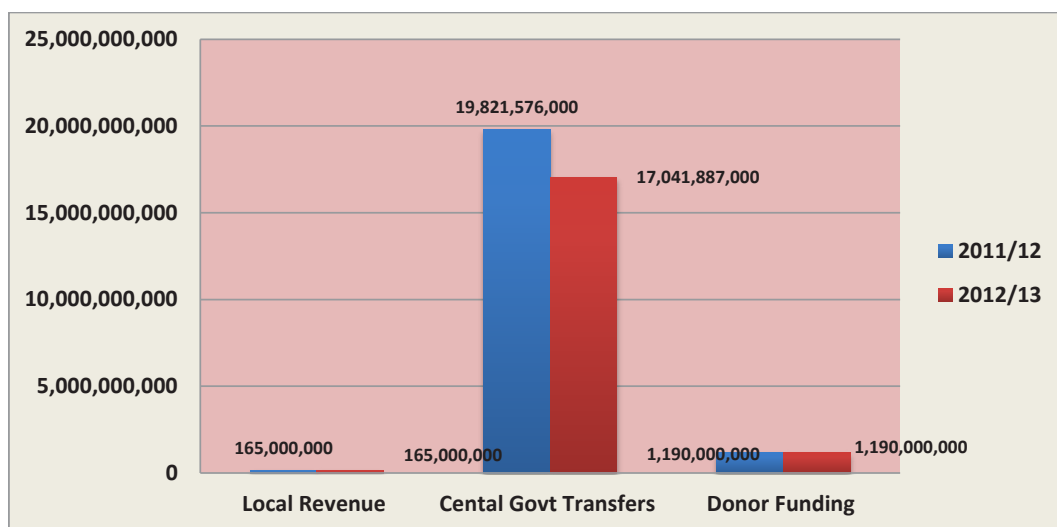
8 See, The Local Governments Act, Part IV: Sections 30-44.

9 See The Local Governments (Financial and Accounting) Regulations, 2007, Sections 17-21

10 See Local Government Financial and Accounting Regulations (2007), Part III, Sections 17 and 19.

11 MoLG (2009): General Guide to the Local Government Budget Process for District & LLG Councillors, NGOs, CBOs & Civil Society, Local Government Budget Committee, Kampala.

Figure 1: Sources of Revenue for Agago District.



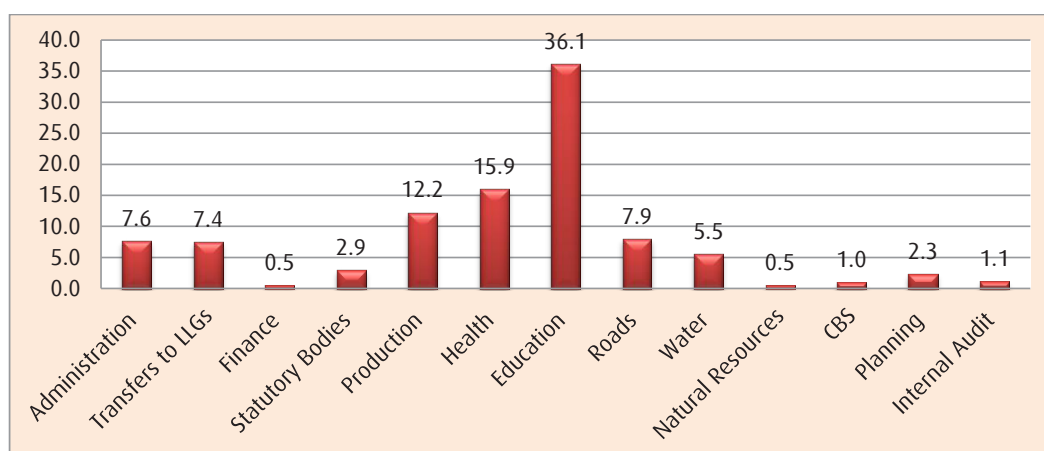
Source: Agago District Local Government Annual Work Plan 2012/13.

The projected local revenue for FY 2012/13 was a paltry 0.9 per cent of the total district budget compared to one per cent (1%) for FY 2011/12. Of all the projected local revenue of Shs 165,000,000 in FY 2011/12 only, 51.5 per cent of this revenue had been realized by March 2012. Given that 20 per cent of these revenues are supposed to facilitate councilors' allowances and emoluments, this leaves a gap on funding of council whose activities are the heartbeat of the district management and monitoring. With such minimal local revenue, the district can hardly finance implementation of interventions targeted at identified local priorities.

2.1.2 Sectoral Budget Allocations

During the FY under review, the district allocated: 36.1 per cent, 15.9 per cent, and 12.2 per cent to Education, Health and Administration sectors respectively. Figure 2 shows the details of budget allocation per sector.

Figure 2: Budget Allocations by Sector for FY 2012/13



Source: Agago District Local Government Annual Work Plan 2012/13

Administration got an increase in allocation from 4 per cent to 24 per cent of the total budget.¹² Regulation 104 of the Local Governments (Financial and Accounting) Regulations, 2007, provides that every district, city, municipal or town council shall have an internal audit unit whose responsibilities are set out in section 90 of the Local Governments Act Cap 243. However, the internal audit was only allocated 1.1 per cent of the total district budget in the 2012/13, which translates to US\$26,126,000. The outstanding question is: Is this money enough to facilitate: routine audits, special audits, audit management process and annual and quarterly work plans, monitoring, mentoring and appraisal of staff, among others? This implies that most of the internal audit function activities were not undertaken due to resource constraints and understaffing.

The cumulative revenue received by the district as of December 2012 was US\$8,716,286,000, which is 44 per cent of the annual budget of Shs19,955,999,000. There was a shortfall in donor funds and other government transfers to water and sanitation, works and technical services, and agriculture, among others. Donor funds from NGOs like AMREF, GOAL and JICA were not realized because some of them were implementing their activities directly while others did not communicate to the district. Cumulative expenditure was Shs6,713,354,000 out of the received Shs8,716,286,000, giving a performance of 77 per cent.¹³ The low absorption in the utilization of funds was due to delays in the procurement processes, which was caused by a number of factors such as: lack of competent firms for some services like

¹² See Agago District Local Government Annual Work Plan 2012/13

¹³ Agago District Work Plan and Budget 2012/13.

fuel supply; motor vehicle repairs; inadequate staff at the district headquarters which caused delay in the evaluation process; external interference during the evaluation and contract awards; inadequate working space at the district headquarters; and, the extension of bid submission closing dates, among others.

2.2 State of Service Delivery in Agago District Local Government

Basic public services such as education, health, roads and agricultural advisory are essential for the development of the local and national economies. The quality of these services provided to citizens is the ultimate measure of performance of government. As indicated in figure 2, the different sectors were allocated funds to implement planned programmes and activities in the district. Table 4 shows selected service delivery indicators for Agago District.

