



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Nebbi District Council Score-Card Report 2012/2013



Jonas Mbabazi ■ James Kumakech ■ Ronnie R. Rupiny ■ George Okot

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Residents waiting with their jerrycans lined-up at a water point in Pakwach sub-county, Nebbi District.

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LIST OF ACRONYMS

ACODE	Advocates Coalition for Development and Environment
CAO	Chief Administrative Officer
DCC	District Contract Committee
DGF	Democratic Governance Facility
DLB	District Land Board
DRC	Democratic Republic of Congo
DSC	District Service Commission
EU	European Union
FAL	Functional Adult Literacy
FDG	Focus Group Discussion
LGCSI	Local Government Council Score-Card Initiative
MoLG	Ministry of Local Government
NAADS	National Agricultural Advisory Development Services
NECSOC	Nebbi Cultural and Social Center
NMS	National Medical Stores
NUSAF	Northern Uganda Social Action Fund
PAC	Public Account Committee
PLE	Primary Leaving Examination
PRDP	Peace Recovery Development Plan
RDC	Resident District Commissioner
SAGE	Social Assistance Grant for the Elderly
UK	United Kingdom
ULGA	Uganda Local Governments Association

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This score-card was prepared as part of the Local Government Councils' Score-Card Initiative (LGCSCI) assessment for FY 2012/13. The initiative is a partnership between the Uganda Local Governments Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE)-an independent public policy research and advocacy think-tank based in Kampala, Uganda. This report is an output of assessment of the political leadership of Nebbi District, consultations with the district technical team as well as selected community members in sub-counties within the district.

We acknowledge the contribution of the LGSCI project team at ACODE and researchers in Nebbi District who gathered information upon which this report is premised. 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, the District Speaker, the Chief Administrative Officer, the District Clerk to Council and the District Councilors (the prime focus of this score-card) for the support accorded to the research team during the assessment process. The team is grateful to Drake Rukundo for peer reviewing and Mukotani Ruyendo for technical editing of this report.

We are indebted to the Democratic Governance Facility (DGF) and its contributing partners: the United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU) for providing the financial support for this Initiative. While we have taken due care to ensure that where information is available, it is presented as accurately as possible. We take responsibility for any errors or omission.

EXECUTIVE SUMMARY

This is the third local government scorecard assessment report for Nebbi District Local Government. The score-card assesses the performance of the local government council, the chairperson, the speaker and individual councillors who are vested with powers and responsibilities to ensure effective governance of the respective local governments as stipulated in the Local Governments Act. 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 assessment conducted during financial year 2011/12. The report is based on a comprehensive review of planning and budgeting documents, service delivery monitoring and district performance reports. Also, a review of minutes of sectoral committees and council sittings was undertaken to inform the report particularly about the performance of council, chairperson and individual councillors. Face-to-face interviews with the targeted leaders, key informant interviews at service delivery points and focus group discussions further supplemented the assessment process.

The available resources in the district partly determine the extent of quality of services delivered at a particular period. The government transfers contributed to 94.4% of the overall budget, locally generated revenue contributed 5.2% and donor funds accounted for 0.4%. During the period under review, the education sector was allocated the biggest proportion of the budget (36.6%) followed by administration (26.5%), Health (12.1%) and production and marketing (6.4%). Planning and internal audit were allocated 0.6% and 0.3% of the budget respectively.

On service delivery outcomes in the primary education sub-sector; 2.2%, 45.7%, 28.6% and 15.4% of the pupils in the district passed in Divisions I, II, III, and IV respectively compared to 1.5%, 37.6%, 30.2% and 16% of the pupils in the district passed in Divisions I, II, III, and IV correspondingly in 2012. On immunization, the district has been recording a declining trend due to inadequacy of vaccine, for instance, DPT 3 declined from 103% in 2009/2010 to 90% in 2011/2012. Levels of mothers delivering at health units were reported at 60.4%. It was noted that deliveries of EMHS by National Medical Stores (NMS) has improved but the quantities remained inadequate leading to stock out in the health centers with bigger catchment areas. Safe water coverage in the district stands at 76% and 63% for rural and urban

water supply serving a total population of 255,153. Functionality of water facilities stood at 69% as at 21st December, 2012.

Nebbi district was among the 26 Districts that were assessed in FY 2012/13. The District council had a total of 26 councilors all of whom were assessed. With regard to the score-card performance, the district council scored a total 69 out of a possible 100 points an improvement from 51 points in the previous assessment in FY 2011/12. The best performance was exhibited under planning and budgeting (13 out of 20), accountability to citizens (18 out of 25) and the third was legislative role (16 out of 25). The District Chairperson, Robert Okumu scored 74 out of the possible 100 points. This shows an improvement with 9 points compared to the 2011/12 assessment. The District speaker scored 73 out of the possible points of 100- an improvement from 65 out of 100 points in FY 2011/12. The best performing councilor in Nebbi District Councilor was Hon. Terence Akera who represents Pakwach Town Council with 81 points out of possible 100 total points. This is an improvement with 11 points compared to the 2011/12 assessment. Hon. Grace Owonda representing Erussi Sub-county was the best female councilor with 58 points- an improvement from 48 points in FY 2011/12. Councilors registered their best performance in legislative. There was general improvement monitoring and evaluating service delivery with an average score of approximately 18 points compared to 10.5 points out of 45 in FY 2011/12.

A number of challenges that constrain the performance of the council and political leaders mainly arise from internal weaknesses some of which had been identified in the previous assessment but had not been addressed. These include: poor documentation and record keeping among councilors; poor communication between the lower local governments, the district Council and the citizens, poor time keeping among councilors and technical officials(service providers), and over dependency on central government funding. The report makes recommendations on: orientation of district councilors and the community; boosting the local economy, periodic monitoring and reporting; and advocacy for a change in the budget architecture among others.

1. BACKGROUND

1.1 Introduction

This is a score-card assessment report for Nebbi district local government for the financial year 2012/2013. Nebbi district has been part of the score-card assessment since 2009. This rigorous and innovative initiative is spearheaded by ACODE under the Uganda Local Government Council Score-Card Initiative (LGCSCI), a project that is implemented in partnership with ULGA. The long term goal of the initiative is to strengthen citizens' demand-side for good governance and accountability in a bid to promote effective and efficient service delivery at local government level. The score-card also seeks to empower district councilors with knowledge and skills in order to boost and foster professional conduct among the political leaders. The initiative was launched in 2009 originally with 10 districts and has progressively moved to 26 districts during the third and fourth years of the assessment.

1.2 District Profile

Nebbi district local government was gazetted from the former districts (South-West Nile) in 1974. The South West Nile district had a polyglot society in which the various ethnic groupings (Alur, Jonam, Kebu, Lendu, Madi and Lugbara). At the moment, Nebbi district is made up of the two counties of Jonam and Padyere¹ and in its current form, Nebbi district local government is bordered by Arua district to the North, Nwoya to the East, Bulisia to the South-East, Zombo to the West and Democratic Republic of Congo to the South-West. It is this geo-political entity that is the focus of the 2012/2013 score-card assessment.

