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

### **Nakapiripirit District Council Score-Card Report FY 2013/2014**

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#### **OVERVIEW OF NAKAPIRIPIRIT DISTRICT DURING FY2013/14**

#### **BACKGROUND AND RATIONALE**

This policy brief presents findings from the 2013/14 assessment of Nakapiripirit District Local Government under the Local Government Councils' Score-card Initiative (LGCSCI), an evidence based project implemented by ACODE in partnership with ULGA with support from DGF. It seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. The initiative was implemented in 30 districts, with Nakapiripirit being assessed for the fourth time. The initiative uses the score-card – an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councillors with focus on their roles and responsibilities as stipulated in the Local Government Act CAP 243 (as amended).

The annual assessment process is conducted by teams of researchers across the 30 districts partaking in the LGCSCI assessment. The research process involves a review of key district documents, interviews with key respondents and consultations with citizens through focus group discussions (FGDs). Following the data collection process, data is cleaned and analysed to identify key themes and patterns wherein a district report detailing the findings is produced for each of the assessed districts (full reports are available online; <http://www.acode-u.org/>). LGCSCI also produces and disseminates a 'National Synthesis Report' that provides trends analysis for all 30 of the assessed districts. Both reports are disseminated nationally with districts receiving copies of both their specific reports and copies of the National Synthesis Report.

Politically, Nakapiripirit district was headed by Hon. John Lorot who worked with 15 Councillors including the Speaker. The technical wing on the other hand was headed by Mr. Moses Kisembo Behamuka as the Chief Administrative Officer (CAO). The district is endowed with very beautiful scenery of natural forest, mountains, rocks, rivers (both seasonal and continuous flowing) and game reserves with diverse wild animals. Notable examples of these include; Kadam forest reserve, Kaloyama artificial forest<sup>1</sup> and Upe-Pian game reserve.

Nakapiripirit district has a population of 90,922 comprising 42,851 males and 48,071 females from 27,356 households according to UBOS (2002) with an estimated growth rate of 5 per cent. Nakapiripirit District is largely inhabited by the native population -- the Karamojong. The Karamojong are agro-pastoralist practicing subsistence farming in growing crops and rearing cattle largely for home consumption and subsistence use—including payment of dowry. The intervention of government through NAADS programme and NGOs has promoted commercial farming though mainly at an individual level.

Nakapiripirit is one of the districts in Karamoja sub-region that faced inter-clan livestock raid conflicts from late 1980s – early 2000. The disarmament exercise which began in 2002 has greatly resulted into the realization of peace and security in Nakapiripirit and Karamoja at large which has paved way for development in the district--electricity connection, tarmacking of roads and mineral execution like gold that could not have taken place within an insecure environment. Service delivery in the Nakapiripirit district is mainly done by the government and donors operating within the district.

<sup>1</sup> Kaloyama forest growing is a project supported by welt hunger life; one of the development partners in the district.

In FY2013/14, Nakapiripirit District had 43 schools, of which 39 were government owned and 4 were NGO owned, with a total enrolment rate at 20,988 (from 17,014 in the FY 2012/13) and 445 teachers—an average of 10 teachers per school. This achievement has been made possible by the introduction of UPE and ABEK (Alternative Basic Education for Karamoja) programmes in the district. Despite the achievements in the sector, it is still faced with some challenges including; poor infrastructure, high dropout rates and limited participation of parents.

**Figure 1: Primary one pupils learn under a tree due to lack of a classroom at Domeye primary school, Lolachat Sub-county**



**Photo Credit:** ACODE Digital Library

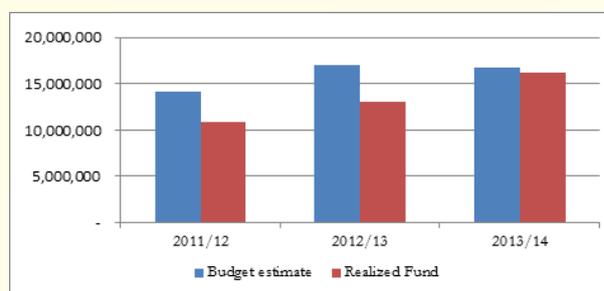
In terms of access to water and sanitation services, the district's water coverage was estimated at 63 per cent with the main water sources being boreholes and spring wells; borehole utilization comprised a bigger percentage of 69.8. However, the functionality of these boreholes was low attributed to the difficult hydro-geological setup of the district that causes most boreholes to dry up especially during the dry season. With support from development partners the district has adopted other water provision mechanisms such as the windmill, rock water catchments, gravity water schemes and valley tanks. Nevertheless access to safe water still remains a challenge in the district.

