



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Tororo District Council Score-Card Report 2012/2013



Edmond M. Owor ■ Esther Wasagali ■ Judith Nagginda

LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Tororo District Council Score-Card Report 2012/2013

Edmond M. Owor ■ Esther Wasagali ■ Judith Nagginda

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

Citation:

Owor, E., M., et.al. (2014). Local Government Councils' Performance and Public Service Delivery in Uganda: Tororo District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.27, 2014. Kampala.

© ACODE 2014

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system or transmitted in any form or by any means electronic, mechanical, photocopying, recording or otherwise without the prior written permission of the publisher. ACODE policy work is supported by generous donations and grants from bilateral donors and charitable foundations. The reproduction or use of this publication for academic or charitable purposes or for purposes of informing public policy is excluded from this restriction.

ISBN: 978 9970 34 024 8

Cover Illustrations:

A bridge between Mukuju and Totokidwe that was washed away by rain.

CONTENTS

LIST OF TABLES AND FIGURES	I
ABBREVIATIONS	II
ACKNOWLEDGEMENT	IV
EXECUTIVE SUMMARY	V
1. BACKGROUND.....	1
1.1 Introduction	1
1.2 District profile	1
1.3 District leadership.....	3
1.4 Methodology	4
1.4.1The Score-card	4
1.4.2 Score-card Administration	5
1.4.3 Data Management and Analysis.....	6
2. BUDGET ARCHITECTURE AND SERVICE DELIVERY IN TORORO DISTRICT	7
2.1. District Resource Envelope	7
2.1.1. General trends in District Allocation	7
2.1.2. Breakdown of Sector Allocations.....	8
2.2 State of Service Delivery	8
2.2.1 Primary Education.....	10
2.2.2 Functional Adult Literacy (FAL).....	11
2.2.3. Health Sector.....	11
2.2.4 Agriculture.....	12
2.2.5 Roads	13
2.2.6. Water and Sanitation	13
2.2.7 Environment and Natural Resources.....	14
3. TORORO DISTRICTSCORECARD: ANALYSIS OF RESULTS AND INTERPRETATION.....	16
3.1 Performance of the District Council	16
3.2 Performance of the District Chairperson	19
3.3 Performance of the District Speaker	22
3.4 Performance of District Councilors	23
3.5 Interpretation of Results	27
3.5.1 Endogenous factors affecting performance	27
3.5.2 Exogenous factors affecting performance	30

4. CONCLUSION AND RECOMMENDATIONS 31
4.1 Conclusion 31
4.2 Recommendations..... 32

REFERENCES 33
ANNEXES 36
PUBLICATIONS IN THIS SERIES..... 39

LIST OF TABLES

Table 1: Demographic characteristics of Tororo District Local Government.....	2
Table 2: List of Senior Members of Tororo District Technical Team	3
Table 3: Tororo District Political Leadership.....	4
Table 4: List of Secretaries for District Standing Committees	4
Table 5: Overview of Revenues and Expenditures for Tororo District	7
Table 6: Service delivery indicators in Tororo District for FY 2012/13	9
Table 7: Performance of Tororo District Council in FY 2012/13	17
Table 8: Tororo District Chairperson’s Scorecard for FY 2012/13.....	20
Table 9: Tororo District Speaker’s performance for FY 2012/13.....	22
Table 10: Scorecard performance for Tororo District Councilors for FY 2012/12.....	25

LIST OF FIGURES

Figure 1: Tororo District Population Trend over the years	2
Figure 2: Composition of the Resource Envelope for Tororo District.	8
Figure 3: Poyameri HCIII in Magoola built by World Vision and Apuwai HC II, which has been in this state of disrepair for four years due to the contractors' failure to complete the job	12
Figure 4: A bridge between Mukuju and Totokidwe.....	13
Figure 5: A non-functional borehole in Apuwai Parish.....	14

LIST OF ACRONYMS

ACODE	Advocates Coalition for Development and Environment
AIDS	Acquired Immune Deficiency Syndrome
CAIIP	Community Agricultural Infrastructure Improvement Programme
CSO	Civil Society Organization
DDP	District Development Plan
FAL	Functional Adult Literacy
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
HIV	Human Immuno-deficiency Virus
Hon	Honorable
LC	Local Council
LED	Local Economic Development
LG	Local Government
LREP	Livelihoods Recovery Programme
LLG	Lower Local Government
LGMSD	Local Government Management and Service Delivery
NAADS	National Agriculture Advisory Services
NFA	National Forest Authority
PAF	Poverty Action Fund
TC	Town Council
UBOS	Uganda Bureau of Statistics
UPE	Universal Primary Education
IPFs	Indicative Planning Figures
URF	Uganda Road Fund

ACKNOWLEDGEMENT

This report is prepared annually as part of the Local Government Councils' Score-card Initiative (LGCSCI) which is a partnership between the Uganda Local Governments Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE). This report is an output of consultations with the district political and technical leaders and members of the community. At the Lower Local Government, consultations took place among the sub-county leaders and community members through Focus Group Discussions (FGDs). We acknowledge the contributions of the LGCSCI project team at ACODE and the district-based researchers across the country.

At the district level, we are particularly indebted to the offices of the District Chairperson, the District Speaker, the Chief Administrative Officer and the District Clerk to Council for their support to the assessment. In the same spirit, we acknowledge the cooperation of the district councilors who are the primary unit of study and analysis for the scorecard. We are grateful to Drake Rukundo for peer reviewing and Mukotani Ruyendo for technical editing of this report.

Funding for this assessment is provided by the Democratic Governance Facility (DGF). We are grateful to the DGF and contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU). Finally, we recognize that there still remain considerable gaps of information and data required to fully assess the performance of district councils and councilors. 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 second scorecard report for Tororo District Local Government. The score-card assessed the performance of Tororo District Local Government Council, the Chairperson, the Speaker and individual Councillors who are vested with powers and responsibilities to ensure effective governance Tororo District local governments as stipulated in the Local Governments Act. The scorecard is intended to build the capacity 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 was guided by a review of documents on planning and budgeting, service delivery monitoring, Tororo District Local Government performance reports, revenue enhancement plans and budget framework papers. 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 Councillors. Face-to-face interviews were held with the targeted community leaders and other key informant interviews at service delivery points; while focus group discussions further enriched fact-finding and assessment. The district remains heavily dependent on Central Government transfers that account for over 97% of total revenue. Locally-generated revenue and donor contributions were 2% and 1% respectively.

The assessment for Tororo District Council covered 35 Councillors including the district Speaker. The District Council scored 55 out of 100 possible points and improvement from 40 points in FY 2011/12. This improved performance was attributed largely to the relative political stability that returned after years of in-fighting in the Council. Hon. Emmanuel Osuna scored 82 points- an improvement from 78 points in 2011/12 assessment. Equally impressive performance was posted by the District Speaker who scored 69 points - up from 32. With an average score of 64 points, the councillors' performance drastically improved when compared to 40% in FY 2011/12. The best Male Councillor was Hon. Simon Opio from Rubongi Sub-county, who scored 82 points, while the best female Councillor was Hon. Betty Akioth representing Mukujju and Kwapa Sub-counties with 65 points.

Amidst this improved performance, there are major service delivery challenges that need to be addressed by the district leaders. Shoddy construction works, particularly in the Education Sector, undermined the positive gains

and investment. While individual monitoring greatly improved, a number of councillors did not have well-laid-out monitoring plans, while others failed to follow up issues to a logical conclusion. The Council also faulted on accountability measures where audit reports were not extensively debated. The report makes a number of recommendations with regard to increasing local revenue; strengthening accountability mechanisms; strengthening teamwork; and, improving coordination between the district and the lower local governments.

1. BACKGROUND

1.1 Introduction

This is a District Scorecard report for Tororo District Local Government for FY 2012/2013. The district is being assessed for the second time under the Uganda Local Government Councilors' Scorecard Initiative (LGCSCI). LGCSCI is a long-term initiative of Advocates Coalition for Development and Environment (ACODE) and the Uganda Local Government Association (ULGA), with the goal of strengthening citizens' demand for good governance and effectiveness in the delivery of public services, as well as boosting the professionalization and performance of Local Government councilors. The initiative was launched in 2009, with the first assessment focusing on the FY 2008/2009, and only 10 district councils covered. Coverage has been gradually expanding over the years, with the second assessment for Financial Year 2009/10 being conducted in 20 districts, the third (FY2011/12) in 26 districts, including Tororo.

1.2 District Profile

Tororo District is located in Eastern Uganda. It borders with the Republic of Kenya to the east, Bugiri District to the south-west, Butaleja District to the north-west, Mbale District to the north, Manafwa District to the north-east, and Busia District to the south. It is one of the original 38 districts that were created in Uganda upon the abolition of provinces in 1980. At the time, it was constituted by the current-day districts of Busia, Butaleja, Paliisa, Kibuku and Budaka, in addition to Tororo itself. While the Jopadhola and Iteso are the two dominant tribes, the district is cosmopolitan by nature with significant presence of other ethnicities, which include the Samia, Bagwere, Bagisu and Banyole. English, Swahili and Luganda are widely spoken, especially in the urban areas. The district headquarters is situated in Tororo Municipality which is located 214 km from Uganda's capital, Kampala.¹

Population Size, growth and distribution: The population density in Tororo District stands at 313 persons per square kilometer as computed on land area. The national census conducted in 2002 put the total population of Tororo District

¹ Tororo District Local Government Local Revenue Plan FY 2013/2014 – 2017/2018

at 379,399. With an approximate annual population growth rate of 2.4%, it was estimated that it would grow by over 30% after 10 years – to 487,900 by 2012. The projections for 2013 put the total population at 500,300² with an estimated 91% living in the rural areas. Figure 1 illustrates the trend of growth in population over the last decade. There are challenges associated with such growth, and these include increased pressure on the available resources that normally leads to land fragmentation, conflict arising from scramble for the limited resources.