1.2.1 Demographic Characteristics

Nebbi district, with its proximity to the Democratic Republic of Congo and at the gate way to West Nile, hosts a projected population of approximately 328,400 people. Available demographic information further shows that Nebbi district local government has a high population growth rate of over 2.7% with

¹ Nebbi district consists of 15 sub-counties of Pakwach town council, Pakwach sub-county, Alwi, Panyango, Panyimur, Wadelai, Kucwiny, Akworo, Parombo, Erussi, Ndheu, Atego, Nyaravur, Nebbi sub-county and Nebbi town council.

estimated population density of >100 for Padyere county and <100 for Jonam county per sq. km. Table 1 below shows the population figures since 1991.

Table 1: Summary of Key Demographic Indicators of Nebbi District Local Government

INDICATOR	
Literacy ratio	61.7%
Average Growth Rate (1991 – 2002)	2.7%
Infant Mortality Rate (per 1000)	88/10,000
Under five Mortality Rate	-
Total fertility rate	6
Household size	67,740
Latrine coverage	82%
Percentage urban population	9.8%
Percentage of male-headed households	-
Sex ratio (males per females)	92.7
Population density (Number of persons per km ²)	>100 p'ple
Percentage of individuals below poverty line	54.5%
Maternal Mortality Rate	505/100,000
Life expectancy	45 Years
Household number	67,744
Safe water coverage	69.5%
Primary school enrolment	114,478
Percentage of female headed households	-

Source: Nebbi District Development Plan 2010/2011-2014/2015

1.3 Nebbi District Leadership

Nebbi district local government is headed by Chairman Robert Okumu working with 28 elected councilors, including the speaker. In terms of gender, 17 of the councilors including the chairperson and speaker, were male while 12 are female. The business of the council is steered by the district speaker; who presides and guides the council proceedings. On the other hand, the political wing is assisted by the technical team, headed by the Chief Administrative Officer (CAO) who ensures that lawful council decisions are effectively and efficiently executed. There is the RDC, a resident presidential appointee, who keenly monitors and supervises government programmes in the district and ensures their effective implementation. The RDC is also chairperson of the district security committee and reports directly to the president.

Nebbi District Council conducts its regular and oversight role through three standing committees. These committees plan and undertake monitoring of service delivery on behalf of the district council. These committees are headed

by secretaries. Equally, the district council have four fully fledged Statutory bodies; the District Public Accounts Committee (DPAC), the District Service Commission (DSC), District Contract Committee (DCC) and District Land Board (DLB), duly appointed by the chairperson and approved by the council. The DPAC analyses and submits to the council financial related matters; the DSC addresses recruitment and personnel conduct in the district; the DCC handle procurement related activities and the DLB oversee land registration, dispute and other land related matters within the district. Similarly, the Sub-counties, Parishes, and Villages have councils and an executive committee, which coordinate the various functions of government at lowest service delivery points.

Table 2: Nebbi District Leadership 2012-2013

Designation	Name
District Political Leadership	
Chairperson	Hon. Robert Okumu
District Vice Chairperson	Hon. Kisa Lawrence Ojok
District Speaker	Hon. Idda Fuambe
Deputy Speaker	Hon. Robert Omito Steen
Secretary for Finance, Planning, Administration and Investment	Hon. Richard Orieda
Secretary for Production, Marketing and Natural Resources	Hon. Jackline Opar
Secretary for Gender, Social services and Community development	Hon. Iddo Ubedgiu
Resident District Commissioner	Miss. Betty Andima
District technical Leadership	
Chief Administrative Officer	Mr. Alia Seraphine
Deputy Chief Administrative Officer	Mr. Tivu Mark
Chief Finance Officer	Mr. Okecha Linus
Chairperson District Service Commission	Mr. Apecu Alex
Chairperson Public Accounts Committee	Mr. Yashin Shaban
Chairperson District Land Board	Mr. Ongu Nestore Adaba Torach
District Production Officer	Dr. Okwir Anthony
District Health Officer	Dr. Oryema Lakor
District Education Officer	Mr. Okila Geoffrey
District Engineer	Mr. Mavenjina Jimmy
District Natural resources Officer	Miss. Faucan Doreen
District Community Development Officer	Mr. Amule Julius
District Information Officer	Mr. Odia Godfrey
District Planner	Mr. Olley Ben Robinson
District Internal Auditor	Mr. Uroma Alex

Source: District Council Minutes (2012-2013).

1.4 Methodology

The process of conducting the assessment used a variety of methods consistent with the goals and the theory of change² of the score card. The following approaches were used in the process.

1.4.1 The Score-card Tool

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.³ 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 parameter assessed include; legislation, contact with the electorate, planning and budgeting, participation in lower local governments and monitoring of service delivery.⁴

The score-card is reviewed and ratified annually by internal and external teams. The internal team comprises of the ACODE research team and the local partners. The Expert Task Group, which is the external team, comprises of 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 on February, 15th 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 score-card, nature of assessment, and to orient councilors for the assessment.

- a) **Literature Review.** The assessment involved comprehensive review of documents and reports on Nebbi district local government. Box 1 shows the different categories of documents and reports reviewed.
- b) **Key Informant Interviews.** Key informants were purposively selected for the interviews owing to their centrality and role in the delivery of services 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 their individual contribution to service delivery in the

2 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.

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

4 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.

district. For the political leaders, these interviews are the first point of contact with the researchers and they generate assessment values that feed into the score card. They also offer an opportunity for civic education on roles and responsibilities of political leaders. Interviews with the technical leaders provide an independent voice and an opportunity to verify information.

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

Planning Documents

- **Nebbi District Development Plan (DDP) 2010/11-2014/15**
- **Nebbi District Local Government Revenue Enhancement Plan**
- **Nebbi District approved Capacity Building Plan**

Budgeting Documents

- **Budget Frame Work Paper FY 2012/2013**
- **Approved Budget FY 2012/2013**
- **Budget Speech 2012/2013**

Reports

- **Quarterly monitoring reports FY 2012/2013**
- **Production reports for FY 2012/2013**
- **Committee Reports FY 2012/2013**

Minutes

- **Ordinary Council Minutes FY 2012/2013**
- **Standing Committee Minutes FY 2012/2013**
- **District Executive Committee Minutes FY 2012/2013**
- **Business Committee Minutes FY 2012/2013**

- c) **Focus Group Discussions (FGDs).** Focus Group Discussions (FGDs) were conducted based on the criteria set in the scorecard FGD guide. A total of 28 FGDs were organized in 14 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. In total, 320 people participated in the FGDs where 115 were women and 205 were 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 centers, water source points, demonstration sites, FAL centers, 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 is both qualitative and quantitative. Qualitative data is categorized thematically for purposes of content analysis. Thematic categorization helps in the identification of the salient issues in service delivery. Quantitative data is generated through assigning values based on individual performance on given indicators. These data are used to generate frequency and correlation matrices that help make inferences and draw conclusions on individual and general performance.

2. BUDGET ARCHITECTURE AND SERVICE DELIVERY IN NEBBI DISTRICT

The primary function of the district council is to ensure that, the service delivery is effectively and efficiently delivered to improve on the socio-economic status of the citizens. In the event that there are challenges, council debates and deliberates with an aim to pursue options to improve service delivery. For the council to ably address this, budget is a very important tool used to make appropriate decisions on how the government policies through development initiatives can be financed and implemented. Article 190 of the Constitution of the Republic of Uganda (1995, amended) confers authority on the district council to annually prepare comprehensive plans for lower local governments and ensure that; budget execution meets the set standards as approved by the council. This section presents information on the district budget and illustration of the state of service delivery generally.