Table 4: Service Delivery Indicators in Agago District (FY 2012/13)

Sector	Indicators	National standard/ NDP target	District Target 2012/13	Level of achievement 2012/13
Education - Primary Education	Enrolment	-	No Target	Total: 75,158 Male:38,682 Female:36,476
	Pupil Classroom Ratio (PCR)	55:1	No target	87:1
	Pupil Teacher Ratio (PTR)	55:1	No target	81:1
	Pupil to Desk Ratio (PDR)	3:1	No target	
	Pupil Book Ratio (PBR)		No target	6:1
	PLE Performance	-	No target	Div 1: 3.6% Div II: 46.4% Div III: 22.4% Div IV: 12.9% Div U: 12.2% Div X: 2.4%
Health Care services	OPD Attendance	-		
	ANC 4th Visit	60%		
	Deliveries in Health Centres	35%		
	Immunization Coverage			100%
	Total beds	-		
	MMR	-		700/100,000
	IMR	-		172/1,000

	Staffing Levels	-		44%
Road Sub-sector	Km of roads under routine maintenance	-		No data
	Km of roads rehabilitated	-		No data
	Km of roads under periodic maintenance			No data
	Proportion of roads in good condition			No data
	Construction of bridges	-		No data
	Opening up new community roads	-		
	Water and Sanitation	Proportion of the population within 1km of an improved water source		
Number of boreholes sunk		-	22 boreholes	18 boreholes sunk
Number of boreholes rehabilitated		-	-	-
Functionality of water sources		80%		73%/%
Pit latrine coverage		90%		39%
Pit latrine coverage		56%	No target	63%
Agriculture	Number of extension workers per sub-county	-		
	Number of service points	-		
	Number of demonstration farms	-		
	Technical back-up visits	-		
	Number of NAADS beneficiaries			2,606
	Number of demonstration farmers receiving			
FAL	Number of instructors	-	No data	No data
	Number of participants		No Data	No data
	Number of service centres	-	No data	No data
	Level of coverage	-	No Data	No data
Environment and Natural Resources	Staffing Level	-		
	Conduct Environmental monitoring and assessment	-		
	Production and update District State of the Environment Report (DSOER)	-	No target	-
	District Environment Action Plan	-	-	-
	Preparation of District Wetland Ordinance	-	No target	-
	Establishment of Agro-forestry nurseries		No target	-
	Produced District Forest Development Plan	-		
	District Wetland Action Plan	-		Not done
	Ordinance on Environmental Conservation		No target	Nothing done

Source: Agago DDP 2011-2016; Agago District LG Population Action Plan 2012, Agago District HMIS Report 2012.

2.2.1 Primary Education Services

The government provides the education services mainly through Universal Primary Education (UPE) and Universal Secondary Education (USE). Under the UPE programme the government: provides the facilities and resources to enable every child to enter and remain in school until the primary cycle of education is complete; endeavors to make education equitable in order to eliminate disparities and inequalities; ensures that education is affordable by the majority of Ugandans; and reduces poverty by equipping every individual with basic skills. According to Agago District Development Plan (2010/11 – 2014/2015), the district has 111 primary schools of which 108 are government-aided, and three are private. The district has 26 community-owned primary schools, which were initiated to meet the education needs of their children who cannot walk more than three kilometres to the nearest government-aided primary school.

In 2011, the district had total enrolment of 127,221 pupils compared to 75,158 in 2012, which shows a decline in the levels of enrolment. In addition, the district had a number of shortcomings in the education sector such as: low completion rate (26 per cent for boys and 17 per cent for girls) low teacher-pupil ratio (1:87); inadequate classrooms (PCR 87:1); inadequate desks and lack of staff houses, amongst others. This has had a negative impact on the performance of the pupils in the district where only 3.6 per cent of the pupils who sat the PLE examinations were in Division I in 2012, a decline from 4.3 per cent in 2011. Agago Town Council did not have a single pupil in Division 1, whereas Wol, Omiya Pacwa, Kotomor and Parabongo sub-counties each had one pupil in Division 1. It should therefore be noted that while the Government of Uganda has gone a great length to implement the UPE policy, the compulsory aspect, retention, completion and quality of the UPE have continuously been overlooked. The government's efforts over the years have therefore continued to be mainly focused on enrolment, while ignoring the equally important issues of completion rate, retention and quality which have progressively continued to shrivel.

Figure 3: L-R: Primary One Class at Adilang Lalal P.S and PLE Results of Adilang Lalal P.S



Source: ACODE Digital Library September 2013

2.2.2 Functional Adult Literacy (FAL)

Functional Adult Literacy (FAL) is designed to impart literacy and numeric skills to the poor and vulnerable groups to enable them to effectively participate in the economic growth and development process at the community level. The course content comprises Numeracy, Reading, Writing and Basic Knowledge. In Agago District, there have been reportedly low levels of enrolment for FAL classes. This programme does not feature in any of the monitoring reports by council for the FY 2012/13. It is therefore not surprising that there is no concrete data about the level of enrolment and functionality of FAL in the district. The elected leaders hardly monitored the functionality of the FAL programme in the district.¹⁴ As such, the programme has barely produced tangible outcomes. This is mainly due to reduction in number of instructors and service centres, inadequate funding and high dropout rates of trainers and learners.

2.2.3 Health Services

The Government of Uganda continues to implement the Health Sector Strategic Plan in order to reduce morbidity and mortality, with special emphasis on the causes. The take-off of the Health Sector Support Programme (HSSP) has accelerated the institutionalization of policies, structures and systems within the health sector for effective implementation and utilization of its programme.¹⁵ The local governments through districts and health sub-districts (HSDs) play a key function in the delivery and management of health services, especially at Health Centre IVs, HC IIIs, HC IIs and the Village Structures (Village Health Teams). In this regard, Agago District, with a population of

14 See, Agago District Local Government (2013) Production, Community Bases Services and Natural Resource Sector Committee Report to Council Meeting, 30/08/2013.

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

299, 565¹⁶ people, has 24 HCIs, 8 HCIIIs, and one Private Not-for-Profit Hospital and 911 VHTs. In terms of utilization of these facilities, there seems to be praiseworthy progress in the immunization coverage average of 100 per cent for immunizable diseases.

The health sector in Agago District is still overwhelmed by the consequences of low nutritional levels, unsafe drinking water, malaria and other preventable (immunizable) and curable diseases that have led to high morbidity and mortality rates. This assessment reveals that some of the overwhelming problems faced by the health sector in Agago District are the result of an inadequate supply of drugs, equipment, personnel, as well as limited awareness levels among the population. The infant mortality rate (IMR) in the district staggers at 172/1,000 live births whereas maternal mortality soars around 700/100,000.

Figure 4: Pacer HC II closed during the day



Source: ACODE Digital Library September 2013

2.2.4 Agriculture

Agriculture is the mainstay of Agago District's economy. There are numerous crops grown, such as maize, sorghum, rice, sunflower, citrus fruits, beans, millet, sesame, ground nuts and cassava, among others. Sorghum has the highest total and average household acreage at 43,920.45 and 1.05 acres respectively. The district also has livestock that include cattle, goats, sheep and poultry. It has an estimated population of 31,400 cattle (Zebu cows, Ankole and oxen), 67,800 goats, 84,000 sheep and 180,000

¹⁶ UBOS Sub National Projections Report, Northern Region, December 2008

chickens. Extension services undertaken under NAADs provide the following: advisory and information services to farmers; technology development and linkage with markets; quality assurance regulations and technical auditing; private sector institutional development; and programme management and monitoring. Under NAADs, the district has received Shs 3.1 bn in FYs 2011/12 and 2012/13. As a result of this investment, the district has been able to have 6,240 food security farmers, 546 market oriented farmers, and 64 commercialized farmers in 2011/12 and 2012/13. In addition, under NUSAF, the district received 399 heifers, 296 oxen for animal traction, 63 goats and 100 ox-ploughs. However, there were reports of over-pricing of NAADs supplies, unfair distribution of supplies, distribution of substandard or supplies, distribution of fake seeds and inadequate supervision of the programme across the district.

Figure 5: Community Members under NAADs in Lapono Sub-county display Sunflower seeds that could not germinate



Source: ACODE Digital Library, August 2013

2.2.5 Roads Sub-sector

Presently, only a small proportion of the population, mostly those living in urban areas, enjoy a relatively adequate level of transport infrastructure services. The road network in Uganda consists of: i) National (trunk) roads ii) District roads; iii) Urban road networks and; iv) Community access roads. District and urban roads are the responsibility of district and urban councils, while local councils are responsible for community roads.