Figure 1: Tororo District Population Trend over the years

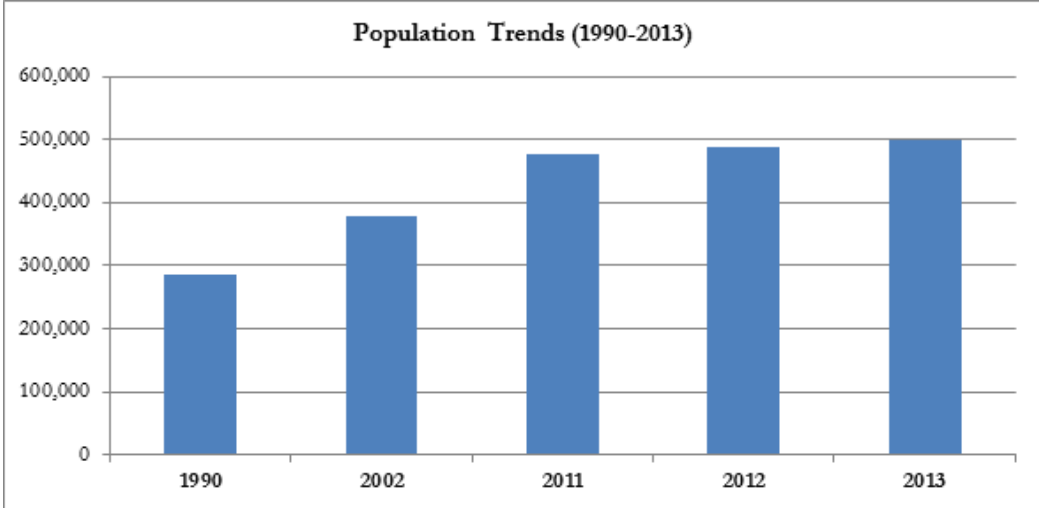


Table 1 presents key demographic characteristics of the district. It reveals that children aged five and below constitute over 20% of the total population. It also indicates that immunization coverage is 68%, which is far lower than the national rate that stands at 84%. Having only 9% of the population living in urban areas is a demonstration that the district is basically a rural economy. Suffice it to note that different sources tend to provide conflicting statistics on the population status of the district. The LREP, for example, puts it at 445,115 for 2013.³

Table 1: Demographic characteristics of Tororo District Local Government

Factor	District
Total Population	500,300
Annual growth rate	2.4%
Urbanization level	9%
Infant population below 1 year	19,599
Population under 5 years	92,071

2 UBOS Statistics

3 LREP 2013/2014 – 2017/2018

Infant mortality rate	98.1 per 1,000 live births
Maternal mortality rate	565 per 1,000 live birth
Fertility rate	7.1 per woman
Immunization coverage	68%

Source Tororo District Development Plan 2010/2011 – 2014/2015

1.3 District Leadership

1.3.1 Technical Leadership

While the focus of the study is the political leadership, ACODE recognizes the partnership with and role played by the technical wing of the Local Government. This is important because the functionality of the two groups is inter-dependent. Mr. Oswan Vitali Kituyi is the current Chief Administration Officer (CAO), and is supported by a Deputy and Assistant CAOs, various department heads, senior assistant secretaries and parish chiefs. The municipalities have their independent structures, and are headed by town clerks. A list of the senior technical staff of the district is presented in Table 2.

Table 2: List of Senior Members of Tororo District Technical Team

Designation	Name
Chief Administrative Officer	Oswan Vitalis Kituyi
District Education Officer	Yona Gamusi Doya
Chief Finance Officer	Sarah Namugwere
District Health Officer	Dr. Davis Cyrus Okumu
District Production Officer	Eva Wandera Musenero
District Engineer	John Robert Okello
District Planner	William Mulyabya
District Environment Officer	Owor John Gongo

1.3.2 Political Leadership

Meanwhile, the political head of the district is Hon. Emmanuel Osuna, who was re-elected into office as District Chairperson in the March 2011 general elections. Under him is a 35 member Council, of whom 14 are female and 21 male. Alongside these is the Resident District Commissioner, whose mandate is to monitor government programmes in the district. At the national level, the district is represented by five Members of Parliament.⁴ Table 3 lists the key political personnel.

⁴ Tororo District Council Minutes (2012-2013), Parliament of Uganda 2012

Table 3: Tororo District Political Leadership

Designation	Name
Chairperson	Emmanuel Osuna
Vice chairperson	Betty Akioth Akol
District Speaker	James Paul Michi
Deputy Speaker	Betty Amojong
Resident District Commissioner	Damulira Kyeyune
Members of Parliament	
Tororo Municipality	Hon. Sanjay Tanna
Tororo County	Hon. Geoffrey Ekanya
West Budama County- South	Hon. Marksons Jacob Oboth – Oboth
West Budama County – North	Hon. Fox Odoi Oywelowo
Woman Member of Parliament	Hon. Sarah Opendi

The Local Government Act provides for the appointment of Secretaries of Standing Committees, whose major responsibility is to chair meetings and guide the planning for the respective committees, as well as undertake monitoring of the government’s priority programme areas on behalf of Council. The office holders are as listed in Table 4.

Table 4: List of Secretaries for District Standing Committees

Committee	Name	Constituency
Finance, Planning and Administration	Joseph Okware	Tororo Municipal Council Western Division
Education, Sports, Health & Sanitation	John Odoi	Mulanda Sub-county
Production, Marketing & Natural Resources	Betty AkiothAkol	Mukuju/Kwapa Sub-county
Water Works and Roads	JoxjabwanaOwor	Kisoko Sub-county
Community Based Services	Emmanuel Osuna	Tororo District

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 scorecard. The following approaches were used in the process.

1.4.1 The Score-Card

The scorecard 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

5 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

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

and budgeting, participation in lower local governments and monitoring of service delivery.⁷

The scorecard is reviewed and ratified annually by internal and external teams. The internal group comprises of the ACODE research team 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.** After the inception meeting, followed performance assessment and the exercise involved comprehensive review of documents and reports on Tororo 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

- District Council Minutes FY 2012/13
- District Sector Annual reports FY 2012/13
- District Development Plan
- Capacity Building Plan
- Budget Framework Paper
- District Budget Estimates
- District Annual Work plan FY 2012/13
- Budget Framework Paper FY 2012/13
- PAC reports FY 2012/13
- Audit reports FY 2012/13
- Sub-county Council minutes FY 2012/13
- Standing Committee minutes FY 2012/13
- DEC Minutes FY 2012/13
- Sector Committee Reports FY 2012/13

b) **Key Informant Interviews.** Key informants were purposively selected for the interviews owing to their centrality and role in service delivery in the district. Interviews were conducted with the district technical and

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.

political leaders. The interviews focused on the state of services, level of funding, and their individual 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 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 49 FGDs were organized in 18 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. A total of 304 people, of whom 31% were women and the rest men, participated in the FGDs.
- 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 the 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 ARCHITECTURE AND THE STATUS OF SERVICE DELIVERY

The capacity of any Local Government to deliver on the devolved services and functions is highly contingent on the resource envelope available to the district, which must be supported by committed technical and political teams. Decentralization policy did transfer not only administrative powers but also the fiscal management of budgetary resources. In this section, the budget configuration of Tororo District is provided, upon which the state of service delivery in the district is analyzed.

2.1 District Budget Performance

2.1.1 General Trends in District Allocation

Funding from Central Government transfers accounted for up to 97% of the budget of Tororo District Local Government in FY 2011/12. Of the Ushs 22.7bn released, 90% was conditional grants. Locally-raised revenue accounted for 2% while donor funding was 1% of the total budget. The budget estimates for FY2012/2013 (see Table 6 below) reflect slight increase in all the sources except the Local Government Grant. The district has a narrow local revenue base, and this has been found to grossly impact on co-fund development, as well as limiting operational space based on the 20% entitlement.

Table 5: Overview of Revenues and Expenditures for Tororo District

			FY 2012	FY 2013
	Ushs 000's	Approved budget	Amount received by end of June	Approved budget
1	Locally-raised revenue	732,505	425,851	1,552,396
2 (a)	Discretionary Govt Transfers	2,331,838	2,331,838	2,469,797
(b)	Conditional Government Transfers	19,764,671	19,657,574	22,802,130
(c)	Other Government Transfers	4,021,558	2,098,699	3,606,533
3	Local Development Grant	759,588	1,459,310	788,980
4	Donor Funding	249,939	465,237	608,844
	Total Revenues	27,860,098	26,438,509	31,828,680

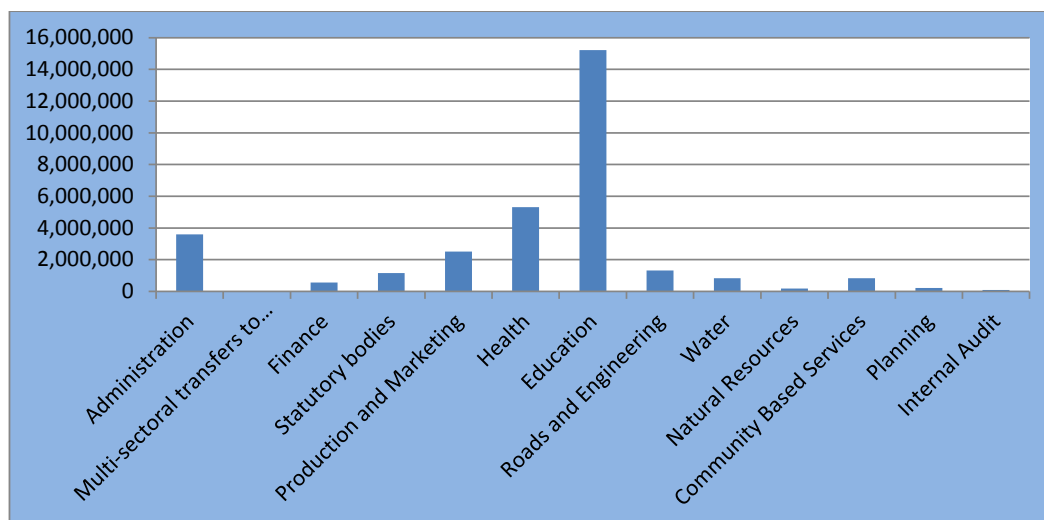
Source: Local Government Budget Estimates, FY 2012/2013

2.1.2 Breakdown of Sector Allocation

As earlier noted, the largest proportion (90%) of the Central Government transfers were conditional grants. In essence, the funding priorities were predetermined largely basing on the indicative planning figures provided by the Ministry of Finance, Planning and Economic Development for key National Priority Programme Areas (NPPAs) leaving the district with limited flexibility for priority setting. Sector breakdown reveals least allocation to the Natural Resources Department as priority was given to NAADS, Works and Technical Services, Administration and Education. Figure 2 provides a breakdown of the allocations by department.