2.1 Nebbi District Budget Performance

2.1.1 Nebbi District Resource Envelope

Nebbi District Local Government derives large portion of its revenue from the central government in the form of: unconditional and conditional government transfers and equalisation grants. These transfers also include grant support under PRDP; NUSAF2, and NAADS among others. The government transfers contributed to 94.4% of the overall budget, locally generated revenue contributed 5.2% and donor funds accounted for 0.4%. During the financial year; there were efforts to improve local revenue generation including: intensification of revenue mobilization and enforcement by the district council; regulation of market reserved prices, among others. It is important to assert that; the over reliance of the district on the central government for the bulk of its budget financing still remains conditional with tight guidelines giving the district council minimal flexibility reallocate this funds to other local priorities.

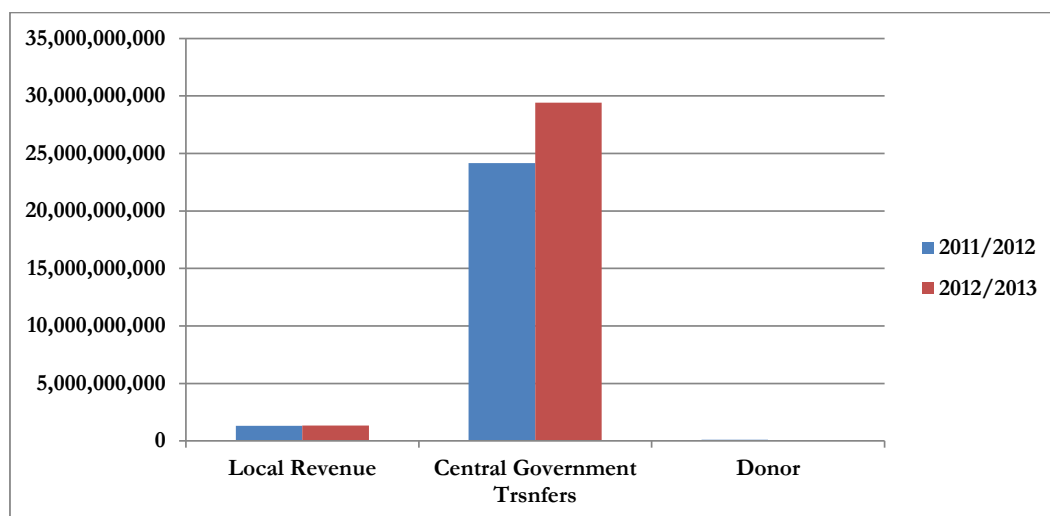
There were reported delays in remittances and this affected absorption rate and service delivery. For instance; during the FY 2011/2012 the district Ush

25,588,840,000 but was only able to spend Ush23,403,150,000 – leaving an unspent balance of Ush. 2,185,690,000, an 8.5% variance.

Therefore, the low revenue base has raised serious concerns about: (a) sustainability and viability of the district; (b) local government ownership and incentives to perform efficiently; (c) risk of reduced accountability as the links between services and taxes are blurred; (d) reductions in local government autonomy and the ability of the district to address priorities and needs, because most of the transfers are conditional (earmarked); and (e) ability of the district to maintain investments in terms of co-funding obligations, operational and maintenance costs. The district could therefore undertake robust local revenue drive to raise resources that it can effectively use to finance the funding gaps within the district.

“There were budget cuts from the Central government releases in the period under review. The development grants were most affected. Government did not release the fourth quarter development funds and this spilled over to the 2013/2014 budgets since the unfunded priorities are to be given first call in the budget”. Hon Orieda Richard; Secretary Finance, Planning, Administration and Investment (Budget Speech, June 2013).

Figure 1: Composition of the Resource Envelope for Nebbi District.



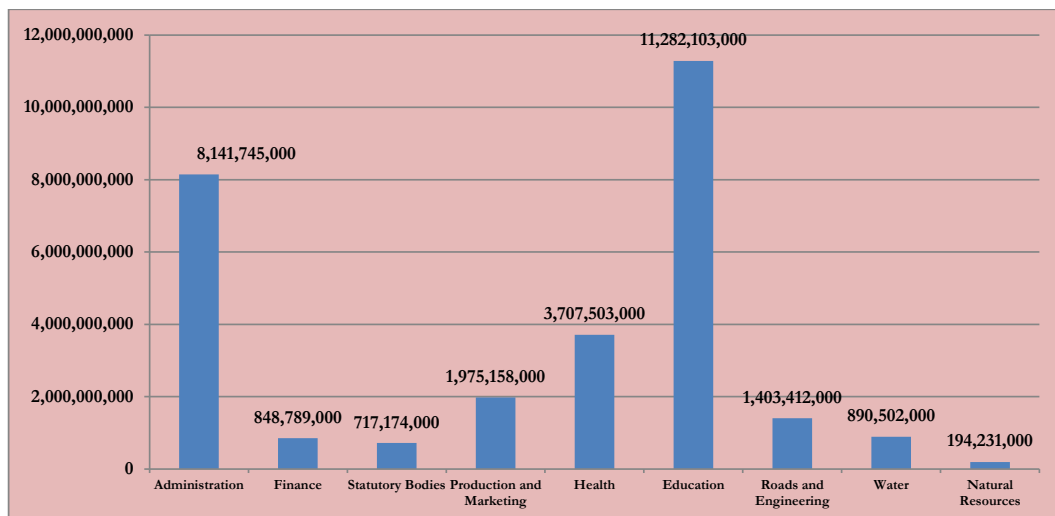
Source: Nebbi District Local Government Annual Work Plan 2012/13.

2.1.2 Budget Expenditure and Intra-Sectoral Allocations

Local governments are responsible for the delivery of most services to citizens, such as primary education, health, roads, agriculture extension, and water and sanitation. The central government mainly focuses on policy making, regulation of local governments, and performs certain national key functions. During the period under review; education sector was allocated the biggest

proportion of the budget (36.6%) followed by administration (26.5%), Health (12.1%) and production and marketing (6.4%). Planning and internal audit were allocated 0.6% and 0.3% of the budget respectively.

Figure 2: Nebbi District Intra-Sectoral Budget Allocations



Source: Nebbi District Budget 2012/2013

Nebbi district council did not allocate adequate resources to some of the key administrative and accountability bodies like the internal audit, finance departments, statutory bodies and even natural resources simply because, the allocated figures are guided by the Indicative Planning Figures (IPFs) provided by the center. Additionally; the analysis of the budget indicate that; 64% of the overall district budget finances wage and non-wage component overriding development priorities which only fetches 36% of the overall district budget. It is therefore logical for the district council to step up efforts towards additional revenue generation in order to boost the development needs of the district.