The district road network stands at 1,333.9 kilometres, of which 202km are National (trunk) roads, 293.9km are District roads and 838km are Community access roads, and are accessible all year round. The district engineering and works section is understaffed, not having any qualified road inspectors. During FY 2012/13, the district installed: 28m, 42m and 52 m of culvert line at Ikom, Awuc and Orok streams in Arum Lira Palwo and Lukole sub-counties respectively.¹⁷ The roads in the district were generally in poor condition with broken culverts, impassable road sections, overgrowing bushes, and others were flooded. The roads that were in a very poor state were those that should have been maintained by the Central Government.

Figure 6: Sections of Corner Kilak-Patongo Road



Source: ACODE Digital Library, August 2013

2.2.6 Water and Sanitation

Agago District has 710 water sources with 64 per cent of these water sources functional. In the rural areas each water source serves on average 329 persons. The district has been making on average investment of around 2,450 per capita every financial year, establishing new water sources, software activities, and operation and maintenance of facilities. This does not include expenditure by development partners. The district has a water source functionality of 72 per cent.¹⁸ During the last FY 2012/13, 18 boreholes were sunk in relation to the targeted 22; 4 protected springs, 4 shallow wells and 3 RWH tanks were constructed. Since the district started in 2011, there has been 9.2 per cent increase in household sanitation across the entire district. With regard to finances, there has been poor budget performance where the district only received 64.5 per cent of the approved budget funds allocated to water. It should also be noted that the district was not able to absorb Shs.171,735,

¹⁷ See, Agago District Local Government (2013). Directorate of Technical Services Report : Roads and Buildings 2012/13.

¹⁸ Government of Uganda (2013). Ministry of Water and Environment: Water and Environment Sector Performance Report 2013. Kampala.

218, which was meant for water and sanitation in FY 2011/12. This therefore must have had a bearing on the budget performance for 2012/13. Apart from the budget cuts to the sub-sector, access to safe water is still very low, with only 64 per cent of the population within one kilometre of a safe water source. The majority of the population depends on unprotected wells and springs. During the dry season (December to March) the seasonal streams within Agago District dry up, forcing some people to walk a distance of about 10km in order to fetch water for drinking and other domestic use. Other challenges include: limited/lack of access to spare parts; non-functionality of water user committees (WUCs) (not performing their roles) -do not hold regular meetings, do not collect water user fees to maintain and repair their water points whenever required; poor quality of water; aging systems beyond economic value and needing total replacement; repairs beyond community capacity; and, inadequate prioritization of community mobilization activities to ensure community ownership of water points.

Figure 7:(L-R) A dysfunctional Water Source at Kabala Primary School, and another functional water source in Parabongo Sub-county



Source: ACODE Digital Library, August 2013

2.2.7 Environment and Natural Resources

Agago has also been affected by climate change which has resulted in unfavourable weather conditions during the production period, leading to loss of planted acreage and drop in yields. There have been excess rains, floods and hailstorms which destroyed crops in some areas, and made weeding and pest control difficult and costly to the farmers since activities had to be repeated at very short intervals. The sector was allocated 0.5 per cent of the total district revenue for FY 2012/13. Such a trifling allocation cannot produce tangible results in terms of sustainable management of the environment is concerned. The ENR sector is understaffed and does not have the manpower necessary to execute its mandate.

3. THE SCORE-CARD: ANALYSIS OF RESULTS AND INTERPRETATION

The score-card is premised on a set of parameters which guide the assessment of the extent to which local government council organs and councilors perform their responsibilities.¹⁹ The parameters in the score-card are based on the responsibilities of the local government councils. The organs assessed are the district local government council, district chairperson, district speaker and the individual councilors. The performance of the local government council is based on the assessment of responsibilities of the councils categorized under the following parameters: legislation function; contact with the electorate; participation in planning and budgeting; participation in lower local government council meetings; and, monitoring of service delivery in their electoral areas.²⁰

3.1 Performance of the District Council

The score-card assessment focused on Agago District Local Government Council as the highest authority with political, legislative, administrative and executive powers within the local government. The parameters for assessment of council are derived from the functions of the local government councils as stipulated under the Local Government Act.²¹ This scorecard analyses the extent to which Agago District Local Government Council was able to exercise its mandate in areas of legislation, planning and budgeting, enforcing accountability and monitoring service delivery. Table 5 shows the details of the council performance on each assessed parameter.

19 See Third Schedule of the Local Governments Act, Section 8.

20 See Tumushabe, G., et.al., (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance. ACODE Policy Research Series, No. 53, 2012. Kampala..

21 The powers of the Local Government Councils are outlined in Part IV, sections 31 – 45 of the Local Government Act

Table 5: Performance of Agago District Council FY 2012/13

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	13	25	<p>With regard to legislative role, it was noticed that the council does not hold council meetings on the stipulated schedules.</p> <p>The district council did not pass any bill or ordinance</p> <p>There was no evidence of actions taken on resolutions of ULGA made in the AGM. The district has a council hall without a public gallery but citizens are allowed to listen to the discussions in council. The council does not have a library.</p>
Adopted model rules of Procedure with/without debate (amendments)	2	2	
Membership to ULGA	1	2	
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	1	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	0	2	
Evidence of legislative resources	2	4	
Petitions	1	2	
Capacity building initiatives	2	3	
2. ACCOUNTABILITY TO CITIZENS	13	25	<p>The district endeavours to account to the central government particularly on the funds remitted to the district. Funds released for various programmes and to the sub-counties are not displayed on notice boards in the district. There was a lot of laxity on the part of politicians to account to the electorate. Barazas that provide such an opportunity were not exploited.</p>
Fiscal Accountability	3	4	
Political Accountability	4	8	
Administrative Accountability	4	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	
Commitment to principles of accountability and transparency	0	3	
3. PLANNING & BUDGETING	11	20	<p>The district prepared and approved all the planning documents. However, local revenue generation was still low. There were no innovative ways to generate this revenue. Even most of lower local governments did not submit 35% of the locally generated revenue to the district.</p>
Existence of Plans, Vision and Mission Statement	5	5	
Approval of the District Budget	4	4	
Local Revenue	2	11	
4. MONITORING SERVICE DELIVERY ON NPPAs	14	30	<p>Council conducted monitoring for some service delivery points. However, this monitoring was limited in terms of coverage compared to total number of service delivery points in the district. Monitoring reports for political monitoring for all quarters were prepared but there were no follow-up actions and correspondences to the technical duty bearers to address the service delivery concerns identified.</p>
Education	2	5	
Health	2	5	
Water and Sanitation	2	4	
Roads	2	4	
Agriculture and Extension	2	4	
Functional adult Literacy	2	4	
Environment and Natural Resources	2	4	
TOTAL	51	100	Performance is average

Agago District Local Government Council scored 51 out of 100 points. This score for the district council was average. This performance was attributed to: failure to hold council meetings on schedule; failure to pass ordinances on a number of social and service delivery concerns in the district; poor political accountability; inadequate legislative resources; inadequate monitoring of service delivery; and, poor performance in local revenue generation, among others. Although the council conducted political monitoring of service

delivery under the NPPAs, the coverage of the monitoring conducted during the financial year was very limited compared to the total number of service delivery points in the district. Also, the council did not follow up on the service delivery concerns raised in their monitoring reports with the technical team to have them addressed.

3.2 Performance of the District Chairperson

The district chairperson is mandated by the Local Governments Act to: provide leadership to the district; monitor administration of the district; oversee performance of civil servants; co-ordinate and monitor government functions between the local and central government.²² The Chairperson of Agago District Local Government during the assessment was Hon. Peter Odok W'Oceng. The chairman is a member of the Uganda People's Congress. Table 6 provides a detail of his performance across the assessed parameters.