The Local Government Act provision of District Councilors' entitlement of 20% of the locally raised revenue remains a constraint to their performance. Tororo DLG is challenged by a narrow tax base. While US\$732.5m/= was budgeted for in the FY, only US\$425.9m/= was collected. The 20% of this revenue translates into US\$21.3 million which is very inadequate to finance all the council operations.

Figure 2: Sectoral allocation of the Resources



2.2 State of Service Delivery

Government has an obligation to periodically account to its citizens regarding public service delivery. Key sectors that were the focus of this Local Council scorecard are the frontline service sectors that include education, health, roads, water and agriculture. A review of the performance indicators for Tororo District reveals the need to improve as most targets were not met in the year of study.

Table 6: Service delivery indicators in Tororo District for FY 2012/13

Sector	Indicators	National standard/ NDP target	District Target 2012/13	Level of achievement 2012/13
Education -Primary Education	Children of primary school going age (6-12 yrs)	-	-	136,243
	Enrolment	-	No target	Total:
	Pupil Classroom Ratio (PCR)	45:1	-	73:1
	Pupil Teacher Ratio (PTR)	45:1		60:1
	Pupil to Desk Ratio (PDR)	3:1	No target	
	PLE Performance	-	No target	Div 1: 2.6% Div 2: 24.5% Div 3: 26.7% Div 4: 21.9% U: 20.6%
Health Care services	ANC 4th Visit			
	Deliveries in Health Centres	35%	No target	31.1%
	Total beds	-	No target	-
	Access to Maternity services	-	No target	-
	MMR	-	-	565 per 1,000 live births
	IMR	-	-	98.1 per 1,000 live births
	Staffing Levels	-	73%	
	Latrine Coverage	90%		72.8%
Road Sub-sector	Km of roads under routine maintenance	-	354	417.7km (planned)
	Km of roads rehabilitated	-	14	57.6km (planned)
	Km of roads under periodic maintenance		25.1	22.8kn (planned)
	Proportion of roads in good condition		-	Not known
	Construction of bridges	-		None
	Opening up new community roads	-		18.8km(planned)
Water and Sanitation	Water coverage		-	65%
	Number of boreholes sunk			15 (planned)
	Number of boreholes rehabilitated	-	-	-
	Functionality of water sources	80%		92%
	Proportion of the population within 1km of an improved water source		No target	-
	Pit latrine coverage	90%	100%	72.8%
Agriculture	Number of extension workers per sub-county	-	Not known	
	Number of service points	-	Not known	
	Number of demonstration farms	-	Not known	
	Technical back-up visits	-	Not known	
	Number of instructors		200	239
	Number of participants		No target	3632
	Number of service centres	-	-	-
	Level of coverage	-	50%	Not known

FAL	Staffing Level	-	No target	Inadequate-lacking fiscal planner, Registrar of Titles, District Valuer, Forest Rangers & Substantive Head of Natural Resources.
	Conduct Environmental monitoring and assessment	-		-
	Production and update of the District State of the Environment Report (DSOER)	-	50 copies	-
	District Environment Action Plan	-	Not available	Not seen
Environment and Natural Resources	Preparation of District Wetland Ordinance	-		Not done
	Monitor wetland systems in the district	-	3 wetland systems planned, covered	-
	Establishment of Agro-forestry nurseries		1 planned, non-achieved	-
	Produced District Forest Development Plan	-	1	1
	Prepared Community Action Wetland Plan	-	1	1
	District Wetland Action Plan	-	1	Integrated into the DDP.
	Establishment of Agro-forestry nurseries			44
	District Wetland Action Plan	-		Not done
	Ordinance on Environmental Conservation		No target	Nothing done

Source: Assorted Local Government and National level Sector Reports⁸

2.2.1 Primary Education Services

Tororo District has a total of 159 government-aided primary schools with a total enrolment of 136,243 pupils. This is high in comparative terms as resources available for effective learning are constrained. Ordinarily, these include the teaching staff, classroom space, desks, learning materials and sanitation facilities, particularly pit-latrines. Statistics indicate that enrolment continues to overwhelm the number of teachers in the district despite efforts to lower it to the national standard of 1:45 teacher-pupil ratio. Not much improvement was recorded in this area from the previous Financial Year status. Several schools visited such as Iyolwa, Magoola and Nambogo exhibited large enrolments (ratio of 1:200) amidst low supply of desks, among other challenges. In some situations, boy and girl pupils were found to still share stances in dilapidated pit latrines. While the sector may have registered commendable progress over the years in terms of infrastructural development, there are still a number of schools with makeshift classrooms and instances of holding “under-tree” classes due to inadequate scholastic

8 Tororo DDP 2012/11-2014/15; MOES Tororo District Primary Education Statistics Academic Year 2012; Tororo District LG Annual Report FY2012/13; Tororo District LG Department of Education Statistics as of April 2013; GOU Ministry of Water and Environment 2012 - Water and Environment Sector Report, Kampala October 2012. FAL Monitoring Report 2011/12; District Health Staff inventory (December 2010); Tororo District HMIS Report 2011

infrastructure. This study further noted the absence of elaborate feeding programmes in schools in the entire district, with the exception of very few and usually private schools, such as Mifumi Primary School and those in Plan Programme area of Tororo West, North and East. A by-law was passed to this effect by the District Council although it has not been fully enforced. Overall, performance of the educator sector in the district remains dismal, with an average pupil-classroom ratio of 73:1, pupil-teacher ratio at 60:1, poor remuneration of teachers, and continuous frustration by teachers over delays to be included on the Government payroll.

These challenges may not be unique to Tororo District Local Government, and indeed it faces a multitude of other factors affecting the education sector. Poor monitoring systems, influence peddling of the education technical team in establishment of SMC's, non- functionality of SMCs in some schools and low or no motivation have led to a high rate of teacher absenteeism and inadequate teaching time. Lack of teacher accommodation; increased dropouts particularly for girls; low interest of parents in educating their children; inadequate instructional materials; continued poor performance in PLE; late release of UPE funds; and, high teenage pregnancies were all cited.

2.2.2 Functional Adult Literacy (FAL)

Tororo District has put considerable effort in the FAL programme with its implementation cutting across all the sub-counties. The review period indicates a total of 3,632 participants and 239 instructors in the district. The programme has, however, been hampered by many factors, especially the low funding prioritization. The programme experiences lack of instructional materials, high dropout rates of learners, as well as low retention of FAL instructors. It was noted that there was lack of motivation among the instructors who were reported as earning a dismal UShs 5,000/=, which was mentioned as the major single reason behind the high dropout rates.

2.2.3 Health Services

Up to 80% of the population of the district resides within 5km of the nearest health facility. Deliveries in health facilities are 31.1%, below the 35% for the national level. There are a total of 51 health facilities, 42 of which are Government while the rest are either private or NGO owned. The doctor-patient ratio stands at 1:43,144 against a national standard of 1:20,000, one midwife is expected to serve 3,720 women. The under-five mortality rate or even the child mortality rate of 52:1000 could be attributed to this huge demand.⁹ In government owned facilities, complaints of persistent drug stock-outs, lack

⁹ Tororo District Local Government Development Plan 2010/11-2014/15

of accommodation for staff, lack of clinical kits and equipment, including ambulances, non-functional solar systems initially provided for lighting and drug refrigeration, staff absenteeism and poor sanitary conditions, changing patterns of diseases and epidemics, and human resource challenges.

Figure 3: Poyameri HCIII in Magoola built by World Vision and Apuwai HC II, which has been in this state of disrepair for four years due to the contractors' failure to complete the job



This assessment notes that there was need to improve Tororo District performance on health. Immunization coverage, for example, was assessed at 68% against the national rate of 84%. Both infant mortality (98.1/1,000) and maternity mortality (565/100,000) rates were considerably low – against 88.4/1,000 and 505/100,000 respectively. Consequences of the “push system” by the National Medical Stores were also noted and these included: high rate of drug expiry at health facilities, possession of irrelevant drugs, poor storage and increased theft of medicine due to lack of proper controls.¹⁰

2.2.4 Agriculture

The economy of Tororo is largely dependent on farm agriculture, which is mainly subsistence (75%) and employs over 80% of the total population. Only 0.35% of the population is reportedly engaged in commercial agriculture. A wide variety of crops are grown, which include millet, cassava – the most grown by 23.7% peas, beans, sweet potatoes, simsim, cotton, sunflower, onions, coffee – the least grown by 0.3% --pineapples, and rice among others. Apart from being subsistence, the crops are also of low economic value. The population also keeps livestock albeit on a minimal scale and mainly the indigenous type, with only 30% reportedly rearing cattle and another 39.6% having goats. Exotic breed of animals are kept by a small minority, sheep can be found scattered, fish-farming (3%) is being taken up by some, and pigs and poultry are fairly widespread. Birds kept are ducks, turkeys and guinea fowls.