2.2 State of Service Delivery in Nebbi District

The effective performance of the district local government can best be gauged by analysing the status of key economic indicators for the district. The coming in force of decentralization policy in 1992 brought with it a range of powers and authorities conferred upon the district local governments to ensure that services are taken closer to the population. Some of the key services targeted by the decentralization policy includes; education, roads, water, health, agriculture extension services among others. In that bid, the local government is entrusted with both financial and technical support services to ensure that, the set mandate is achieved. It is therefore the basis of this assessment that, analysis of major trends in growth of the different indicators identifies the

service gaps and proposed remedies developed for the common good of the citizens. The section also draws analysis of the actions and inactions of the district council and its respective organs in addressing the dare needs of the people and deficiency in service delivery in the district. Comparison compares the changes in indicators over the years. Table 3 shows the service delivery indicators for the different sectors.

Table 3: Service Delivery Indicators in Nebbi District

Sector	Indicators	National standard/ NDP target	Level of achievement 2011/12	District Target 2012/13	Level of achievement 2012/13
Education -Primary Education	Children of primary school-going age (6-12)	-			
	Enrolment	-	99,125	No target	111,125
	Pupil Classroom Ratio (PCR)	55:1	80:1	No target	70:1
	Pupil Teacher Ratio (PTR)	55:1	57:1	No target	57:1
	Pupil to Desk Ratio (PDR)	3:1	6:1	No target	6:1
	PLE Performance	-	Div I- 1.6% Div II-37.6% Div III- 30.2% Div IV-15.1% Div U-9.6% Div X-5.0%	No target	Div I- 2.2% Div II-45.7% Div III- 28.6% Div IV-15.4% Div U-8.2% Div X-4.7%
Health Care services	ANC 4th Visit	60%	34.3%	No target	34%
	Deliveries in Health Centres	35%	56.6%	No target	59.7%
	Total beds	-	782	No target	768
	Access to Maternity services	-	56.6%		
	MMR	506			
	IMR	87%			
	Staffing Levels	-	46%		61%
	Staffing Levels	-			44%
Road Sub-sector	Km of roads under routine maintenance	-			
	Km of roads rehabilitated	-			
	Km of roads under periodic maintenance				
	Proportion of roads in good condition				
	Construction of bridges	-			
	Opening up new community roads	-			

Water and Sanitation	Water coverage		74%	No Target	76%
	Number of boreholes sunk	-	12	No Target	16
	Number of boreholes rehabilitated	-	9	No Target	19
	Functionality of water sources	80%	57%	No Target	75%
	Proportion of the population within 1km				
	Pit latrine coverage	90%	84.5%	No Target	74.8%
Agriculture	Number of extension workers per S/ county	-	2.2		2.5
	Number of service points	-	2,717		1,379
	Number of demonstration farms	-	118		86
	Technical back-up visits	-	120		98
	Number of NAADS beneficiaries				2,606
	Number of demonstration farmers				
FAL	Number of instructors				
	Number of participants				
	Number of service centres	-			
	Level of coverage	-			
Environment and Natural Resources	Staffing Level	2			
	Conduct Environmental monitoring and assessment	-	8	15	8
	Production and update District State of the Environment Report (DSOER)	-	1 (produced	1	1 (produced annually)
	District Environment Action Plan	-	1	1	1
	Preparation of District Wetland	-	1 (in progress)	1	1 (in progress)
	Monitor wetland systems in the district	-	3		5 Compliance
	Establishment of Agro-forestry nurseries		35		44
	District Wetland Action Plan	-			Not done
	Ordinance on Environmental Conservation			No target	Nothing done

Source: District's Departmental Reports (2012-2013).

2.2.1 Primary Education Services

Nebbi district has a total of 193 primary schools (153, government, 15 non-formal and 27 community schools). The district education performance level is low compared to the national standards. For instance, during the year under review, total enrolment was at 114,478 with 1818 teachers. This implies that the average Teacher-Pupil Ratio was 1:63. The PTR progressively reduces in upper classes since the completion rate for the pupils continue to reduce considerably. Concerning PLE performance, 89% of the pupils who sat for PLE in 2012 passed with only 2.2% in first grade. With regard to infrastructure

and sanitation, pupil-latrine stance ratio stands at 1:82, pupil-desk ratio 1:7 and pupil-classroom ratio 1:77. All these have negative consequences on learning and learning outcomes in the district. Other challenges cited were; lack of adequate sanitation facilities for both boys and girls, which pose a health risk for the pupils and communities at large. In addition, lack of accommodation for teachers was also found to be another critical challenge for many schools. Teachers would have to travel very long distances to reach the schools, which largely contributed to teacher absenteeism. In instances where accommodation is availed, conditions were found to be alarming. Such state makes it inhabitable for the teachers and in most instance they are abandoned; hence if the state of affairs not addressed, is likely affect the quality of primary education.

Figure 3: P1 Pupils at Pajago P.S and Staff house at Boro Primary School



Source: ACODE Digital Library June 2013

2.2.2 Functional Adult Literacy (FAL)

Functional Adult Literacy (FAL) is intended to improve the reading, writing and arithmetic skills of the individuals who failed to go through the formal education system. Information from the Community Department revealed that there were 8155 learners with 79% being female and only 21% male. So far 307 learning centers have been established in the district with 313 instructors. The programme faces challenges of poor facilitation of the community development officers and the learning instructors. The community has failed to concentrate on the programme and it's a bit hard to easily locate any FAL center within the district.

2.2.3 Health Services

Access to healthcare is one of the fundamental human rights. This means that everybody should have access to good and affordable health care. Unfortunately, in most parts of the district this is not the case. The common indicators for measuring the quality of health care include the number of

health facilities,⁵ immunization rates, and health unit utilization. Millennium Development Goals 4, 5 and 6 target considerable reduction of child-mortality, maternal mortality and HIV/AIDS, malaria and other major diseases. Nebbi district currently has 42 health units spread all over the two health sub districts of Jonam and Padyere. All the health units were reported to be operational. On immunization, the district has been recording a declining trend due to inadequacy of vaccine, for instance, DPT 3 declined from 103% in 2009/2010 to 90% in 2011/2012. Levels of mothers delivering at health units were reported at 60.4%. It was noted that deliveries of EMHS by National Medical Stores (NMS) has improved but the quantities remained inadequate leading to stock out in the health centers with bigger catchment areas. Other challenges included late opening and early closings of health units, especially health center IIs, and shortages of medical staff (for instances, most health center IIs).

2.2.4 Agriculture

Agriculture remains the major source of livelihood in the district with over 87% involved in the sector. It is the major determinant of economic wellbeing of the people in the district. Main food crops grown in Nebbi include; cassava, maize, simsim, sorghum, banana, beans, sunflowers, and groundnuts. The major cash crop is cotton. Rearing of animals and small ruminants also takes place on subsistent basis. The National Agricultural Advisory Services (NAADS) has been at the centre of transformation of agriculture in the district. Therefore, the majority of farmers are accessing agricultural extension services through the NAADS programme. Farmers are progressively recognizing the contribution of NAADS in the district. However, this has had it's a number of challenges that NAADS has faced. These included: abrupt government policy changes and directives; budget cuts to the programme affecting operational efficiency, weather changes as a result of too much rain or lack of it, co-funding challenges on the side of the farmers, and minimal efforts by the farmers in promoting the selected enterprises.