Table 6: Chairperson's Score-card 2012/13

Name	Peter Odok W'Oceng		
District	Agago		
Political Party	NRM		
Gender	Male		
Number of Terms	1		
Total Score	47		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	16	(20)	The chairperson did not delegate chairing of any of the DEC meetings to his deputy. The State of the District Report (SDR) goes to council but there was no evidence of actions taken arising from council resolutions on SDR, PAC and DSC reports produced. However, there was no single district land board report available in the office of the chairperson. There was commendable engagement with central government on various issues of concern in the district.
Presiding over meetings of Executive Committee	2	3	
Monitoring and administration	5	5	
Report made to council on the state of affairs of the district	1	2	
Overseeing performance of civil servants	3	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	2	2	
Engagement with central government and national institutions	3	4	
2. LEGISLATIVE ROLE	00	(15)	The chairperson attended only 3 council meetings held on 13/07/13; 11/04/13; and 23-24/01/13 which is below the threshold of attending at least 4 council meetings. The executive under the leadership of the chairperson did not present any motion or bill.
Regular attendance of council sessions	0	2	
Motions presented by the Executive	0	6	
Bills presented by the Executive	0	7	
3. CONTACT WITH ELECTORATE	3	(10)	The chairperson had a programme of meeting the electorate there was no evidence that such meetings were held.
Programme of meetings with Electorate	3	5	
Handling of issues raised and feedback to the electorate	0	5	

22 Refer to The Local Government Act 2005, Section 13: Functions of the District Chairperson.

4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	10	(10)	The chairperson assisted in the formation of Patongo SACCO and made financial contributions to farmers groups in the district. He signed MoUs between the district with NGOs and CSOs including: Goal Uganda; Invisible Children; International Aid Service; and Caritas Gulu among others
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/ NGOs	5	5	
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	18	(45)	The chairperson conducted monitoring for various services in the district. However, as an individual he did not prepare monitoring reports for the services. There was also no evidence of follow-up actions and feedback to service providers on the concerns identified.
Monitored Agricultural services	2	7	
Monitored Health Service delivery	2	7	
Monitored schools in every sub-county	2	7	
Monitored road works in the district	6	7	
Monitored water sources in every sub-county	2	7	
Monitored functional Adult literacy session	2	5	
Monitored Environment and Natural Resources protection	2	5	
TOTAL	47	100	

The District Chairperson, Hon. Peter Odok W'Oceng, scored 47 out of the 100 possible points. His performance was mainly dented by: a delay to assume office as the district chairperson, due to court cases challenging his position; engagements outside the district, particularly as the president of ULGA that consumed much of his valuable time. In addition, the chairperson did not meet the threshold of attending at least 4 of the council meetings conducted in the district; his executive did not present any motion or bill in council, and this severely affected his performance on the legislative role. The assessment also revealed that the chairperson had monitored a number of service delivery points but did not prepare reports and make follow-ups. A comparison of all district chairpersons' performance in the 26 districts is presented in Annex 2.

3.3 Performance of District Speaker

Hon. John Bostify Oweka was the district speaker during the period of assessment. He represents Omot Sub-county in the district council. This is his first time to be assessed under the Local Government Councils' Scorecard Initiative. Table 7 provides details of his performance during FY 2012/13.

Table 7: Speaker's Performance in FY2012/13

Name	John Bostify Oweka	Level of Education	Grade III Teacher
District	Agago	Gender	Male
Sub County	Omot	Number of Terms	1
Political Party	FDC	Total	23
ASSESSMENT PARAMETER		Actual Score	Maximum Score
			Comments

1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL	14	(25)	The speaker successfully convened and chaired council meetings.
Chairing lawful council/ meetings	2	3	According to the records of council there was noticeable enforcement of the rules of procedure in the council proceedings. The speaker had a record of motions presented to his office and in council. However, the speaker did not have a records book for issues or petitions submitted to the office of the speaker. Also, there was no evidence of a write-up on providing special knowledge to council or any committee.
Rules of procedure	6	9	
Business Committee	3	3	
Records book with Issues/ petitions presented to the office	0	2	
Record of motions/bills presented in council	3	3	
Provided special skills/knowledge to the Council or committees.	0	5	
2. CONTACT WITH ELECTORATE	02	(20)	As a councilor, the speaker did not have a programme of meetings conducted in Omot Sub-county- a constituency he represents in council. He also did not have record of the electorate visiting his office or home on matters affecting them.
Meetings with Electorate	0	11	
Office or coordinating centre in the constituency	2	9	
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	00	(10)	Contact with Omot Sub-county as an LLG was poor and the speaker did not attend at least 4 council meetings at the sub-county.
Attendance in sub-county Council sessions	0	10	
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	07	(45)	The speaker had monitored a few service delivery centres in Omot sub-county. He did not prepare reports for all the monitoring visits. There was also no evidence of correspondence with service providers on the service delivery issues unearthed by the monitoring exercises.
Monitoring Health Service delivery	1	7	
Monitoring Education services	1	7	
Monitoring Agricultural projects	1	7	
Monitoring Water service	1	7	
Monitoring Road works	1	7	
Monitoring Functional Adult Literacy	1	5	
Monitoring Environment and Natural Resources	1	5	
TOTAL	23	100	

Hon. John Bostify Oweka scored 23 out of 100 points, which is below average. The speaker mainly concentrated on convening and conducting council meetings and ignored other roles. His major undoing was: failure to consistently be in touch with the citizens in Omot Sub-county; failure to attend most of the council meetings at the sub-county and give feedback from the district. In addition, the speaker did not monitor at least half of the service delivery units, nor did he prepare reports and follow-up on the concerns raised in the monitoring exercises. A comparison of all district speakers' performance in the 25 districts is presented in Annex 3.

3.4 Performance of District Councilors

The assessment of councilors under the LGCSCI is premised on their roles and responsibilities as provided for under the Local Governments Act. Hence their assessment is based on a number of parameters derived from this Act.

These parameters include: (i) legislative role; (ii) contact with the electorate; (iii) participation in the lower local government; and (iv) monitoring of service delivery in NPPAs. Agago District Local Government Council had a total of 25 councilors,²³ all of whom were assessed.

The findings revealed that the best male councilor in the district was Hon. James Oyaró Ocan, representing Agago Town Council, with 59 out of 100 points. Hon. Oyaró Ocan is also the Vice chairman and Secretary of the Health and Education Services Standing Committee. The best female councilors were Hon. Hellen Otim Ajok and Hon. Florence K. Lamunu representing Omot and Arum and Lira Palwo and Lamiyo sub-counties respectively, with 40 out of 100 points. Across the parameters, most councilors mainly exhibited the best performance in their legislative role. Their level of participation in plenary sessions and debate in council is commendable. Participation in lower local governments and monitoring service delivery was very poor across the board. Table 8 shows the details of the performance of all assessed councilors in Agago District Local Government Council.