¹⁰ Tororo District Local Government (2013): Department of Health Performance Review Report FY 2012/13.

The National Agricultural Advisory Services (NAADS) introduced to improve production under Plan for the Modernization of Agriculture (PMA) is argued by many as having had some impact but registered more setbacks to the extent that Government almost abolished it recently. It has been found to be less effective in terms of the kind and quality of support that the initial extension services gave to agriculture. Amidst these challenges, findings of this research noted the numerous constraints farmers face in the districts. NAADS support is said to be inadequate, sometimes selective, and aggravated by a cumbersome procurement process.

2.2.5 Roads Sub-sector

Figure 4: A bridge between Mukuju and Totokidwe



The road network under the direct watch of the district comprises gravel surface district roads (mainly connecting sub-counties) and earth surface community access roads (connecting parishes and villages). The district also has a functional railway network, and provides

a central connection point for three distinct destinations, namely Malaba-Mombasa, Mbale - Pakwach (recently re-opened) and Jinja– Kampala - Kasese. This study observed that district roads were in relatively good condition compared to the community access roads. However, cases of breakdown of roads and bridges - attributed to shoddy work -were common. Two bridges - one connecting Magoola and Poyawo, and another Nambogo and Gulewere reported broken, the one between Mile Eight and Mella was at the verge of collapse, while culverts to fix the Iyolwa – Mulanda Bridge were said to have been lying at site for several months.

2.2.6 Water and Sanitation

Safe water sources in the district comprise boreholes, shallow wells, gravity water and protected springs. In terms of functionality, during the year under review, it was reported that 661 boreholes, 21 shallow wells and 205 protected springs were functional, representing 92% against the national standard of 80%. A total population of 243,500 is said to benefit from the water coverage. Suffice it to note that this is the sector with some elements of progressive

performance, particularly surpassing the above target of coverage that increased from 58.5% in the previous FY to 65%. Overall, most areas visited during the study had a clean water source of one type or the other. The FGD in Magoola recognized the role of NGOs, citing their provision of boreholes in the area and repairing them whenever they broke down. Complaints raised by the communities included regular breakdowns of especially boreholes. Below is an example of a borehole in Apuwai Parish that has not been attended to in a long time.

Figure 5: A non-functional borehole in Apuwai parish

Other challenges mentioned were long queues at some water sources, floods



that contaminated protected water springs, long distances to water points, among others. Sources with active water use committees were at 52%. Meanwhile, sanitation remained a concern as pit latrine coverage was still at only 72.8% and this was against the NDP target of

90%.

2.2.7 Environment and Natural Resources

The most distinct feature in Tororo District is what has been described as the tertiary pre-elgon volcanic rocks, which include Tororo rock and Osukuru hills. They are known to be very rich in minerals used as raw materials to produce cement, fertilizers and fungicide. The District Development Plan also names some eco-tourist attractions, as including the famous Tororo Rock, the Rock Classic Hotel, Tororo Golf Course, the Osukuru hills and Nyakiriga hills.

Tororo District faces challenges of wetland encroachment, ecosystem destabilization and pollution. Consequently, floods or droughts are experienced at short notice because of failed eco-systems. Challenges constraining environment management were cited, and include: lack of appreciation of environment issues, inadequate funds for planned activities, poor enforcement of the existing policies, and political interference. The resultant impact of increased encroachment and degradation of the wetland continues to reduce surface and ground water availability, micro-climate change, scarcity of wetland products with adverse consequences on the quality of life of the communities who depend directly on the wetland for livelihoods. Lack of prioritization of the sector is evidenced by the budget, both at Local

Government and Central Government levels. While UShs 760.5m/= was budgeted, a paltry UShs92.4m/= (or 12%) was spent in the whole FY, implying that 90% of the planned activities were not carried out. Above all, it was the least funded service-oriented department despite its immense importance.

In conclusion, the Five-Year District Development Plan supported by annual work-plans is not translating into desired development results aimed at improving Tororo District. Apart from health, all frontline service delivery sectors of education, roads, water, agriculture spent less than budgeted. Funding to the Environment and Natural Resources Department had to do with as low as 12% of its annual budget. Therefore, the quality of services delivered to the people of Tororo District remains low. As long as allocation to District Councilors remains tagged to 20% of the local revenues, there can never be effective monitoring given that it does not feature on the priority list even by the Central Government.

3. TORORO DISTRICT SCORECARD: ANALYSIS OF RESULTS AND INTERPRETATION

The scorecard is premised on a set of parameters which guide the assessment of the level of performance of Local Government Council organs and councilors in the execution of their mandates.¹¹ The indicators used are anchored on both their administrative and service delivery roles in the governance of the district. The assessment focuses on the political wing of management, which is the District Council. The Council is constituted by the following organs: District Local Government Council, District Chairperson, District Speaker and the individual Councilors. Suffice it to note that the Local Government Council Scorecard Initiative is currently the sole tool in the country that assesses the performance of local government councils and councilors.

3.1 Performance of the District Council

The scorecard assessment has been projected in four broad categories of performance areas. Firstly, the legislative role of Council and Councilors, with the aim of improving attendance and participation in plenary sittings and committee meetings, strengthening the oversight role of Council, and providing tools necessary for the technical staff to perform their duties well. Secondly, councilors are obliged to deliver on their mandates, hence the requirement to account to the citizens. The third area of assessment is in their participation and performance in planning and budgeting, while the fourth is community-based, where they monitor service delivery of NPPAs. The parameters for assessment of council are derived from the functions of the Local Government Councils as stipulated under the Local Government Act. The scorecard assessment intends to bring to the fore the extent to which Tororo District Local Government Council was able to exercise its mandate. This mandate relates to legislation, planning and budgeting, enforcing accountability and monitoring service delivery.

¹¹ See Third Schedule of the Local Governments Act, Section 8.

The findings of this assessment as contained in Table 8 (see below) reveals the District Council's hugely improved performance in a period of just one year. This follows very poor performance that comparatively put the district at the bottom of the assessed districts in the FY 2011/2012 cycle. Considerably good progress was registered in the Council's legislative roles (from 15 to 17 points), which was attributed to the good leadership and guidance by the District Chairperson, the reduction of conflicts in the Council which has promoted harmonization, and councilors playing their roles effectively. Table 7 shows the details.

Table 7: Performance of Tororo District Council in FY 2012/13

Performance Indicators	Actual Score		Maximum Scores	Remarks
	FY 2011/12	FY 2012/13		
1. LEGISLATIVE ROLE	15	17	25	
Adopted model rules of Procedure with/without debate (amendments)	2	2	2	<p>Adopted in the first Council meeting held on 24th – 25th, August 2011. Membership to ULGA is receipted after payment of 3.5m/= 18th June 2013. The District Council had functional Committees. DEC Minutes show that the committee met 16 times; Works Committee (6); Finance (4); Health (6); Planning (4); G&CB (6). Business Committee sittings were on: 7th July 2013; 20th June 2013; 10th Dec 2012; 24th Apr 2013.</p> <p>Lawful Motions: Service delivery - compulsory feeding at school; Road usage and maintenance; Accountability - Comprehensive Report on unspent funds; Sanctioning officers causing return of funds; On Policy – Sanctioning officers causing return of funds;</p> <p>Ordinances passed: Ordinances on feeding school children; on Road usage and Maintenance; on agriculture;</p> <p>Conflict resolution: illegal survey of land in mining areas; DEC meeting with parties 7th June 2013</p> <p>Public Hearings: Freedom to attend Council sittings; Copies of record attached;</p> <p>Evidence of legislative resources: Located in the Municipality; equipped Clerk's office, chambers available, a lounge present;</p> <p>Petitions: A dialogue held on World Vision</p> <p>Capacity building: On procurement issues.</p>
Membership to ULGA	0	2	2	
Functionality of the Committees of Council	3	2	3	
Lawful Motions passed by the council	1	2	3	
Ordinances passed by the council	1	1	3	
Conflict Resolution Initiatives	1	1	1	
Public Hearings	1	1	2	
Evidence of legislative resources	3	4	4	
Petitions	0	1	2	
Capacity building initiatives	3	1	3	

2. ACCOUNTABILITY TO CITIZENS	16	14	25	
Fiscal Accountability	3	2	4	<p>Fiscal accountability: PAC reports (No evidence) reviewed by DEC, approved in Council; Revenue shared with Nagongera T/C – 2,693,350m/=; Kisoko S/C – 2,940,780. Copies attached;</p> <p>Political accountability: Provision made for citizen gallery; Freedom to observe Council sittings; Supplementary budgets and work plans; Return of funds; Labour day celebrations; Evidence of council debates: Min 05/05/13; of 9th May 2013; Min 13.06/13 of 12th June 2013</p> <p>Functional Boards: District Land Board; District Public Accounts Committee; District Service Commission; Standing Committees in place; Sanctioning of relevant officers on delayed accountability by CAO; Mr. Orono Francis Oguti is the Information Officer.</p> <p>CSO involvement - Benedictine Eye Hospital, TASO; Evidence of partnership – MoUs signed; Local community involvement – sub-county chairpersons and other leaders; Statutory bodies, Development Partners, Corporate Institutions, schools, the general public on radio announcements; Resolution to ULGA extra submitted on 30th May 2013; On-going discussion on Client Charter; Evidence – TPC Minutes.</p>
Political Accountability	5	5	8	
Administrative Accountability	6	4	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	2	
Commitment to principles of accountability and transparency	0	1	3	
3. PLANNING & BUDGETING	9	10	20	
Existence of Plans, Vision and Mission Statement	5	5	5	<p>All approved copies of plans attached – Development, Capacity Building, Revenue enhancement, work plan; Vision, Mission Statement displayed in Chairman and CAO's office;</p> <p>Copy of Budget Framework Paper attached; Budget laid on 12th June 2013 and approved on 27th June 2013; Evidence of Sector budgets and Work plans: Production 12th Apr 2013; Works 13th June 2013; Community Based Services 13th June 2013; F&A 15th June 2013, 18th November 2012; Local Revenue – LR Enhancement Plan (copy attached); Initiatives (copy attached); Estimated LR – 655,421,760/=, and actuals 704,663,560/=.</p>
Approval of the District Budget	4	3	4	
Local Revenue	0	2	11	