2.2.5 Roads Sub-sector

Roads are a critical component of the district's transportation infrastructure. The maintenance and rehabilitation of district roads ensures that the movement of people, as well as goods and services, continues effectively and efficiently. Nebbi district currently maintains a total road network of 888.7 km under routine and periodic maintenance. A total of 370.5 Km is District Roads, 108 Km are urban roads (Town Council – Pakwach and Nebbi) while 410.2

5 Health policy requires for every district to establish Health center I at village level, Health center II at every parish, Health center III in every sub-county, Health center IV at county level and district hospitals at the district.

Km are Community Access Roads (CAR) in 13 sub counties. During the year under review the district roads were in a deplorable state and most networks were either closed or inaccessible due to inadequate routine maintenance and the impact of heavy rain during the year. This severely affected trading and agricultural activities in the district. There were cases where bridges were over flooded. A case in point was a bridge on Oraa river in Wadelai sub-county. Though there were efforts by the district to upgrade and maintain the roads, the heavy downpour during the year destroyed most of the roads that were worked on. For example, Panyimur-Akworo-Parombo road, Parombo-Nyaravur road, Akaba-Kucwiny-Wadelai road, Acwera-Atego-Ndhew-Erussi road, Nebbi-Ndhew-Eruss road, and Omyer-Kalwang road were among those roads heavily affected by the rains and rendered impassible. Some of these roads have developed gullies, and some have become bushy and narrow.

Figure 4: Nearly impassable road to Acayo Primary School and Akaba-Kucwiny-Wadelai road (Right)



Source: ACODE Digital Library, October 2013

2.2.6 Water and Sanitation

Provision of water and sanitation services is a priority for local governments to improve the wellbeing of the people. Lack of access to adequate water supplies and sanitation means people's lives are at risk. Nebbi district local government is served by 981 domestic water points that include deep boreholes, shallow wells, protected springs, rain water harvesting, surface water based piped, ground water based pipe, valley dams and valley tanks, and public stand pipes. Safe water coverage in the district stands at 76% and 63% for rural and urban water supply serving a total population of 255,153. Functionality of water facilities stood at 69% as at 21st December, 2012. The main supply source in the district is the deep borehole with over 57% share followed by spring wells and tap water.

The water sector in Nebbi has continued to be confronted by challenges of scanty aquifers, especially in Alwi water-stressed corridor, high salinity and iron content along the Nile Valley, as well as low hygiene and sanitation standards resulting in water borne diseases such as cholera, which are rampant in Panimur, Akworo, Parombo during rainy seasons. Also reported were; unreliable tap water supply in Pakwach and Nebbi town councils and yet these areas are not fully covered by boreholes. There were also reports of unreliable water supply in the areas of Abindu, Pubithi, Namrwotho in Nebbi town council and Amor, Puvungu, Mubogo in Pakwach town council.

Figure 5: Water Jerricans lined-up at a water point in Pakwach sub-county



Source: ACODE Digital Library, September 2013

2.2.7 Environment and Natural Resources

Nebbi district is endowed with Albert and River Nile that breed a wide range of fish species and other aquatic animals. In addition, Namrwotho River also offers opportunities for hydro-electricity power generation. There are also vast mineral deposits like oil and petroleum resources, gold and diatomite. Meanwhile, there also exists a wide range of forest resources which provide opportunity for timber industry. The presence of these resources notwithstanding, there are overarching challenges such as the limited budget for the ENR sector. The annual budget cut in environment from 1.4% during the previous year (2011/2012) to seemingly 0.6% in the current year (2012/2013) poses a threat to the sector viability. Addressing teething challenges of encroachment, bush burning, among others becomes a challenge to the department. There is also a need to stem up an awareness campaign on environmental resource management to the general public given the various environmental risks activities taking place within the district including the oil mineral exploration activities along the Albert Nile and River Nile waters.

3. THE SCORE-CARD FINDINGS AND INTERPRETATION

The district local government council and the sub-county council are established as corporate legal entities under the Local Government Act. At their respective levels, the councils are vested with powers and responsibilities to (i) enact local laws necessary for the effective governance of the areas within their jurisdiction; (ii) ensure accountability and transparency in the conduct of council business and utilization of council funds; (iii) ensure effective planning and budgeting to spur development and the delivery of public services to the local population; and (iv) monitor the delivery of public service on priority national programme. The parameters in the score-card are based on these key responsibilities of the local government councils and assesses the political organs which includes; the district chairperson, the district speaker, the district council and the individual district councilors. The Ministry of Local Government annually conducts the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments. This assessment targets technical staff in district departments. LGCSCI complements this by assessing performance of District Council which is the political arm of the district.

3.1 Performance of the District Council

The Local Government Council is the highest authority within local government with political, legislative, administrative and executive powers. The score-card for the council is derived from the functions of the local government councils as stipulated under the Local Government Act. The assessment of the local government councils is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within its jurisdiction. The council is the platforms where councilors are supposed to debate and pass appropriate decisions that addresses development needs of the district, and the citizens in particular.

Nebbi district council scored a total of 69 out of a possible 100 points. The best performance was exhibited under planning and budgeting (13 out of 20), accountability to citizens (18 out of 25) and the third was legislative role (16 out of 25). The council performed poorly in monitoring of service delivery on the national priority programme area (22 out of 30). Overall, the district council improved in its performance compared to last financial year when it scored only 51 out 100 points. It is therefore probable that the district council addressed the highlighted gaps in previous assessment. A comparison of all district councils' performance in the 26 districts is presented in Annex 1.

Table 4: Nebbi District Council Score-Card

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	16	25	
Adopted model rules of Procedure with/without debate (amendments)	2	2	Adopted model rule of procedure at sitting of 27/10/2013. Has paid subscription to ULGA. DEC sat 12 times. Motion moved on councilor's allowances, contractors' behavior, service delivery at lower government levels, District assets policy, allocation of discretionary funding etc. Ordinance in food production and environment still in progress with Attorney General Border dispute settled with Democratic Republic of Congo; issues of resettling Juba (Kalwang) occupants. Had a field tour in Kabarole on tea growing (on 12th/3/2013) and there is plan of initiating similar activities in the district in collaboration with Alur Kingdom.
Membership to ULGA	1	2	
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	2	3	
Ordinances passed by the council	1	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	0	2	
Evidence of legislative resources	2	4	
Petitions	1	2	
Capacity building initiatives	3	3	
2. ACCOUNTABILITY TO CITIZENS	18	25	
Fiscal Accountability	4	4	There are provisions for citizens to observe council sessions and issues of corruption discussed. PAC, DSC, and DCC are all in place and functional. All standing committee fully constituted and there exists a Public Relations Officer. Safe for this; only one of their four DSC was approved (Apecu Alex). The council has instated quarterly CSOs coordinating meetings for effectiveness and synergy. There are efforts in enforcing the client charter with client charter bill board in place and even at different sub-county headquarters like Nyaravur, Nebbi town council; there is also transparency bill board at the district headquarter.
Political Accountability	5	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	3	3	
3. PLANNING & BUDGETING	13	20	
Existence of Plans, Vision and Mission Statement	5	5	Vision and Mission Statements were displayed in departmental offices.
Approval of the District Budget	4	4	Local Revenue: The district had intensified revenue collection drive and there was evidence of increased revenue proportion.
Local Revenue	4	11	

4. MONITORING SERVICE DELIVERY ON NPPAs	22	30	Although most NPPAs were monitored, reports submitted and discussed in council as presented by chairperson standing committees and some actions were taken on some areas; except little attention were focused on FAL; instead more emphasis was made on SAGE.
Education	5	5	
Health	5	5	
Water and Sanitation	3	4	
Roads	4	4	
Agriculture and Extension	3	4	
Functional adult Literacy	0	4	
Environment and Natural Resources	2	4	
TOTAL	69	100	Performance is above Average

3.2 Performance of the District Chairperson

The Chairperson of Nebbi District Local Government during the financial year under review was Robert Okumu. The chairman is a member of the National Resistant Movement (NRM) political party and has served in Nebbi District Local Government in various political positions for the last 7 years. He was first elected chairman LCIII Panyimur sub-county in 2006 and in 2011, he was elected the district chairperson. At the time of this assessment, he was serving the second year of his five-year term of office. The Table 5 provides the performance of the chairman across the assessed parameters.