23 This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

Table 8: Summary Performance of Agago District Councilors FY 2012/13

Name	Sub-county	Party	Gender	Terms	2011/12	2012/13	% change	Legislative role					Contact with electorate			Participation in LLGs					Delivery on NPPA					
								Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total		
James Oyaroo	Agago TC	NRM	M	1	59			8	8	0	0	16	9	9	18	10	1	1	1	1	1	1	5	1	5	15
Samuel Kitang Ojok	Lira Paliwo	NRM	M	1	55			8	8	2	0	18	11	9	20	0	3	3	3	3	3	3	3	1	1	17
Denis Bua	Kotomoro	UPC	M	1	53			8	8	2	0	18	9	9	18	0	3	3	5	3	1	1	1	1	1	17
William Komakech	Parabongo	NRM	M	1	43			8	8	5	0	21	9	2	11	4	1	1	1	1	1	1	1	1	1	7
Charles Komakech T.O.	Lukore	FDC	M	1	42			8	8	2	0	18	9	2	11	0	3	3	1	1	3	1	3	1	1	13
Denish Tabu	Adilang	Ind	M	1	41			8	8	5	0	21	9	2	11	2	1	1	1	1	1	1	1	1	1	7
Patrick Komakech	Lira Paliwo	NRM	M	1	41			8	8	0	0	16	5	9	14	0	3	3	1	1	1	1	1	1	1	11
Florence K. Lamunu	Lira Paliwo/Lamiyo	NRM	F	1	40			4	8	0	0	12	9	2	11	2	3	3	1	1	3	3	3	3	1	15
Hellen Otim Ajok	Omot/Arum	NRM	F	1	40			5	8	0	0	13	4	6	10	4	3	1	1	1	1	1	1	5	1	13
Aldo Okwera	Patongo	Ind	M	1	38			8	8	0	0	16	9	2	11	2	1	1	1	1	3	1	3	1	1	9
Susan O. Anyango	Adilang/Lapono	NRM	F	1	38			8	8	0	0	16	11	2	13	0	1	3	1	1	1	1	1	1	1	9
Aquilino Lokoch Okello	PWD	NRM	M	1	38			8	8	5	0	21	8	2	10	0	1	1	1	1	1	1	1	1	1	7
Emmanuel Okot	Arum	NRM	M	1	37			8	8	0	0	16	4	2	6	2	3	3	1	3	1	1	1	1	1	13
Matthew Obol	Lapono	FDC	M	1	34			8	8	0	0	16	5	2	7	4	1	1	1	1	1	1	1	1	1	7
Joel Okech	Lamito	Ind	M	1	34			8	8	0	0	16	5	2	7	2	1	3	1	1	1	1	1	1	1	9
David Yoocana	Wol	NRM	M	1	33			8	8	2	0	18	2	2	4	2	1	3	1	1	1	1	1	1	1	9
Bismark C. Laktar	Patongo	Ind	M	1	32			8	8	5	0	21	3	2	5	0	1	1	1	1	1	1	1	0	1	6
Prisca Ikako	Parabongo	NRM	F	1	31			8	8	0	0	16	3	5	8	0	1	1	1	1	1	1	1	1	1	7
Irene Ocan Arach	Kalongo TC	FDC	F	1	30			8	8	0	0	16	0	5	5	2	1	1	1	1	1	1	1	1	1	7
Beatrice Atim	Omiya Pacwa/Paimol	FDC	F	1	30			8	8	5	0	21	0	2	2	0	1	1	1	1	1	1	1	1	1	7
Susan Lalum	Patongo TC	Ind	F	1	30			8	8	0	0	16	3	2	5	2	1	1	1	1	1	1	1	1	1	7

Name	Sub-county	Party	Gender	Terms	2011/12	2012/13	% change	Legislative role					Contact with electorate			Participation in LLGs		Delivery on NPPA									
								Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total			
Gladys Apoto	Youth	NRM	F	1	30	30		8	8	5	0	21	0	2	2	0	1	1	1	1	1	1	1	1	1	1	7
John Kennedy Anywar	Kalongo TC	FDC	M	1	29	29		8	8	0	0	16	2	2	4	2	1	1	1	1	1	1	1	1	1	1	7
Scovia Vento Akot	PWD	NRM	F	1	26	26		1	8	5	3	17	0	2	2	0	1	1	1	1	1	1	1	1	1	1	7
Innocent Odlinga Apio	Agago TC/Lokole 5C	NRM	F	1	25	25		8	8	0	0	16	0	2	2	0	1	1	1	1	1	1	1	1	1	1	7
Nighty Olwoch Alaro	Patongo/Katomor	NRM	F	1	25	25		8	8	0	0	16	0	2	2	0	1	1	1	1	1	1	1	1	1	1	7
Average					37	37		7	8	2	0	17	5	3	8	2	2	2	1	1	1	1	1	1	1	1	10

3.5 Interpretation of Results

The entire district council, the chairperson, the speaker and individual councilors did not perform well. The poor qualitative performance of these principals in the district therefore has a bearing on the quality of service delivery outcomes across all the sectors.

3.5.1 Internal Factors

i) Legislation in council

The district council, the speaker and councilors exhibited credible performance on the legislative function. This could mainly be attributed to the sitting allowance that is attached to every council and standing committee meeting that is conducted. This can also be attributed to limited knowledge of many councilors in council about their other roles and responsibilities as elected leaders.

ii) Writing of minutes of council

The quality of council minutes was impressive. The minutes were able to capture the discussions, debates and resolutions of council attributing contributions to different councilors or ex-officials. Such detailed record of minutes enabled the assessment to be able to know the level of participation of members in the deliberations in the council proceedings. This is mainly attributed to the training provided to clerks to councils in the districts covered by the LGCSCI.

iii) Record keeping

One of the major challenges revealed by the assessment was poor record keeping. And as such, the chairperson, speaker and individual councilors performed poorly due to lack of records of most of the activities that they had undertaken.

iv) Report writing

It was also noticed that reporting on the activities undertaken by the council, speaker and chairperson on behalf of Agago District Local Government was an uphill task. There were numerous activities that were verbally reported to have been undertaken but there was no record or evidence to that effect. The chairperson, standing committees, speaker and individual councilors had not yet nurtured a culture of writing reports about activities related to their mandates. The assessment established that a number of monitoring activities were undertaken, but there were no reports, feedback or follow-up at an individual level.

v) Civic competence of the citizens

It was also noted that the community did not know what to expect from their elected leaders and service providers. The community was not aware of the minimum service delivery standards and what roles their leaders ought to play in attainment of the same.

3.6 Factors that Affected Performance

The performance of Agago District Local Government Council was constrained by a number of internal and external factors. These include the following

3.6.1 Internal Factors

a) Conflict among the district officials

During the assessment, it was established that there was conflict between some sections of technical staff and the office of the Chairperson and the office of the RDC. This conflict had polarized council along the three factions. These conflicts arose from a number of factors including: polarisation of the population along political lines during the 2011 elections; creation of Agago District and hence the need to identify the suitable location of the headquarters in Lukole (this brought about conflict between Agago South – centred on Patongo Town Council and Agago North centred on Kalongo Town Council on which the host of the district headquarters would be)²⁴ ; challenging the leadership of the current chairman, Hon. Peter Odok W'Oceng, in court and hence delaying his tenure; recruitment of staff based on political grounds in the district; and, business rivalry over award of contracts for provision of services and works in the district, among others. These conflicts have resulted in dismissal of some technical staff; failure to recruit and deploy qualified staff; and, failure to absorb funds received by the district among others.

a) Delays in the procurement process

There were considerable delays in the procurement process of supplies and services which led to eventual delays in the delivery of services to the communities. These delays include, but are not limited to: untimely solicitation for works and services; and, running of many contracts in neighbouring districts by the local contractors which diminishes their capacity.

b) Inadequate staffing

There was inadequate staffing where a number of staff in the LG are in acting positions, which resulted in low staff morale in executing their duties.