4. MONITORING SERVICE DELIVERY ON NPPAs	12	14	30	
Education	0	3	5	<p>Education: One monitoring visit made; Schools visited: Mikia P/S; Kisoko Boys P/S; Sesera Girls P/S; Mulanda P/s; Bishop Okile P/S; Totokidwe P/S; Kalait P/s; Amenemoit P/S; One report received and discussed in Council; Transfer of head teachers and low performing teachers;</p> <p>Health: Two monitoring visits made by the Health Committee; 7 Health Centres visited; One report received and discussed in Council; Follow-up on actions – recruitment of midwives in targeted HC IIIs; Recent deployment of more HC staff.</p> <p>Agriculture and extension: Two visits made as proposed Work Plan; 4 reports received and discussed; Recruitment of Agricultural and Veterinary staff; Construction of slaughter slabs;</p> <p>FAL: Two monitoring visits made by the G&C Committee as proposed in the Work Plan; 4 reports received and discussed in Council</p> <p>Environment and Natural Resources: Two visits made by the Production Committee out of the 4 planned; 2 reports discussed in Council; Follow-up evidence – One of the most effective departments, funds were tripled for acquisition of various tree seedlings from 7m/= to 25m/=.</p>
Health	0	4	5	
Water and Sanitation	0	0	4	
Roads	0	0	4	
Agriculture and Extension	0	2	4	
Functional adult Literacy	0	1	4	
Environment and Natural Resources	0	4	4	
TOTAL	40	55	100	This was an improvement from 40 points in FY 2011/12 to 55 in FY 2012/13

3.2 Performance of the District Chairperson

Hon. Emmanuel Osuna was the political head of Tororo District Local Government, and was serving his second term of office as Chairperson. The scorecard initiative assessed his performance on five parameters, namely, political leadership; legislative role; contact with electorate; initiation and participation in projects in electoral area; and monitoring of service delivery. An overall performance of 82% (and 6th position) put him as one of the best-performing District Chairpersons in the entire country. He scored 95%, 73%, 90%, 90% and 75% in the five indicators respectively. The Chairperson declined from 91% to 75% in monitoring of service delivery. The assessment noted massive improvement in his political leadership, as well as legislative role from previous 65% to 95% and 26% to 73% respectively. Find details in Table 8.

Table 8: Tororo district Chairperson’s Scorecard for FY 2012/13

Name	Emmanuel Osuna			
District	Tororo			
Political Party	NRM			
Gender	Male			
Number of Terms	2			
Total Score	82			
ASSESSMENT PARAMETER	Actual Score		Maximum Score	Comments
	2011/12	2012/13		
1. POLITICAL LEADERSHIP	13	19	(20)	
Chairperson presided DEC meetings 15 times, and also delegated once – on 29th May 2013;				
Presiding over meetings of Executive Committee	3	3	3	Monitoring and Admin: Renovation of District Veterinary block; Construction of Corner Bridge; Construction of District Doctors’ House; Commissioning of Mukuju and Nagongera staff houses; Commissioned Mukuju PTC borehole; Evidence – Action Paper as at 30th April 2013;
Monitoring and administration	2	5	5	Evidence on contentious issues – Return of funds – CAO’s letter dated 30th May 2013; Acquisition of land by Tororo Cement Industry – 1st June 2013; Dispute solving – Petition over illegal survey of land in Rubongi and Osukuru sub-counties
Report made to council on the state of affairs of the district	2	2	2	
Overseeing performance of civil servants	2	4	4	Evidence of reports to Council: Three reports made on state of district address; Reviewed issues of unspent balances – DEC meeting Min. 03/07/07 of 23th July 2012; Procurement services DEC Min. 4th July 2012
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC,)	0	2	2	Oversight on civil servants: Copies of Chairperson’s communication to the CAO attached; Follow up on unspent balances – copies attached; DEC/Joint HoD meeting 11th June 2013; DEC meeting with Finance staff on 19th June 2013 at the Chairperson’s office
Engagement with central government and national institutions	4	3	4	Oversight on DSC and other bodies: Submission of names nominated; Chairperson and members of DSC 27th June 2013; Approval of the DSC on 5th July 2013 – Copies attached
				Engagement with Central Government: Wrote to RDC on allegations by Hon. Ekanya, MP Tororo County on 31st July 2012; World Breastfeeding Week celebrations on 1st Aug 2012; District Security meeting 1st Aug 2012; Security meeting 28th February 2013; Security meeting for Magoola 20th Apr 2013: Copies attached.
2. LEGISLATIVE ROLE	4	11	(15)	
Regular attendance of council sessions	2	2	2	Attended all eight Council sittings; Motions: Compulsory feeding at school; Road usage and Maintenance; Return of funds; Bills: Maternal new born and child health, Compulsory feeding at school, Road usage and maintenance, Sanctioning of officers causing returning of funds
Motions presented by the Executive	2	4	6	
Bills presented by the Executive	0	5	7	

3. CONTACT WITH ELECTORATE	10	9	(10)	Meetings: Consultative meeting held on 29th June 2013; 20th Feb 2013 CAIIP Site meeting – Siwa Trading Centre, Nabuyoga s/c – minutes attached; Media – The New Vision, The Daily Monitor, The Redpepper; Issues and feedback: Petition of illegal survey of land in mining areas – Letter dated 7th June 2013; Compulsory feeding at school meeting with all LCI Chairpersons of affected areas of Osukuru and Rubongi; DEC meeting on mining action in Rubongi and Osukuru.
Programme of meetings with Electorate	5	4	5	
Handling of issues raised and feedback to the electorate	5	5	5	
4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	10	9	(10)	Projects: 10 acres of pine trees; Osuna green bed in UCC; Initiation of matooke growing – 3 acres and extended to Paya (2 acres); Fruit growing – mangoes and oranges (3 acres); Contributions: Advice given (no evidence); Women Day celebrations in Nabuyoga s/c – 100,000/=;
Projects initiated	3	3	3	
Contributions to communal Projects/ activities	2	1	2	
Linking the community to Development Partners/NGOs	5	5	5	Linking Community to DPs/NGOs: TDLG and Tororo Hospital Diabetic Association 20th March 2013; TASO 200m/= project with the district on 24th May 2013; Signed MOU: Ministry of Water and Environment and TDLG: Signed: Water and Sanitation Development Grant 26th June 2013; All the above are operational.
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	41	34	(45)	Agriculture: Visited farmers Groups and NAAADS sites in Osukuru, Mella, Nagongera and Paya; Copies of reports attached; On-going construction of Molo HCIII; Construction of staff house at Panyangari HCIII; Construction of Doctors' house in Tororo Referral hospital; Renovation of Mulanda HCIV
Monitored Agricultural services	7	5	7	
Monitored Health Service delivery	6	7	7	Health: Monitored Mulanda HCIV, Tororo General Hospital, Mukuju HCIV; Molo HCIII, Panyangasi HCII, Osukuru HCIII, Kiyeyi HCIII – All reports attached, copies of evidence attached
Monitored schools in every sub-county	7	5	7	Schools: Merikit P/S, Kidera P/S, Pobwok P/S, Kiyeyi P/S, Sop Sop P/S, Gwaragwara P/S; Evidence – PRDP Monitoring Report 15th Feb 2013; Construction of laboratory; Evidence – Reports attached
Monitored road works in the district	7	5	7	Road Works: Matawa bridge, Amoni bridge, Mukuju Trading Centre, PeiPei, Morikiswa – 12km; Morikatipe – Oriyoyi – Water works road; Evidence: Report on launch of road construction; Action points attached
Monitored water sources in every sub-county	7	5	7	Water: Sources monitored – Kwapa, Rubongi, Kisoko, Sop Sop; Evidence - Reports dated 18th Sept 2012 attached; Follow-up: Rehabilitation and extension of Manafwa – Tororo gravity scheme; extension of piped water to Kisoko and Nabiyoga
Monitored functional Adult literacy session	2	2	5	FAL: 2 planned and 2 monitoring visits made; Report – Quarterly reports October – December 2012 copy attached;
Monitored Environment and Natural Resources protection	5	5	5	ENR: Monitored Rubongi, Nagongera, Nyangole, UCC Tororo; Evidence – Reports dated 28th June 2013 attached; Action points attached.
TOTAL	78	82	100	The District Chairperson improved from the previous rating of 78 to the current 82 points

3.3 Performance of District Speaker

The Speaker of Tororo District Local Government was Hon. James Paul Michi, a councilor representing Eastern Division. As a Speaker, his performance was assessed based on four parameters, thus: presiding over and preserving order in council; contact with the electorate; participation in lower local councils; and, monitoring service delivery. In this assessment, the speaker's performance strengthened tremendously, garnering 69 points – up from the dismal 32 he scored in the previous FY. The areas of improvement were in the management of Council where he moved from 8 to 21 points and monitoring of service delivery on NPPAs from 7 to 30 points. Contact with electorate also made progress from 11 to 16 points. The Speaker declined in his participation in the lower local councils, dropping from 6 to 2 points. Table 9 gives the scores in the various indicators.