Table 5: Chairperson Score-Card 2012-2013

Name	Robert Okumu		
District	Nebbi		
Political Party	NRM		
Gender	Male		
Number of Terms	1		
Total Score	74		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	20	(20)	Chaired 8 DEC meetings of, 18/7/2012, 23/8/2012, 30/10/2012, 24/11/2012, 3/5/2013, and delegated twice. Had a state of district affairs submitted in council as required by law, made follow up on recruitment of 88 teachers and medical personnel. He made follow up on the approval of DCS, followed on the position of DCS at town council levels, and has been engaging with the center on issues related to community land conflict in the district like in Kalwang, border conflict with DRC, on SAGE implementation, and emergencies like flood in Wadelai; outbreak of cholera etc. Wrote to the center on non-remittance of the third quarter releases on PRDP and development grants.
Presiding over meetings of Executive Committee	3	3	
Monitoring and administration	5	5	
Report made to council on the state of affairs of the district	2	2	
Overseeing performance of civil servants	4	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	2	2	
Engagement with central government and national institutions	4	4	

2. LEGISLATIVE ROLE	6	(15)	Attended six of the seven council sessions. Motions resolved on occupation of sub-county headquarters staff houses by the sub-county staff, PAC activeness in carrying out their activities and utilization of NECOSOC building as council chambers
Regular attendance of council sessions	2	2	
Motions presented by the Executive	4	6	
Bills presented by the Executive	0	7	Motion to resolve Natural resource Policy, utilization of NECOSOC as council chamber
3. CONTACT WITH ELECTORATE	10	(10)	Has been on radio almost bi-monthly and has responded to many issues both in writing and on the media. Also, in collaboration with the RDC, settled issues of cotton unpaid cotton farmers in Parombo and Akworo and ensured they are paid.
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	6	(10)	Initiated tea growing in the district in collaboration with Alur kingdom, and signed MOU with Barlyor Uganda
Projects initiated	1	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/NGOs	3	5	
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	32	(45)	Apart from, Agriculture FAL and ERN; he monitored most of the service delivery points and discussed the reports with DEC and made follow up through directives to the CAO
Monitored Agricultural services	0	7	
Monitored Health Service delivery	7	7	
Monitored schools in every sub-county	7	7	
Monitored road works in the district	7	7	
Monitored water sources in every sub-county	7	7	
Monitored functional Adult literacy session	2	5	
Monitored Environment and Natural Resources protection	2	5	
TOTAL	74	100	Performance is above Average

Chairman Robert Okumu scored 74 out of the possible 100 points. These scores were attributed to a number of factors. While he reported to have undertaken monitoring, there were no clear valid evidence expects information on health, education; water and roads were easily verified both at documentation level and facility levels. Secondly; under projects initiated; apart from strengthening the previous earlier initiated projects or executing the earlier MOU with Barlyor Uganda; there were no evidence of any new MOUs signed with partners, safe for strengthening partnerships with district-based CSOs. However, the chairperson's political oversight and contact with electorates were solid since he appeared in the media especially radio stations like Paidha FM, Rainbow Fm. The discussions in media mainly focused on service delivery in the district. He also ensured that; there were cordial working relationships between civil servants and the council. A comparison of all district chairpersons' performance in the 26 districts is presented in Annex 2.

3.3 Performance of District Speaker

The effective functioning and output of a District Local Government Council is highly dependent on the performance of the district speaker. Hon Idda Fuambe was the speaker during the year under review. This was the fourth time the speaker is in council having served as Councillor representing Nyaravur Sub-county since 1996. Currently, the speaker represents Atego and Nyaravur sub-counties in the district council. Table 6 shows the performance of the Speaker.

Table 6: Speaker's Performance in 2012-2013

Name	Idda Fuambe	Level of Education	O Level	
District	Nebbi	Gender	Female	
Sub County	Nyaravur/Atego	Number of Terms	4	
Political Party	NRM	Total	73	
ASSESSMENT PARAMETER		Actual Score	Maximum Score	Comments
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL		21	(25)	<p>Chaired more than 6 council sessions, and delegated once to the vice. Meetings of 28/8/2012, 27/10/2012, 30/10/2012 22-23/1/2013 27/1/2013, 30/4/2013, and delegated 25/8/2012 to the deputy.</p> <p>Adopted council rules of procedure in the council meeting of 27/Oct/2012 and the speaker had records of motions/issues presented to her office. She presided over business committee and ensured timely production of the minutes. She guided councillors on presentation of motions and how they could present and forward their motions. No evidence of written paper presented; but had formal interactions with female councillors on their roles and responsibilities since she is TOT in local governance.</p> <p>She always referred to the rules of procedure during the meeting.</p>
Chairing lawful council/ meetings		3	3	
Rules of procedure		9	9	
Business Committee		3	3	
Records book with Issues/ petitions presented to the office		2	2	
Record of motions/bills presented in council		2	3	
Provided special skills/knowledge to the Council or committees.		2	5	
2. CONTACT WITH ELECTORATE		18	(20)	<p>Records of letters sent to his office were filed. She has a coordinating centre at Nyaravur (Her home), with all necessary documents; assisted by her manager. She had meetings in Mbaro, Pamora upper, Paceru, Pamora lower on 22/8/2012, 3/11/2012, 22/2/2013, 5/3/2013 and 4/5/2013.</p>
Meetings with Electorate		9	11	
Office or coordinating centre in the constituency		9	9	
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT		10	(10)	<p>Attended all the council meetings held in Nyaravur and three in Atego. Also chaired reports with the LLGs; meetings she attended included; 30/8/2012, 4/10/2012, 23/2/2013 and 27-28/6/2013.</p>
Attendance in sub-county Council sessions		10	10	

4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	24	(45)	Monitored Health, Education, roads, water and ERN with some reports available whereas other did not have evidence of reports.
Monitoring Health Service delivery	7	7	
Monitoring Education services	1	7	
Monitoring Agricultural projects	0	7	
Monitoring Water service	7	7	
Monitoring Road works	3	7	
Monitoring Functional Adult Literacy	1	5	
Monitoring Environment and Natural Resources	5	5	
TOTAL	73	100	Performance is above Average

Overall; the speaker scored 73 out of the possible points of 100. She performed fairly in her participation in lower local government meetings (10 out of 10) regardless of representing two sub-counties of Atego and Nyaravur. She also had considerable performance in contact with electorate (18 out of 20) where she exhibited her evidence of constantly meeting with electorates; sharing and informing her electorate on different development initiatives in the two sub-counties. With regard to presiding and preserving order in the council, the speaker scored 21 out of 25 points. The speaker many times ensured that the model rules of procedure were being followed in conducting council business. However; the speaker did not perform well in monitoring of service delivery where she garnered 24 out of 45 points.