24 See Hon. Ogenga Latigo's letter to H.E the President of Uganda, dated 2nd March 2011. Ref: LOP/11/HE/EL/01

Consequently, there has been more staff turnover and, as such, the remaining staff is overloaded with work. Further, the current halt on recruitment of staff has made it impossible to fill the staff gaps in the LG.

c) Poor management of contracts

According to the various political monitoring reports, and some council minutes for the year that ended June 30th, there was poor management of contracts in the district. This concern that severely affected service delivery was again re-echoed by the PAC report of the same quarter. This mismanagement manifested in the following ways:

i) Shoddy work: On a number of projects implemented during the financial year, there were cases of shoddy work. These cases were noticed at: Staff house construction at Acuru Primary School; Staff house constructed at Acuru HCII; Staff house constructed at Lukole HCIII; and, Maternity block constructed at Olung HCII, among others.²⁵

ii) Incomplete projects: There were cases of incomplete projects in the district which also had a bearing on the delivery of services. These cases included: periodic maintenance of Agago TC-Lapono road where 4kilometers were not worked on; and, opening of Odokomit-Olyelowidyel road where no offshoots were opened to drain running water.

iii) Abandoned projects: The abandoned projects included the construction of two units of teachers' houses at Awelo Primary School which was found abandoned; and the partial construction of the sub-county chief's house in Lapono. .

iv) Delays in the procurement process: According to the council minutes, there were unnecessary delays in the awarding and signing of contracts (Min.4/10/ADLC/2013 and Min.4/5/EC/2012).

d) Limited facilitation for supervision and monitoring

It was reported that the district had very limited facilitation to conduct supervision and monitoring of services across all the sub-counties. This was worsened by inadequate work tools and equipment, particularly in the Department of Engineering. As a result, works and sites are inadequately supervised and or monitored to ensure adherence to the standards by contractors.

e) Limited participation in Lower Local Government Council meetings

25 See, ADLG (2012). The District Executive Committee First Quarter Monitoring Report on PAF FY 2012/13

Councilor participation in Lower Local Government Council meetings was found to be a challenge. The assessment of the FY 2012/13 reveals that the majority of the councilors did not regularly attend council meetings at the sub-county and town council level. The results from the assessment attest that most councilors did not attend meetings at LLG level. A few who were able to attend hardly passed on any communication from the district to the LLG councils.

f) Failure to follow-up service delivery concerns

While the majority of the district councilors reported to have undertaken monitoring in their sub-counties, most of them did not follow up on the service delivery concerns identified during the monitoring exercises. Monitoring reports were generated but in most cases these reports were not shared with respective authorities. There were few such correspondences between councilors and service providers following up on the issues raised in their reports.

3.6.2 External Factors

i) Shortfall in the district revenue

During FY 2012/13 the district experienced a shortfall in revenue of Shs. 6,2568, 966,864 - a 30 per cent shortfall in revenue. This was due to a reduction in the Central Government transfers to the district, and failure by LLGs to remit 35 per cent of their revenue to the district, among others. This implied that allocations to the different sectors were likely negatively affected, with stark consequences to the planned project and services.

ii) Over-reliance on funding from Central Government

Agago District Local Government depends on central government largely (up to the tune of 95 per cent) to finance its budget. This is mainly due to meagre locally generated revenue. Such a position therefore continues to undermine the autonomy of the district from the Central Government, given that most grants from the Central Government are conditional and earmarked for specific services. With the slight degree of flexibility (10 per cent across sector budgets) permissible, the district can hardly take care of local priorities.

iii) Low civic awareness among community members

It was evident that the citizens in Agago District were not fully aware of what to expect from their leaders and the different service delivery points. It was also recognized that the majority did not understand their rights, duties and responsibilities as citizens. As such, they could hardly hold their duty-bearers accountable.

4. GENERAL CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

Overall, the score-card performance of Agago District Council, the District Chairperson, the Speaker, and the individual Councilors is poor. This was mainly attributed to: administrative conflict between district leaders; poor record keeping for activities undertaken; report writing; civic competence of the community; and, awareness of councilors on their roles and responsibilities.

4.2 Recommendations

4.2.1 Teamwork

Political leaders (district chairperson and councilors) in Agago should work as a team. This would enable them to strengthen their monitoring and ensure that the right quality and quantity of services are delivered to the electorate because they are the peoples' representatives and their monitoring roles must be taken seriously.

4.2.2 Sensitize council about the Standard Monitoring and Evaluation Framework

There is need to sensitize the district council on a standard monitoring and evaluation framework among the different service delivery sectors to ensure consensus and uniformity for reporting among the district technical team and the elected leaders. Agago District Local Government Council should also introduce a mandatory requirement for councilors to produce individual monitoring reports from their constituencies. These reports should reflect an individual councilor's work in a sub-county regardless of the committee on which they serve. This will deal with the problem of councilors who usually associate their monitoring solely with committee monitoring and neglect individual monitoring in their sub-counties.

4.2.3 Prudent management of contracts

The District Management Team should ensure that there is a shared understanding, distribution of responsibilities, systems and procedures in place to monitor and control contract performance as well as effectively deal with potential changes and disputes. Upon signature of the contract, several steps should be taken to ensure that roles, responsibilities and obligations are clearly allocated among the parties and proper systems and procedures are put in place to monitor performance and keep efforts well focused. Monitoring performance, collecting information, and measuring actual contract achievement is essential for effective control.

4.2.4 Recruitment of Staff

Filling staffing gaps in the district is one of the measures to achieve the required levels of service delivery. For instance, there is need for the district to reduce the proportion of pupils to a single teacher (Pupil - Teacher Ratio). This cuts across all sectors such as health, agricultural extension, environment and natural resources, and water and sanitation, among others. Agago District Local Government should therefore consider recruitment and deployment of staff across sectors. The district should also note that increase in staffing requires commensurate increases in the wage components of grants and their non-wage operation costs that facilitate them.

4.2.5 Increase Local Revenue Sources

Local revenue sources in Agago should be increased through popularizing the Local Economic Development (LED) agenda. Areas of concern should be: ensuring that all lower local governments remit their 35 per cent of the local revenue to the district; royalties from UWA from the neighbouring game parks, among others. In that respect, the local government leadership should identify opportunities for investment that could expand the local revenue base and attract investors.

4.2.6 Improve contact with the electorate

Contact with the electorate should be improved in order to enhance downward political accountability. Agago District Council and the technical team should make deliberate efforts to create joint platforms where the service providers (technical team), political leaders, and the citizens can interface and receive feedback from one another about milestones achieved, plans in the offing, service delivery challenges faced and planned interventions to address them. Barazas and regular service delivery inspection provide a great opportunity to accomplish this. This will also infuse more ideas into how the

district should be run and help build confidence and trust among the district leadership and the citizens. It will also provide opportunities to educate the communities about the roles and responsibilities of the councilors and the need for the community members to use such benchmarks to assess their leaders' performance.

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Annex 1: Summary of Councils' Performance (FY 2012/13)