Table 9: Tororo District Speaker's performance for FY 2012/13

Name	James Paul Michi	Level of Education		Post Graduate Diploma
District	Tororo	Gender		Male
Sub County	Eastern Division	Number of Terms		1
Political Party	NRM	Total		69
ASSESSMENT PARAMETER	Actual Score		Maximum Score	Comments
	FY 2011/12	FY 2012/13		
1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL	8	21	(25)	<p>The 4 Council meetings chaired were on: 4th Dec 2012; 24th Jan 2013; 27th March 2013; 28th May 2013</p> <p>Delegated Business Committee but not Council</p> <p>Rules of Procedure: Evidence in First Council Meeting on 4th Dec 2012; Every Council is run on rules of procedure – Evidence in the Minutes; All minutes are circulated to members before the Council meeting</p> <p>Business Minutes: Evidence of meetings available – 10th Dec 2012, 24th Apr 2013, 7th June 2013</p> <p>Records: Delivery book, Dairy, Note books, etc;</p> <p>Motions: 4th Dec 2012, p.6 – 9 resolutions and motions – generated as motions from Committees</p> <p>Special skills: Done on 27th March 2013 on Eastern Mining Company; Investigations on the company on 15th May 2013 and 26th June 2013.</p>
Chairing lawful council/ meetings	2	2	3	
Rules of procedure	2	6	9	
Business Committee	2	3	3	
Records book with Issues/ petitions presented to the office	2	2	2	
Record of motions/bills presented in council	0	3	3	
Provided special skills/knowledge to the Council or committees.	0	5	5	

2. CONTACT WITH ELECTORATE	11	16	(20)	Evidence provided dated 17th Nov 2012; 21st Sept 2012; 30th Sept 2012; 3rd May 2013
Meetings with Electorate	9	7	11	
Office or coordinating centre in the constituency	2	9	9	Meetings with Communities – reports with evidence of attendance lists; Coordinating centre: At his home; Evidence of Visitors book; Evidence of visitors, Parish Coordinators visiting; Documentation – Files, Invitation letters, Minute Files
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	6	2	(10)	4 LG meetings held on 11th June 2013; 28th Feb 2013; 4th Apr 2013; 30th Jan 2013.
Attendance in sub-county Council sessions	6	2	10	
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	7	30	(45)	Health units monitored: Serona, Mudakor, Police, Amagoro A, North and Central; Evidence of combined reports for all centres visited;
Monitoring Health Service delivery	1	3	7	
Monitoring Education services	1	3	7	On follow-ups – None, only recommendations;
Monitoring Agricultural projects	1	4	7	
Monitoring Water service	1	5	7	Education: Visited more than half, apart from St. Kizito; Follow-ups – Issues raised but no action taken so far;
Monitoring Road works	1	5	7	
Monitoring Functional Adult Literacy	1	5	5	
Monitoring Environment and Natural Resources	1	5	5	Agriculture: Visited Amagoro Farmer Group – growing groundnuts; Inclusion of PWDs in NAADS and CDDs; Approval of files for NUSAF II project, households not benefiting compared to Works; Water: Visited all water sources, compiled one report for all; Follow-up: Nyangole B land, 230,000 raised for minor repairs; Roads: Visited where maintenance is taking place, and areas where roads are good; - Reports submitted on Roads in Amagoro A, Central and South; and Opening of Amagoro A, Central and Malaba highway FAL: FAL report made on 1st Apr 2013; Report on fundraising for renovation of buildings; Follow-up actions – Provision of scholastic materials by Hope For Kids – parents and children; Monitoring ENR: Visited on 26th March 2013; Protecting wetlands (Amagoro from illegal activity); Follow-up – Encourage planting of pine trees to restore green in the area and control erosion and degradation
TOTAL	32	69	100	The Speaker more than doubled his efforts, recording an overwhelming improvement from 32 in the previous assessment to 69 points.

3.4 Performance of District Councilors

The councilors were assessed basing on four parameters, namely: legislative function; contact with electorate; participation in lower local governments;

and, monitoring of service delivery. Tororo District Local Government has a total of 36 councilors. Table 10 details of the councilors' performance.

Table 10: Scorecard performance for Tororo District Councilors for FY 2012/12

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
Simon P. Opio	Rubongi	NRM	M	1	55	82	49	8	8	5	0	21	11	6	17	10	7	7	3	7	5	1	4	34
Alex OkothOwor	Petta	NRM	M	2	39	77	97	8	8	5	0	21	11	6	17	10	5	5	5	5	5	3	1	29
Joseph Okware	Western Division	NRM	M	3	16	76	375	8	8	2	0	18	11	9	20	10	5	5	5	5	5	3	0	28
Moses OfwonoOjara	SopSop	NRM	M	1	27	74	174	8	8	3	0	19	7	6	13	8	5	7	7	5	5	0	5	34
Michael Mijasy	Nabuyoga	NRM	M	2	37	67	81	5	5	0	0	10	11	9	20	10	7	7	3	5	0	0	5	27
Betty Akircoth	Mukuju/Kwapa	NRM	F	1	54	65	20	8	8	2	0	18	9	9	18	0	7	5	5	7	1	0	4	29
Jimmy A. Alia	Kwapa	NRM	M	1	21	65	210	8	8	3	0	19	6	5	11	6	5	5	5	5	5	0	4	29
JacklineAyaa	Nabuyoga	NRM	F	2	28	60	114	5	5	0	0	10	11	6	17	10	3	7	1	5	1	1	5	23
James Onyango	Nagongera	NRM	M	2	40	57	43	1	8	0	0	9	7	6	13	10	5	5	5	5	1	0	4	25
Iren Rutayisire	Westen Division	Ind	F	1	20	56	180	5	8	0	0	13	4	5	9	10	5	5	5	1	5	3	0	24
Lydia Nyaketeho	Kisoko/Petta	NRM	F	2	26	56	115	8	4	2	0	14	11	9	20	0	3	3	3	7	1	5	0	22
Samuel K. Omaset	Mella	UPC	M	1	19	55	189	5	8	0	0	13	11	9	20	4	1	5	1	5	5	0	1	18
JoxOworJabwana	Kisoko	NRM	M	3	28	54	93	5	1	2	0	8	11	9	20	4	1	7	0	7	7	0	0	22
John M. Odongo	Iyolwa	NRM	M	1	22	52	136	5	4	5	0	14	7	2	9	4	5	7	0	7	2	0	4	25
BennaArmojong	Mella/Malaba	NRM	F	1	21	51	143	8	0	0	0	8	11	9	20	0	7	3	0	7	5	0	1	23
Jenifer Akoth Onyango	Mulanda	Ind	F	1	30	49	63	4	4	0	0	8	7	9	16	0	5	7	3	5	3	1	1	25
Samuel Odong	Magoola	NRM	M	1		49		8	5	0	0	13	4	2	6	6	5	3	1	5	5	0	5	24
John Okea	PWD	NRM	M	2	33	47	42	8	8	5	0	21	7	9	16	2	1	1	1	5	0	0	0	8
Jacob Opio	Youth	NRM	M	1	23	46	100	8	8	2	0	18	7	9	16	4	1	0	0	5	1	0	1	8
Gabriel Onyango	Merikit	FDC	M	1	33	45	36	5	5	0	0	10	8	2	10	0	1	5	5	5	5	0	4	25
John Odoi	Mulanda	NRM	M	1	34	45	32	5	1	0	0	6	2	9	11	6	5	5	1	5	5	0	1	22

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				
Dan Okware	Molo	NRM	M	1	45	45	0	4	4	5	0	13	4	4	4	8	0	5	5	0	5	5	5	0	4	24		
StepherOdwar	Nagongera TC	NRM	M	2	24	42	75	8	1	0	0	9	11	9	20	2	1	3	3	3	1	0	0	0	0	11		
Zebedayo0moit	Mukusu	Ind	M	1	42	39	-7	5	1	2	0	8	4	6	10	0	5	5	0	5	5	0	5	0	1	21		
Rose C. Adikin	PWD	NRM	F	3	9	39	333	4	4	2	0	10	11	4	15	0	5	1	1	1	1	5	0	1	1	14		
Juliet Nyawere	Merikit/Molo	NRM	F	1		39		4	4	0	0	8	7	4	11	0	5	7	3	3	1	0	1	0	1	20		
Joan Olowo	Nagongera TC & SC	NRM	F	2	19	32	68	8	8	0	0	16	2	9	11	0	1	1	1	1	1	1	0	0	0	5		
VerusaAmachiOchwo	Paya/Sop Sop	NRM	F	2	19	32	68	8	5	2	0	15	2	6	8	2	5	0	0	1	1	1	0	0	0	7		
DonatosOkumu	Kirewa	NRM	M	1		31		5	5	0	0	10	2	6	8	0	5	1	1	1	5	0	0	0	0	13		
Loy Wandwasi	Eastern Division	NRM	F	1	35	30	-14	1	1	0	0	2	7	2	9	2	5	0	5	5	0	1	1	3	0	17		
Florence Owora	Iyolwa/Magola	NRM	F	1	30	29	-3	1	1	0	0	2	0	4	4	4	7	7	0	1	1	1	1	3	0	19		
Stella Okoth	Tororo	NRM	F	1	33	29	-12	4	8	0	0	12	0	2	2	0	0	4	1	0	5	1	4	1	4	15		
Margaret Nyaburu	Kirewa	NRM	F	1	15	27	80	1	8	0	0	9	2	4	6	0	1	7	3	1	0	0	0	0	0	12		
Michael Omara Oburu	Paya	NRM	M	1	34	27	-21	5	8	3	0	16	2	2	4	2	1	1	0	1	1	0	1	1	0	5		
Average				1	29	49	92	6	5	1	0	12	7	6	13	4	4	4	4	2	4	3	1	2	1	20		

The performance of Tororo District Councilors for FY 2012/13 improved in terms of overall average from 29 in the previous assessment to 49 points. The reduced wrangling among councilors, their resolve to make up for time lost, and eventual appreciation of their roles contributed to this performance. Eighteen of the councilors assessed (excluding Speaker) scored below 50 out of the maximum 100 points. Only 4 of them scored 70 points and above. The best performer was Hon. Simon P. Opio representing Rubongi Sub-county. The best female councilor was Hon. Betty Akioth representing Mukujju and Kwapa Sub-counties with 65 points. The worst performance was registered in participation in the Lower Local Governments which performed with 2 out of 10 points.