On the other hand, sanitation in the district is poor at 11 per cent and latrine coverage at 14 per cent. Latrine coverage is more in the urban than rural areas. Majority of the rural communities still have no access to latrines leaving the excretion and waste disposal mechanism still unpleasant with open defecation. However, the district is trying to promote latrine use by construction, lobbying and advocating for public latrines. Community education on proper disposal of excretion has been one of the priority activities conducted by the district.

## FACTORS AFFECTING SERVICE DELIVERY IN NAKAPIRIPIRIT DISTRICT

**a) Budgetary Constraints:** In FY2013/14, Nakapiripirit district realized an increase in revenue from UGX 13, 082,378,000 in the FY 2012/13 to UGX 16,258,675,950 in the FY2013/14 mainly attributed to an increase in funds for the NUSAF 2 project. Despite the increase, the district was still highly dependent on central government and donor funds. Central government funds accounted for 80 per cent of the district budget. The collections from local revenue contribute only 1 per cent to the district budget leaving a wider gap in addressing most of local priorities as funds from central government and donors are conditional as shown in Figure 3.

**Figure 2: A three year budget performance of Nakapiripirit District FY2011/12-2013/14**



**Source:** Nakapiripirit District Budgets FY2011/12, 2012/13 and 2013/14

**b) Limited support supervision and operations repairs and maintenances:** Most of the departments in the district were understaffed mainly attributed to the restriction from ministry to recruit staff, high turnover of employees due to the hard to reach and stay nature of the district, poor logistical support and motivation making it difficult to attract and retain staff in the district.

**d) Issues related to procurement, poor contract works and accountability:** There were concerns with regard to the slow and bureaucratic system of procurement process leading to the delayed delivery of services. Findings indicated interruptions and delays especially in the engineering and construction works. The concern, however, remains the quality of services as reflected in the various sub-counties. There were cases of sub-standard work seen in the construction of roads, classroom blocks and sinking of boreholes. In addition, the procurement unit lacked an office leading to misplacement of documents and difficulty in retrieving information on procurement matters.

**e) Limited contact with electorate:** The failure by electorate to understand the roles and responsibilities of political leaders and

councillors in particular greatly affected the councillors' role of contact with electorate. The electorate had diverse expectations from their councillors. These excessive demands discouraged the councillors from carrying out this role.

- f) **Low level of education:** Nakapiripirit District Council comprises one councillor with a master's degree, one with a bachelor's degree, five with ordinary certificates, two with an equivalent of a junior certificate, four primary leavers and three; below P.7 level. In spite of the legal mandate for political leaders to monitor and oversee the proper implementation of local government programmes, Nakapiripirit district councillors had limitations due to low levels of education. This negatively impacted on their confidence and capabilities to effectively participate in council.

## SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act (as amended). While all the four categories are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles. As the political head of the district, the district chairperson is also assessed on their political leadership as well as Initiation and participation in projects in their electoral area. The speaker is assessed primarily as a councillor with an additional function of presiding and preservation order in council. The district council, which is the highest organ in the district, is also assessed against the core function of planning and budgeting as well as providing accountability to citizens.

**Table 1: Nakapiripirit District Council Score-card FY 2013/14**

Trends in Performance				
	2011/12	56	100	
	2012/13	61	100	
	2013/14	61	100	
	% change	0		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	Rules of procedure adopted with amendments. Subscription to ULGA was paid on 25/6/2014. DEC sat monthly with only 1 minute recorded. 2 ordinances passed. No evidence on public hearing and petitions. No independent office for clerk to council. Capacity building to council by partners and 1 exposure to Rwanda for district speakers.
	Membership to ULGA	2	2	
	Committees of Council	1	3	
	Motions passed	2	3	
	Ordinances	2	3	
	Conflict Resolution	1	1	
	Public Hearings	0	2	
	Legislative resources	1	4	
	Petitions	2	2	
	Capacity building	3	3	
	<b>Sub total</b>	<b>16</b>	<b>25</b>	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	Work plans and budgets are scrutinized by committees and council. Client charter disseminated to department and sub-counties. Releases displayed on public notice boards. A budget conference involves all partners in development.
	Political Accountability	5	8	
	Administrative Accountability	6	8	
	Involvement of CSO	2	2	
	Principles of accountability	3	3	
		<b>Sub total</b>	<b>19</b>	
PLANNING & BUDGETING	Plans, Vision and Mission	4	5	Budgets laid and approved by council. Resolution submitted to central government to share royalties from Tororo cement marble trucks for use of district access road.
	District Budget	3	4	
	Local Revenue	4	11	
		<b>Sub total</b>	<b>11</b>	
MONITORING SERVICE DELIVERY ON NPPAS	Education	3	5	Evidence of some field visits and reports. However, this was not done as expected hence the fair performance.
	Health	2	5	
	Water and sanitation	3	4	
	Roads	2	4	
	Agriculture	1	4	
	FAL	0	4	
	ENR	4	4	
	<b>Sub total</b>	<b>15</b>	<b>30</b>	