District	2011/12	2012/13	% change	Legislative Role										Accountability To Citizens					Planning & Budgeting				Monitoring NPPAs														
				Rules of procedure	Membership ULGA	Functionality of committees	Lawful motions	Ordinances	Conflict resolution	Public hearings	Legislative resources	Petitions	Capacity building	Sub Total	Fiscal accountability	Political accountability	Administrative accountability	Involvement of CSOs	Principles of accountability	Sub Total	Planning and budgeting	District budget	Local revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	Environment	Sub Total					
Wakiso	71	76	7	2	0	3	1	1	1	2	2	2	2	2	2	1	15	3	6	8	2	1	20	5	4	7	16	4	5	3	4	3	2	4	25		
Gulu	82	75	-9	2	2	2	3	0	1	2	4	2	2	2	2	2	20	4	5	6	2	3	20	5	4	2	11	5	5	3	3	3	2	3	24		
Mpigi	67	72	7	1	2	3	3	1	1	2	4	0	1	18	4	5	18	4	5	8	2	0	19	5	4	2	11	5	5	4	2	0	4	2	4	24	
Amuria	76	70	-8	2	2	2	3	3	1	0	4	0	2	19	4	6	19	4	6	3	2	3	18	4	4	4	12	4	5	2	4	2	4	0	2	21	
Rukungiri	69	70	1	2	2	3	2	1	1	2	3	1	2	19	4	5	7	2	0	18	5	4	18	5	4	2	11	5	5	3	4	3	0	2	2	22	
Ntungamo	64	69	8	2	1	3	2	1	1	0	4	1	1	16	4	4	7	2	0	17	5	4	17	5	4	7	16	2	3	3	3	3	3	3	3	20	
Nebbi	51	69	35	2	1	3	2	1	1	0	2	1	3	16	4	5	4	2	3	18	5	4	18	5	4	4	13	5	5	3	4	3	0	2	2	22	
Mbale	55	68	24	2	2	3	2	0	1	0	2	2	3	17	4	7	3	2	2	18	5	4	18	5	4	7	16	5	3	2	2	2	0	3	3	17	
Mukono	78	67	-14	2	1	3	1	1	1	2	2	2	3	18	3	5	3	2	2	15	5	4	15	5	4	6	15	3	5	4	3	1	0	3	3	19	
Kamuli	40	67	68	1	0	2	2	0	1	0	3	1	3	13	3	4	6	2	0	15	5	3	4	2	3	4	12	5	5	4	4	4	3	2	2	27	
Hoima	48	67	40	2	1	3	3	3	1	2	1	2	2	20	2	4	3	2	0	11	5	4	2	5	4	2	11	5	5	4	4	2	4	2	4	1	25
Jinja	44	66	50	1	2	3	1	1	1	2	3	2	3	19	4	5	7	2	1	19	5	4	4	5	4	4	13	2	2	2	4	2	2	1	2	1	15
Moyo	55	63	15	2	2	3	0	1	0	0	4	0	1	13	4	6	5	2	2	19	5	4	2	5	4	2	11	5	5	2	2	2	0	4	2	20	
Kabarole	75	63	-16	2	0	3	3	1	1	0	2	0	2	14	3	5	6	2	0	16	5	4	16	5	4	4	13	3	4	2	3	3	2	3	2	3	20
Lira	49	62	27	2	1	3	3	0	0	2	2	2	3	18	3	5	6	2	0	16	5	4	16	5	4	7	16	0	3	0	3	3	3	0	3	12	
Mbarara	53	62	17	1	1	3	2	0	0	0	3	0	2	12	3	3	8	2	0	16	5	4	16	5	4	4	13	4	4	2	2	2	4	3	2	21	
Bududa	60	61	2	2	1	3	1	1	1	1	2	2	2	16	3	7	3	2	1	16	5	4	16	5	4	4	13	3	3	1	4	2	0	3	3	16	
Nakapiripiri	56	61	9	2	2	1	1	1	0	0	1	2	3	13	4	5	2	2	3	16	5	4	4	5	4	4	13	3	4	1	4	4	0	3	3	19	
Soroti	68	60	-12	2	1	3	0	0	1	0	3	2	3	15	4	5	8	2	2	21	4	3	3	4	3	3	10	2	2	2	2	2	2	2	2	2	14
Buliisa	57	60	5	2	2	3	3	0	1	1	2	0	1	15	3	7	3	2	0	15	5	4	4	5	4	4	13	4	4	3	3	3	0	0	3	17	
Luwero	70	60	-14	2	0	3	0	0	1	0	1	2	1	10	4	4	6	2	2	18	5	4	2	5	4	2	11	3	3	4	3	3	3	2	2	21	
Kanungu	67	57	-15	1	1	2	1	1	1	0	2	2	0	11	4	4	6	2	0	16	5	4	2	5	4	2	11	3	3	2	3	2	2	4	2	19	
Moroto	55	56	2	2	1	3	3	1	1	1	3	0	2	17	2	6	3	2	0	13	5	4	2	5	4	2	11	3	1	3	2	3	2	1	3	15	
Tororo	40	55	38	2	2	2	2	1	1	1	4	1	1	17	2	5	4	2	1	14	5	3	2	5	3	2	10	3	4	0	0	2	1	4	1	14	
Agago		51		2	1	3	1	0	1	0	2	1	2	13	3	4	4	2	0	13	5	4	2	5	4	2	11	2	2	2	2	2	2	2	2	2	14
Amuru	30	40	33	2	2	1	0	0	1	0	2	1	1	10	3	4	3	2	1	13	4	4	9	4	4	9	17	0	0	0	0	0	0	0	0	0	0
Average	59	63	12	2	1	3	2	1	1	1	3	1	2	16	3	5	5	2	1	17	5	4	4	5	4	4	13	4	4	2	3	2	2	2	2	19	

Annex 2: Summary of the Chairpersons' Performance (FY 2012/13)

Name	Gender	District	Political Party	Number of Terms	Performance		Political Leadership						Legislative Role			Contact With Electorate			Development Projects						Monitoring Service Delivery On NPPAs								
					2011/12	2012/13	% change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central govt	Sub Total	Council	Motions Executive	Bills by Executive	Subtotal	Meetings Electorate	Issues by electorate	Subtotal	Projects initiated	Communal Projects	NGOs	Subtotal	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
Richard Rwabuhinga	M	Kabarole	Ind	1	80	89	11	3	5	2	3	2	4	19	2	4	5	11	5	5	10	3	2	5	10	7	7	7	7	7	7	39	
Priscovia Sabaam Musumba	F	Kamuli	FDC	1	88	88		1	5	2	2	2	4	16	0	6	7	13	5	5	10	3	2	5	10	3	7	6	6	7	5	39	
Martin Ojara Mapeundu	M	Gulu	FDC	1	91	88	-3	3	5	2	4	2	4	20	2	4	5	11	5	5	10	3	2	5	10	5	7	5	7	5	3	37	
Fredrick Ngobi Gume	M	Jinja	NRM	1	66	87	32	3	5	2	4	1	4	19	2	6	7	15	5	5	10	3	2	5	10	5	5	5	5	5	3	33	
Matia Lwanga Bwanika	M	Wakiso	DP	1	70	82	21	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	1	6	7	7	7	5	7	1	39	
Emmanuel Osuna	M	Tororo	NRM	2	78	82	5	3	5	2	4	2	3	19	2	4	5	11	4	5	9	3	1	5	9	5	7	5	5	2	5	34	
John Mary Luwakanya	M	Mpigi	NRM	1	80	80	0	3	5	2	2	2	4	18	2	6	0	8	5	5	10	1	1	5	7	7	7	7	7	0	2	37	
Charles K. Byabakama	M	Rukungiri	NRM	1	44	80	82	3	3	2	3	0	3	14	2	4	3	9	4	5	9	3	1	5	9	7	6	6	7	7	3	39	
Francis Lukooya M.	M	Mukono	NRM	2	80	80	0	2	5	2	3	1	4	17	2	6	3	11	5	5	10	3	1	5	9	3	7	7	7	4	0	5	33
Mark Aol Musooka	M	Moroto	NRM	1	76	78	3	3	5	2	2	2	2	16	2	4	0	6	5	5	10	3	1	5	9	6	7	7	6	6	0	5	37
Anthony Omach Atube	M	Amuru	NRM	2	54	78	44	3	4	2	4	1	4	18	2	2	0	4	4	5	9	3	2	5	10	5	6	5	6	5	5	37	
George Michael Egunyu	M	Soroti	NRM	1	82	78	-5	3	5	2	4	2	4	20	0	4	0	4	5	5	10	3	2	5	10	7	7	7	7	3	0	34	
Francis Oluma	M	Amuria	NRM	1	74	78	5	3	5	2	3	2	4	19	2	6	3	11	5	2	7	3	1	5	9	3	7	7	7	5	0	3	32
George Imkamyire	M	Hoima	NRM	3	65	76	17	3	4	2	4	2	4	19	2	2	3	7	5	5	10	3	2	0	5	5	7	5	7	3	3	35	
Alex Oremo Alot	M	Lira	UPC	1	40	76	90	3	4	2	4	2	4	19	2	6	0	8	4	5	9	3	2	5	10	6	6	6	6	0	0	30	
Deuseddit Tumusiime	M	Mbarara	NRM	1	70	75	7	3	5	2	3	2	4	19	2	0	0	2	3	5	8	3	0	5	8	6	6	6	6	4	4	38	
John Lorot	M	Nakapiripit	NRM	2	69	75	9	3	3	2	3	2	4	17	2	4	3	9	5	5	10	3	1	5	9	5	7	1	7	5	2	3	30
Robert Okumu	M	Nebbi	NRM	1	65	74	14	3	5	2	4	2	4	20	2	4	0	6	5	5	10	1	2	3	6	0	7	7	7	7	2	2	32
Denis Singahakye	M	Ntungamo	NRM	1	69	74	7	3	5	2	4	1	4	19	2	4	5	11	5	5	10	3	2	3	8	4	3	5	7	2	2	3	26
Bernard M. Mujasi	M	Mbale	NRM	3	70	74	6	3	3	2	4	2	3	17	2	4	3	9	4	5	9	2	1	5	8	6	3	7	3	7	0	5	31
Josephine Kasya	F	Kanungu	NRM	3	53	74	40	3	4	2	4	2	2	17	2	2	0	4	5	5	10	3	2	5	10	7	3	7	7	3	3	33	
John Baptist Nambeshe	M	Bududa	NRM	1	62	71	16	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	5	10	7	3	3	3	2	3	24	
Fred Lukumu	M	Bullisa	NRM	2	56	70	25	3	4	1	2	2	4	16	2	6	0	8	5	0	5	3	2	5	10	6	7	7	7	3	0	1	31
Abdul Nadduli	M	Luweero	NRM	3	63	69	10	3	5	2	4	2	4	20	2	2	0	4	5	5	10	3	2	0	5	5	5	5	7	5	0	3	30
Jimmy Okudi Vukoni	M	Moyo	Ind	1	52	62	19	3	5	2	4	2	4	20	2	6	0	8	5	2	7	3	1	0	4	7	2	2	6	2	2	2	23
Peter Odok W'Oceng	M	Agago	NRM	1	47	11	2	5	1	3	2	3	2	16	0	0	0	0	3	0	3	2	5	10	2	2	2	2	6	2	2	2	18
Average				2	67	77	19	3	5	2	3	2	4	18	2	4	2	8	5	4	9	3	2	4	9	5	6	6	6	5	2	3	33