3.5 Interpretation of Results

The District Council scored 55 out of 100 points, the Chairperson garnered 82 out of 100), Speaker scored 69 out of 100 points and Councilors on average scored 49 out of 100 points. Comparatively, this performance was a drastic progress against the findings of the previous assessment. A number of factors have been advanced for the commendable performance both in terms of the political function and service delivery outcomes. These are categorized into two: internal and external factors.

3.5.1 Endogenous factors affecting performance

i) Emerging cohesion among the Leadership

The hugely improved performance can largely be attributed to the lull in the prolonged chaos that had engulfed the administrative systems of the district. For several years, Tororo District Council was faced with a series of conflicts that paralyzed the functioning of both the technical and political arms of the district. The conflict pitted the technical arm and the executive on one hand against majority of councilors on the other hand. In the resultant confusion, no meaningful debates could be held as the situation sometimes degenerated to physical fights. The poor performance in FY 2011/12 therefore, was not a surprise. However, the tireless efforts put in place to resolve the matter bore fruit, and the situation has since returned to normal. The tremendous progress is, therefore, a result of a council making up for the lost time and delivering on its mandate.

ii) Unfulfilled expectations

Many of the new councilors are still grappling with the demands in the political arena. In recent times, politicians have been driven more by economic benefits than service delivery. A good number have found their expectations

are not what pertains on the ground, hence the seemingly low morale in the execution of their duties. But most profoundly, poor facilitation emerges as the most critical factor constraining performance, as they cannot conduct regular monitoring as well as organizing community meetings to account to their voters.

iii) Internalizing their role

There was an apparent failure on the part of some councilors to distinguish between the functions of the political and technical arms of the local government. Council is mandated to provide an oversight function over the technical arm while the technical arm, under the leadership of the Chief Administrative Officer (CAO), implements lawful council decisions.

iv) Utilization of Council Resources

The assessment noted continued dissatisfaction among councilors, most of who begrudge their executive members for benefiting more from the rather thin budget line. Given that the allocation to their activities – especially in the monitoring and supervision - is so wanting, the allegation is that the executive members end up hijacking most of it. The better performance of the executive is a pointer to this school of thought.

v) Control of council proceedings

The previous review period – were characterized by fights, deliberate sabotage of debates and discussions, outright abuse and foul language, disrespect of authority and all sorts of unethical behaviour unbecoming of public leaders. There have been concerted efforts to address these challenges, which have culminated into decency and orderliness now being witnessed in the Council. In effect, the outcome is reflected in the performance of the Speaker in the presiding and preservation of order, where he improved from 8 to 22 out of 25 in this FY being reviewed.

vi) The level of education

The level of education of elected leaders plays a big role in their ability to analyze and provide the needed oversight and planning function of council. The level of education is also important in the interpretation of the laws and regulations that guide the conduct of council. It was observed that the majority of the councilors had not attained the equivalent of Uganda Certificate of Education (UCE). Consequently, this led to council being captured by a few dominant individuals tending to drive its agenda towards their own interests.

vii) Contact with the electorate

During FGDs and field visits conducted in the various sub-counties it was observed that district councilors did not have officially laid out plans for meetings with the electorate and therefore did not conduct formal meetings. The few councilors that sustained their contact with the electorate continued to do so during social functions such as church services, weddings and burials. The majority of the FGD participants still maintained that the only time they were guaranteed to see their councilor was during the election period.

viii) Participation in sub-county council meetings

Evidence from the study revealed poor performance (2 out of 10) regarding the required attendance of sub-county council meetings by district councilors. Firstly, it was an overwhelming response that they do not attend, and secondly, in cases where some attended, their contribution to the council debates was found wanting. This actually put their relevance to the meetings in question. In self-defense, some councilors blamed the sub-county leadership for not inviting them in time.

ix) Low civic awareness among the councilors

Poor internalization of responsibilities continues to impact on the performance of most councilors. Many still tag their services to their attendance of burials and other social functions and paying community dues, which is contrary to what the law provides. Councilors representing special interest groups claim to have the biggest challenge as they are expected to cover the entire district. These service delivery standards demonstrated low civic awareness among them.

x) Low local revenue collection

As discussed in section 2 of this report, the performance of council is highly dependent on its ability to collect local revenue. It was noted that the district faced an uphill task in realizing local revenue, mainly arising from failure of revenue collectors to meet the targets and refusal of some sub-counties to comply with the sharing of local revenue as specified in the Local Government Act. In the review period, only US\$425.9m/= out of the U\$732.5m/= that was anticipated was raised.

xi) Unspent funds

In the assessment period, incidences of unspent funds were observed. Statistics revealed that the district received a total revenue of US\$26.4bn/= of which US\$25.2bn/= was spent, implying that US\$1.195bn/= was not

utilized.¹² Key reasons advanced for this financial performance included slow and cumbersome procurement process, and failure on the part of Council to effectively plan and authorize the utilization of funds. Central Government is coming up with remedies through proposals to amend the Act, which if done, will improve access to and utilization of funds, and hence faster service delivery.

3.5.2 Exogenous factors affecting performance

a) High dependence on the Central Government

Tororo District depends on the Central Government for the bulk of its funding. As a matter of fact, available statistics show that this dependence has been increasing rather than decreasing over the years. During the year under review, the majority of the grants from the Central Government were conditional, with minimal flexibility. The unconditional grant, which is the only grant that local governments may use as part of their revenues, is mainly used to pay salaries. In many instances, these funds are not adequate and thus create a funding gap. This gap means that the district has limited capacity to cater for local priorities.

b) Low civic awareness among community members

A key finding from the various FGDs conducted with communities, as well as interactions with district officials, noted that the majority of citizens were largely ignorant of the mandate of councilors. This in essence meant that councilors were not held accountable by the electorate for their actions while in Council.

¹² Local Government Budget Estimates for Tororo District Local Government

4. GENERAL CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

The Local Government Act (Cap 243) mandates to the elected leaders to carry out various functions geared at spurring the development of the district and delivering services. The ability of elected leaders to take lead in driving the development agenda is contingent on the ensuing teamwork that these leaders (political) forge with the technocrats at the various levels of the Local Government.

4.1.1 District Budget Performance and Service Delivery

Tororo DLG suffers the perennial challenge of having to depend on the Central Government for 97% of its total budget, amidst lack of flexibility to effectively deliver on what they consider priorities given that 90% of the Government releases are conditional grants. The district received up to 95% (26.4bn/= out of 27.9bn/=) of its annual budget, and spent 25.2bn/= (88%); but even then, there was minimal impact, given the immense challenge that characterizes the magnitude of services the local governments are expected to deliver. The budgets are both grossly insufficient and most often released late. While the Health sector was able to receive over 100% of its budget, the rest received less, with Roads receiving 65%, Education 93% and Water 79%. However, overall, apart from Natural Resources sector which received as low as 12%, there was considerable performance in terms of allocations. However, local revenues remain low despite the district having factories like Tororo Cement, among others. Allocations to monitoring and supervision are not prioritized despite their critical roles.

4.1.2 Conclusions from District Scorecard Performance Results

Analysis of the Tororo District Local Government scorecard findings reveals tremendous progress in overall performance. This followed a dismal results exhibited in the previous assessment; an outcome of a chaotic environment that characterized Council for a long time. It is, therefore, commendable that Council's performance progressed from 40 to 55 points. The district

chairperson Hon. Emmanuel Osuna improved from 78 to 82 points in FY 2011/12 and 2012/13 correspondingly. There was improvement in the performance of the speaker (Hon. James Paul Michi) from 32 points in FY 2011/12 to 69 points in FY 2012/13. On the whole, the councilors also exhibited an improvement in the average performance from 29 to 49 points in FY 2011/12 and FY 2012/13 respectively. It should be noted however, that many councilors did not perform well due to lack of adequate documentation to support the activities they reported to have participated in. In the same development the councilors did not have adequate resources to facilitate them in undertaking their activities.

4.2 Recommendations

4.2.1 Improving the Status of Service Delivery

Maintenance of Harmony: The district can be said to have successfully emerged from a scrambled leadership that had frustrated efforts to effectively deliver on the respective mandates. Concerted efforts must be put in place to sustain the development, and restrain any actions that can lead to a reversal of the current achievement.

Improve monitoring of service delivery: Monitoring is very critical if effective delivery of services is to be realized. Although performance on monitoring improved – from 12 to 14 out of a maximum 30 points, there is need to upscale it by giving it priority attention. While increased allocation is not questionable, individual councilor efforts will be required. One way to do this is to institute a mandatory requirement for individual councilors to submit quarterly monitoring reports from their sub-counties. Subsequently, these reports would then be shared with the district technical staffs that are charged with the responsibility of government programme implementation. Councilors should then endeavor to follow up on the issues raised from the previous quarter.