3.4 Performance of District Councilors

District councils are vested with wide-ranging powers and responsibilities as stipulated in the Local Government Act. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. During the fiscal year under evaluation, councilors were assessed on the four performance parameters of; (i) Legislation role; (ii) Contact with electorate; (iii) Participation in the lower local government; and (iv) monitoring of service delivery on National Priority Programme Areas (NPPAs). Nebbi District Local Government Council had a total of 27⁶ councilors, all of whom were assessed.

The best male councilor was Hon. Akera Terence, representing Pakwach Town Council, who scored 81 out of the possible 100 marks, while the best female councilors were Hon. Owonda Grace and Hon OparJackline who had a tie with 58 points. The best performed parameter was legislative role where, on average, councilors scored 15 out of 25 points. The majority of councilors had debated in council at least four times on issues related to service delivery on National Programme Priority Areas. On the other hand, councilors scored

6 This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA. It also included a councilor Late TingoBonifance who passed away during the year (RIP)

poorly on the monitoring role with an average score of 18 out of 45 possible points. The reason for this poor performance was poor record keeping and lack of evidence for monitoring of activities undertaken during the financial year. In addition, concerns relating to limited financial resources to transverse the large constituencies were reported to be a major impediment to the fulfilment of this responsibility. Table 7 provides a detailed analysis of all the assessed councilors and their performance.

Table 7: Summary Performance of Nebbi 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		
Terence Akera	Pakwach T/C	NRM	M	1	70	81	16	8	8	5	0	21	8	9	17	6	5	5	7	7	7	5	1	37		
Robert Omito	Alwi	NRM	M	1	56	78	39	8	8	5	0	21	11	5	16	6	5	7	5	5	7	5	1	35		
Iddo Ubgedru	Parombo	NRM	M	1	52	69	33	8	8	5	0	21	11	2	13	10	7	7	1	1	7	1	1	25		
John Komakech Onen	Akworo	Ind	M	1	55	64	16	8	8	0	0	16	11	9	20	10	3	7	3	1	1	1	2	18		
Lawrence Wathum	PWD	NRM	M	2	37	64	73	8	8	5	0	21	11	7	18	6	5	5	5	1	1	1	1	19		
Ronnie Otimber	Youth	NRM	M	1		63		8	8	0	0	16	5	0	5	10	7	7	7	1	1	5	4	32		
Raphael Anyolitho	Erussi	NRM	M	1	47	62	32	8	8	0	0	16	9	2	11	10	7	7	1	1	7	1	1	25		
Kizito Ongan	Nyaravur	NRM	M	1	57	61	7	1	7	0	0	8	4	9	13	10	7	7	3	2	3	3	5	30		
Grace Owonda	Erussi	FDC	F	1	46	58	26	8	8	0	0	16	9	2	11	10	1	3	1	7	7	1	1	21		
Jackline Opar	Nebbi TC/SC	NRM	F	2	48	58	21	8	8	0	0	16	4	9	13	10	1	3	5	5	3	1	1	19		
Patrick Oyet	Wadelai	Ind	M	1	57	54	-5	8	8	5	0	21	7	9	16	6	1	3	1	1	3	1	1	11		
Imelda Bitio	Parombo/Akworo	NRM	F	1	42	52	24	8	8	0	0	16	5	2	7	6	3	3	1	7	7	1	1	23		
Justus Otur	Pakwach	NRM	M	2	50	52	4	8	8	2	0	18	8	9	17	6	1	1	3	1	1	3	1	11		
Proscovia Binenga	Panyango	FDC	F	2	44	50	14	8	8	0	0	16	8	7	15	6	1	5	1	1	1	3	1	13		
Eunice Atimango	Ndhew	NRM	F	1	39	49	26	1	8	0	0	9	5	2	7	10	1	1	7	1	7	1	5	23		
Lawrence Ojok Kisa	Kucwiny	NRM	M	1	42	48	14	5	0	0	0	5	0	9	9	10	7	7	3	1	3	1	2	24		
Santina Akello	Wadelai	FDC	F	2	40	46	15	4	4	0	0	8	9	9	18	6	5	1	0	3	1	3	1	14		
Lillian Acan	Pakwach TC	NRM	F	1	43	44	2	5	4	0	0	9	11	9	20	6	1	1	1	1	1	3	1	9		
Richard Orieda	Panyimur	NRM	M	1		44		8	8	5	0	21	0	2	2	2	3	3	3	3	3	3	1	19		
Christine Mandha	Panyimur	NRM	F	1	54	43	-20	5	5	0	0	10	4	4	8	6	1	5	1	1	5	5	1	19		
Ronald Ocamgiu	Atego	NRM	M	1	26	43	65	5	4	0	0	9	0	9	9	10	3	3	1	3	3	1	1	15		

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			
Alice Fauchan	Kucwiny	NRM	F	1	32	42	31	8	8	0	0	0	0	9	0	9	9	10	1	1	1	1	1	1	1	1	7
John P. Oyeki	Ndhew	NRM	M	1	23	41	78	1	8	0	0	0	0	7	5	2	7	10	3	7	1	1	1	1	1	1	15
Doreen Claire Nimungu	PWD	NRM	F	2	19	34	79	8	8	0	0	0	0	9	0	9	9	2	1	1	1	1	1	1	1	1	7
Silver Omaki	Nebbi TC	NRM	M	1	28	32	14	8	8	0	0	0	0	9	0	9	9	0	1	1	1	1	1	1	1	1	7
Charles Ringtho	Nebbi	NRM	M	1	31	32	3	8	8	0	0	0	0	9	0	9	9	0	1	1	1	1	1	1	1	1	7
Dorine Ongula	Youth	NRM	F	1	21	28	33	4	8	0	0	0	0	9	0	9	9	0	1	1	1	1	1	1	1	1	7
Average				1	42	52	26	6	7	1	0	0	0	6	5	6	12	7	3	4	2	2	2	3	2	1	18

3.5 Interpretation of Results

The performance of Nebbi district council and the general political leadership have a bearing on service delivery in the district. The report highlights key issues that affect the operational capacity of the district council and this is categorized as internal and external factors.

3.5.1 Internal Factors

i) Poor record keeping

Despite providing each of Nebbi District Councillors with a councillors' diary during the year under review, the assessment revealed poor utilization of these diaries. This was mainly attributed to councillors' poor culture in regard to keeping records of the activities undertaken.

ii) Conflict of interest

The assessment also notices varying conflict of interest among the political and administrative leaders. This was mainly in awarding contracts where both civil servants and political leaders were reported to have peddled influence in the award of such contract without due regard to PPDA procedures and guidelines.

iii) Limited contact between Councillors and the Electorate

Citizens reported difficulty in accessing their area councillors. Some of the councillors were reported not to be staying in their electoral areas and have no contact office. This somehow widened the relationships between the citizens and the political leaders hence affecting services.

iv) Poor monitoring of service delivery

Monitoring of service delivery on national priority programme areas has continued to be a challenge for the district; and in cases where they are done, not many follow-up actions and decisions are made. The finds of the Monitoring exercises are not put to use in making appropriate decision and taking actions to address the reported challenges.

v) Delay in taking action on appointing members to the District Service Commission (DSC)

This has remained a big challenge for the district since only one out of the four nominees was approved to sit on DSC. This has affected the work of the service commission particularly in recruitment and deployment of new staff.