Annex 3: Summary of District Speakers' Performance FY 2012/13

Name	Political Party	District	sub county	Gender	Terms	Performance		Presiding And Preservation Of Order In Council					Contact With Electorate		Monitoring NPPAs												
						2011/12	2012/13	% Change	Chairing council	Rules of procedure	Business Committee	Records book	Record of motions	special skills	Sub Total	Meetings with Electorate	Coordinating center	Sub Total	Participation In LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub total
Samuel Bamwole	NRM	Kamuli	Nawanyago	M	3	87	3	7	3	2	3	0	18	11	9	20	10	7	7	7	7	0	4	39			
Peter Douglas Okello	NRM	Gulu	Lalogi	M	1	89	84	-6	3	9	3	2	3	5	25	11	9	20	8	5	1	5	5	31			
James Kezaala Kunobwa	NRM	Mukono	Seeta Namuganga	M	2	73	79	8	3	6	3	2	3	3	20	7	9	16	10	5	7	5	3	33			
Juliet Jemba	NRM	Mpigi	Muduma/Kiringente	F	2	40	78	95	3	6	3	2	3	0	17	11	9	20	10	7	1	5	7	0	31		
Muhammed Mafabi	Ind	Mbale	Bubwangu	M	2	75	77	3	3	4	3	2	3	2	17	11	9	20	10	3	7	7	3	2	30		
Martin Ocen Odyek	UPC	Lira	Railway	M	1	26	75	188	3	9	3	2	3	5	25	3	6	9	2	7	7	7	3	1	39		
Dan Nabimanya	NRM	Ntungamo	Rukoni West	M	1	66	75	14	3	9	3	2	3	0	20	9	9	18	10	7	1	5	5	0	27		
Henry Ndyabahika	NRM	Rukungiri	Buhunga	M	2	64	75	17	3	9	3	2	3	0	20	5	9	14	6	7	6	5	7	1	35		
Richard Mayengo	NRM	Jinja	Mafubira B	M	3	68	73	7	3	9	3	2	3	2	22	8	9	17	8	5	5	1	1	5	4	26	
Proscovia Namansa	NRM	Luwero	Katikamu/	F	3	64	73	14	3	9	3	0	3	0	18	11	9	20	10	7	7	0	4	7	0	25	
Idda Fuambe	NRM	Nebbi	Nyaravur/Atego	F	4	68	73	7	3	9	3	2	2	2	21	9	9	18	10	7	1	0	7	3	1	5	24
Daudi Byekwaso Mukitibi	NRM	Wakiso	Kakiri	M	3	75	73	-3	2	9	3	2	3	0	19	9	9	18	10	5	7	0	5	0	4	26	
James Paul Michi	NRM	Tororo	Eastern Div.	M	1	32	69	116	2	6	3	2	3	5	21	7	9	16	2	3	4	5	5	5	30		
Christopher Odongkara	NRM	Amuru	Pabbo	M	1	51	69	35	2	9	3	0	3	0	17	9	9	18	6	6	2	7	4	7	1	28	
Charles Echemu Engoru	NRM	Amuria	Asamuk	M	2	41	68	66	2	9	0	0	3	2	16	6	9	15	10	7	7	4	5	0	0	27	
Charles Beshesya	NRM	Kanungu		M	1	61	68	11	3	9	3	2	3	0	20	11	9	20	2	5	1	5	5	1	4	26	
Clovis Mugabo	NRM	Kabarole	Mugusu	M	2	54	66	22	3	9	3	2	3	2	22	11	9	20	10	5	1	5	1	1	0	14	
Didan Amama	Ind	Bulisa	Ngwedo	M	1	31	65	110	3	6	2	0	0	0	11	11	9	20	0	7	3	3	7	3	4	34	
Nathan Kitwe Isingoma	NRM	Hoima	Busisi	M	1	33	64	94	3	9	3	2	3	2	22	7	9	16	6	1	3	3	7	1	2	20	
William K. Tibamanya	NRM	Mbarara	Rugando	M	1	58	64	10	3	9	3	2	3	0	20	7	9	16	2	5	1	5	5	1	4	26	
Michael Matsyetsye	NRM	Bududa	Bumasheti	M	2	35	63	80	3	6	3	2	3	0	17	11	6	17	4	1	4	5	5	1	4	25	
Martin Chaiga	NRM	Moyo	Moyo	M	2	44	63	43	3	9	2	2	3	0	19	11	9	20	0	7	7	0	1	3	1	5	24
Andrew Odongo	FDC	Soroti	W/Div	M	1	61	60	-2	3	9	3	2	3	5	25	11	9	20	4	2	1	1	1	1	1	4	11
Ceasar Lomoto	NRM	Moroto	Youth	M	1	49	54	10	3	6	2	2	3	0	16	7	9	16	6	3	5	5	0	1	1	1	16
Jotham Loyer	NRM	Nakapiripirit	Kakomongole	M	3	62	44	-29	3	4	2	2	3	0	14	7	2	9	4	3	5	1	5	1	1	1	17
John Bostify Oweka	FDC	Agago	Omot	M	1	23	2	6	3	0	3	0	14	0	2	2	0	1	1	1	1	1	1	1	1	7	
Average					2	55	68	38	3	8	3	2	3	1	19	9	8	17	6	5	4	4	4	2	3	26	

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ISBN: 978 9970 34 018 7



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