Identify and Utilize Local Revenue Source Potential: Tororo District has an enormous untapped local revenue potential. The district should increase revenue through popularizing the Local Economic Development (LED) agenda. For this to happen, both the political and technical leadership should be oriented in the local economic development agenda in order for them to exploit the proximity of the district to the Kenya border as an opportunity of fostering local business growth especially in agribusiness.

4.2.2 Improving General Performance of Council

Orientation of District Councilors: Role clarity is key to effective functionality of local governments. It is imperative that efforts to orient councilors on their designated roles and responsibilities are given due attention. The district ought to lobby with the mother ministry, ULGA and Development Partners operating in the district to provide this needed orientation to the political leadership. This orientation should go beyond the customary procedure and include report writing, communication skills and effective monitoring of government programmes.

Improve Civic Awareness and Engagement: For citizens to effectively hold their leaders accountable, they should know what those leaders should do for them. In Tororo, this should be done through holding regular community meetings and discussions/talk shows via the media, especially the radio. More emphasis should be put on using the radio to remind communities about the district's development agenda.

Improve contact with the electorate: Councilors' contacts with the electorate should be improved through councilor-community meetings and attendance of sub-county meetings. Working through the office of the District Chairperson, Councilors should create a district town hall platform to increase interface not only between citizens and the political leaders but also citizens and the technical leaders. This will provide accurate and timely feedback from the citizens to their leaders and build 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.

References

Tororo District Local Government 2010/11 – 2014/15 District Development Plan

_____ (2013/14) Budget Framework Paper

_____ (2012) Approved District Budget

_____ (2013/14) Annual Work Plan

_____ (2010/11/2014/15) District LG Revenue Enhancement Plan

_____ (2011/15; 2013/14)) Approved District Capacity Building Plan

_____ (2012) District State of Affairs Report

_____ (2013/14) Tororo District Local Government Budget Estimates

Budget framework papers for production and marketing, planning unit, education, health, works departments

Tororo District Local Government (2011) Minutes for Ordinary Council Meeting held on 25th August 2011

Status speech to Council on 25th June 2013

_____ (2013) Minutes for Ordinary Council Meeting held on 25th January 2013

_____ (2013) Minutes for Ordinary Council Meeting held on 27th March 2013

_____ (2013) Minutes for Ordinary Council Meeting held on 9th May 2013

_____ (2012) Minutes for Ordinary Council Meeting held on 4th December 2012

_____ (2013) Minutes for Ordinary Council Meeting held on 28 May 2013

_____ (2013) Minutes for Ordinary Council Meeting held on 7th June 2013

_____ (2013) Minutes for Ordinary Council Meeting held on 12th June 2013

_____ (2013) Minutes for Ordinary Council Meeting held on 28th August 2012

_____ (2012) Minutes for the DEC Meeting held on 23rd January 2013

_____ (2013) Minutes for the DEC Meeting held on 27th March 2013

Minutes for the Health and Education Committee Meetings held on 22nd November 2012; 12th March 2013; 17th June 2013

_____ (2012) Minutes for the Finance, Planning, Administration and Investment Committee Meeting held on 13th March 2013

_____ (2012) Minutes of Gender and Community Based Services Committee Meeting held on 13th June 2013

_____ (2013) Minutes of Finance Committee held on 18th June 2013

_____ (2013) Minutes of Production and Natural Resources Committee meeting held on 13th June 2013

_____ (2011) Minutes of Works Committee Meeting held on 13th June 2013

Republic of Uganda (1995) Constitution of the Republic of Uganda

For the Municipalities: Draft budget estimates for FY 2013/2014; Chairman's report 2012/ 2013; Council meeting minutes held on 11th / June 2013; Explanatory notes for administration and management 2012/2013

_____ (1997) Local Government Act 1997

_____ (2005) Local Government Amendment Act 2005

_____ (2006) Local Government Amendment Act 2006

Tumushabe, G., et al (2010), Monitoring and Assessing the Performance of Local Government Councils in Uganda: Background, Methodology and Score-Card. ACODE Policy Research Series' No. 42 2011, Kampala

Tumushabe, Godber, Ssemakula, E.; and Mbabazi, J., (2012); Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance. ACODE Policy Research Series, No. 53, 2012, Kampala

UBOS, (2012). Statistical Abstract.

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	2	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	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	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	2	11	5	4	2	11	5	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	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	4	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	5	4	7	16	5	3	2	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	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	2	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	4	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	19	5	4	2	11	5	5	2	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	4	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	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	4	4	4	13	4	4	2	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	4	4	4	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	4	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	3	3	3	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	4	4	4	13	4	4	3	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	4	11	3	3	4	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	11	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	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	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	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	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	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	7	39	
Priscovia Sabaam Musumba	F	Kamuli	FDC	1	88	88	0	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 Mpendu	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	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	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 Imkanyire	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					Sub total						
						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
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	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	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	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	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	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	1	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	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	

Publications in this Series

Namara-Wamanga, S., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Luwero District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.1, 2013. Kampala.

Muyomba-Tamale, L., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Mpigi District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.2, 2013. Kampala.

Namara-Wamanga, S., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Wakiso District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.3, 2013. Kampala.

Otile, O., M., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Amuru District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.4, 2013. Kampala.

Owor, A., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Gulu District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.5, 2013. Kampala.

Egunyu, M., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Mbale District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.6, 2013. Kampala.

Mbabazi, J., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Lira District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.7, 2013. Kampala.

Asimo, N., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Kamuli District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.8, 2013. Kampala.

Bainomugisha, A., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Mbarara District Council Score-Card

Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.9, 2013. Kampala.

Ssemakula, E., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Tororo District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series No.10, 2013. Kampala.

Muyomba-Tamale, L., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Mukono District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series, No.11 , 2013. Kampala.

Mbabazi, J., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Nebbi District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series, No.12 , 2013. Kampala.

Asimo, N., et.al., (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Jinja District Council Score-Card Report 2011/12. ACODE Public Service Delivery and Accountability Report Series, No.13 , 2013. Kampala.

Mbabazi, J., et.al. (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Lira District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.14, 2013. Kampala.

Namara, S., W., et.al. (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Luwero District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.15, 2013. Kampala.

Muyomba, L., T., et.al. (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Mpigi District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.16, 2013. Kampala.

Muyomba, L., T., et.al. (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Mukono District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.17, 2013. Kampala.

Namara, S., W., et.al. (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Wakiso District Council Score-Card Report

2012/13. ACODE Public Service Delivery and Accountability Report Series No.18, 2013. Kampala.

Owori, A., et.al. (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Gulu District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.19, 2013. Kampala

Owori, A., et.al. (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Gulu District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.19, 2013. Kampala.

Otile, M., O., et.al. (2013). Local Government Councils' Performance and Public Service Delivery in Uganda: Gulu District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.20, 2013. Kampala.

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.

Mbabazi, J., et.al. (2014). Local Government Councils' Performance and Public Service Delivery in Uganda: Nebbi District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.22, 2014. Kampala.

Ssemakula, E., G., et.al. (2014). Local Government Councils' Performance and Public Service Delivery in Uganda: Moroto District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.23, 2014. Kampala.

Ssemakula, E., G., et.al. (2014). Local Government Councils' Performance and Public Service Delivery in Uganda: Nakapiripirit District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.24, 2014. Kampala.

Asimo, N., et.al. (2014). Local Government Councils' Performance and Public Service Delivery in Uganda: Kamuli District Council Score-Card Report 2012/13. ACODE Public Service Delivery and Accountability Report Series No.25, 2014. Kampala.

Egunyu, M., et.al. (2014). Local Government Councils' Performance and Public Service Delivery in Uganda: Bududa District Council Score-Card Report

2012/13. ACODE Public Service Delivery and Accountability Report Series
No.26, 2014. Kampala.

ABOUT THE AUTHORS

Edmond Malilo Owor is a Development Consultant with working experience of several years in post-graduate research and consultancy, capacity building and organizational development support. Edmond holds a Master of Arts degree and a Bachelor of Arts degree from Makerere University. He is currently involved in private research, management and evaluation support, as well as offering a diverse range of organization performance enhancement services. He is richly grounded in the field of public accountability, Security, Justice and Governance. As a Researcher/Consultant, he pioneered in the Annual and Half-Annual performance strategic assessment for Government of Uganda across its sixteen sectors that constitute the annual planning and budgeting framework of all Ministries, Departments and Departments (MDAs). He is trained in Project Monitoring and Evaluation from Uganda Management Institute (UMI), and possesses special expertise in Project Planning and Management. He is also a Lead Researcher in the Local Government Councils' Scorecard Initiative. Edmond's professional energies are also currently in matters of advocacy and land rights.

Esther Wasagali holds a Bachelor of Arts Degree of Mbarara University of Science and Technology and a Post graduate Diploma in Project Planning and Management from Uganda Management Institute. She is a researcher and community worker with vast experience in the field of service delivery, human rights and good governance, conflict and peace management. She has participated in LOT 1 and 2, LOT Quality Assurance Survey (Sunrise project) under the Ministry of Gender Labour and Social Development; NDP Survey under SPAN Programme; NRM midterm survey under the UGMP, and monitoring elections. Esther is effective in coordination, networking and information sharing among Civil Society Organizations in eastern region supervising up to 18 districts.

Judith Nagginda is an independent researcher based in Tororo district. She is currently attached to the Local Government Councils' Score-Card Initiative assessing Tororo district, and this is the second year of her participation.

ISBN: 978 9970 34 024 8



Advocates Coalition for Development and Environment

Plot 96, Kanjokya Street, Kamwokya

P. O. Box 29836, Kampala

Tel: +256 312 812150

Email: acode@acode-u.org; library@acode-u.org

Website: www.acode-u.org