3.5.2 Internal Factors

a) Over dependence on the Central Government for financing

Like most of the local governments in Uganda, Nebbi district continued to finance most of its activities with the Central Government transfers. However, considering the conditionality of the grants and unpredictable budget cuts by the center, a number of planned activities were affected through the terms of delay in implementation; or rolling of implementation of such activities to another FY. This scenario was worsened by the poor performance in generation of local revenue.

b) Staffing gap

This remains a challenge to the district both at the district and sub-county levels especially in situation where the government has put staff ceiling for the different categories of staff.

c) Delay in procurement process

Bids are usually awarded late compared to planned start and finish time. This greatly affects delivery by the contractors as well as utilisation of such services by the users. This was mainly reported in the road sub-sector.

d) Low civic awareness among citizens

For the community members to hold their leaders accountable, they ought to be knowledgeable about their roles and responsibilities. However, the citizens still have low levels of awareness about their personal roles and responsibilities and those of their leaders. This partially explains the laxity on the part of the political leaders

4. GENERAL CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

The findings from the district score-card (69 points) leaves a lot to be desired since a number of internal and external factors, as well as structural, policy and operational factors, impinge on the quality of services and thus explains the disconnect. While some councilors may be aware of their duties, roles, and obligations as enshrined in the Local Government Act, commitment to its implementation remain glaring. In addition, there is continued poor record keeping and documentation on the part of the political leaders, and a discernable detachment from the electorate. The assessment specifies some key recommendation that the council can take as a means of improving on the economic and political vibrancy of the district as well as its relevancy to the citizens.

4.2 Recommendations

4.2.1 Advocacy for a Changed Budget Architecture

A critical analysis of Nebbi District Budget reveals its high dependency on the Central Government. This dependency makes the district a mere agent of the Central Government rather than a fully-fledged local government as envisaged under Article 189 of the 1995 Constitution. Nebbi district should work with other 25 districts under the scorecard to advocate for a change in the current architecture. It should as well conduct exchange visits to some of the best performing local governments like Wakiso (Central Uganda); where it can generate considerable local revenue resources which it then can allocate to sectors with little funding. Learning and experience obtained from such interactions will help the district make appropriate decision on local revenue raising for improved services.

4.2.2 Adopt Minimum Education Qualifications for Council Members

Although the current legal framework does not stipulate minimum academic qualifications for council members, Nebbi District Council together with other District Local Councils can cause an amendment to the Local Government Act to require persons seeking to be members of the council to possess and present minimum qualifications suitable for a district councilor. Appropriate academic qualifications are essential in ensuring quality and vibrant debate in council and the supervision of council senior technical staff that are often educated up to a graduate level.

4.2.3 Formulation of a Comprehensive and Integrated Long-Term Development Plan

Nebbi district should be managed with a more long-term development plan of ten to fifteen years. Such a plan should be able to outlive regimes and their leaders. The current five-year plan, which is presented in form of annual work plans, does not address the strategic long-term development interests of the district. Such a plan will enable the district council to set long-term development targets and periodic performance benchmarks on the basis of which it can evaluate its performance progress.

4.2.4 Continued Orientation of the Councilors and Citizens on Their Roles

Though the orientation of councilors on their roles is carried out by the Ministry of Local Government on assumption of duties; ideally on annual basis such orientations and backstopping support are to be conducted on: the role and functions of the council in delivery of public service, the strategic focus of the district council, mechanism of accountability to the electorate. Similarly; platforms like Barazas, Intensive Dissemination and SMS Platform should be strengthened for the citizens to be able to hold the leaders accountable while also providing platform for civic awareness on their roles and obligations and the roles of the district councilors.

4.2.5 Strengthen Monitoring of Government Programme

Political leaders (district chairperson and councilors) in Nebbi should strengthen their monitoring in order to ensure that the right quality and quantity of services are delivered to the electorate, because they are people's representatives and their monitoring roles are to be taken seriously. The district council should ensure that a frame work for councilors is put in place to monitor programme inputs, as well as processes and results that are required

for the provision of quality services. Monitoring indicators at all these levels should be identified to guide councilors in the monitoring process.

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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	4	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	4	2	0	4	24	
Amuria	76	70	-8	2	2	2	3	3	1	0	4	0	2	19	4	6	3	2	3	2	3	18	4	4	4	12	4	5	2	4	2	4	0	21		
Rukungiri	69	70	1	2	2	3	2	1	1	2	3	1	2	19	4	5	7	2	0	18	5	4	2	11	5	4	2	11	5	3	4	3	0	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	7	16	5	4	7	16	2	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	4	13	5	4	4	13	5	5	3	4	3	0	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	7	16	5	4	7	16	5	3	2	2	0	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	6	15	5	4	6	15	3	5	4	3	1	0	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	12	5	3	4	12	5	5	4	4	4	3	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	11	5	4	2	11	5	5	4	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	13	2	4	4	13	2	2	2	4	2	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	11	5	4	2	11	5	5	2	2	0	4	20	
Kabarole	75	63	-16	2	0	3	3	1	1	0	2	0	2	14	3	5	6	2	0	16	5	4	4	13	3	4	4	13	3	4	2	3	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	7	16	5	4	7	16	0	3	0	3	3	0	12	
Mbarara	53	62	17	1	1	3	2	0	0	0	3	0	2	12	3	3	8	2	0	16	5	4	4	13	4	4	4	13	4	4	2	2	4	3	21	
Bududa	60	61	2	2	1	3	1	1	1	1	2	2	2	16	3	7	3	2	1	16	5	4	4	13	3	3	1	13	3	3	1	4	2	0	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	13	3	4	4	13	3	4	1	4	4	0	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	10	2	2	2	10	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	13	4	4	4	13	4	4	3	3	0	0	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	11	3	3	4	11	3	3	4	3	3	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	11	3	3	2	11	3	3	2	3	2	2	4	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	11	3	1	3	11	3	1	3	2	3	2	1	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	10	3	4	0	10	3	4	0	0	2	1	4	14
Agago		51		2	1	3	1	0	1	0	2	1	2	13	3	4	4	2	0	13	5	4	2	11	2	2	2	11	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	17	0	0	0	17	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	13	4	4	4	13	4	4	2	3	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	1	3	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	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	5	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	5	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	5	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	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	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	3	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 Imkamanyire	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	5	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	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	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	-6	3	9	3	2	3	5	25	11	9	20	8	5	5	1	5	5	5	31		
James Kezaala Kunobwa	NRM	Mukono	Seeta Namuganga	M	2	73	8	3	6	3	2	3	3	20	7	9	16	10	5	7	5	3	3	5	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	4	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	5	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	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	4	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	4	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	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	4	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
Cesar 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	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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