**Table 2: Chairperson's Score-card FY2013/14**

Trends in Performance		John Lorot		NRM	
2011/12		69	100		
2012/13		75	100		
2013/14		75	100		
% change		0			
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	2	3	Handled issues of absenteeism of civil servants. All boards and committees are fully constituted and functioning apart from Land board, 3 persons are still under nomination. Evidence with communication with RDC, ministry of public service, MoFPED & signing MoUs with MoH, Ministry of water & environment.	
	Monitoring admin	5	5		
	State of affairs	2	2		
	Oversight civil servants	4	4		
	Commissions/Boards	2	2		
	Central gov't	4	4		
	<b>Sub Total</b>	<b>19</b>	<b>20</b>		
LEGISLATIVE ROLE	Council	2	2	Attended council meetings. However, no bills were passed the executive.	
	Motions Executive	4	6		
	Bills by Executive	0	7		
	<b>Sub Total</b>	<b>6</b>	<b>15</b>		
CONTACT WITH ELECTORATE	Meetings Electorate	4	5	Evidences of meeting with electorates on service delivery and security issues. Radio communication done on Radio VERITAS.	
	Issues by electorate	3	5		
	<b>Sub Total</b>	<b>7</b>	<b>10</b>		
PROJECTS	Projects Initiated	3	3	Projects on Karamoja cluster – scholarships, TASO/AMICAL on HIV/AIDS Initiatives. Signed MoUs with more than 10 organizations in the FY 2013/14.	
	Communal Projects	2	2		
	NGOs	3	3		
	<b>Sub Total</b>	<b>8</b>	<b>10</b>		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	2	7	Substantial monitoring was done in health, education, roads, water, FAL and environment sectors. However, it was found wanting in the sector of agriculture.	
	Health	6	7		
	Schools	6	7		
	Roads	7	7		
	Water Sources	6	7		
	FAL	3	5		
	Environment	5	5		
	<b>Sub Total</b>	<b>35</b>	<b>45</b>		

**Table 3: Speaker's Score-card FY 2013/14**

Trends in Performance		Jotham Loyor		
2011/12		62	100	
2012/13		44	100	
2013/14		49	100	
% change		11		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE FUNCTION	Chairing council	3	3	Presided at least 4 meetings and delegated to his deputy once. Rules of procedure adopted and enforced. Records of motions in place.
	Rules of procedure	4	9	
	Business Committee	0	3	
	Records book	0	2	
	Record of motions	3	3	
	Special skills	2	5	
<b>Sub Total</b>	<b>12</b>	<b>25</b>		
Contact with Electorate	Meetings Electorate	6	11	Meets with his electorates at his home – office.
	coordinating center	9	9	
	<b>Sub Total</b>	<b>15</b>	<b>20</b>	
LLG	Participation in LLG	4	10	Attended once and guided the LLG council.
Monitoring NPPAs	Health	5	7	Monitored service delivery as council at both district and Sub-county level and reports in place. Despite carrying out his monitoring role, it was found wanting in the areas of water, roads, FAL and environment.
	Education	5	7	
	Agriculture	5	7	
	Water	1	7	
	Roads	1	7	
	FAL	0	5	
	Environment	1	5	
	<b>Sub total</b>	<b>18</b>	<b>45</b>	

**Table 4: Summary performance of Nakapiripirit District Councillors FY 2013/14**

Identifiers	Political Party		Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA							
						2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office		Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL
						100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45
						Maximum Score																			
Paul Lorukale	NRM		Lorengedwat	M	2	75	69	70	1	8	8	5	0	21	9	9	18	4	5	7	1	7	1	1	27
John M. Longelech	Ind		Nabilatuk	M	1	66	65	65	0	8	4	5	0	17	9	9	18	4	5	7	1	5	1	2	26
Abraham Nanyima	NRM		Lolachat	M	2	50	54	61	13	5	8	0	0	13	9	9	18	10	1	5	7	1	1	0	20
Richard S. Lochoto	FDC		Namalu	M	1	54	78	60	-23	8	5	0	2	15	9	2	11	4	5	4	7	5	1	1	30
John Loonye	NRM		Moruta	M	3	33	80	55	-31	4	4	0	2	10	7	2	9	4	3	7	7	3	3	2	32
Lucy Lopuwa	NRM		Namalu	F	5	21	44	55	25	8	4	0	0	12	7	2	9	4	7	7	5	5	1	0	30
Agnes Aleper	NRM		Lolachat & Nabilatuk	F	1	45	75	53	-29	1	4	0	0	5	9	9	18	4	5	7	1	7	5	0	26
Erina Longole	NRM		Loregae	F	1	47	57	44	-23	1	8	0	0	9	9	2	11	0	7	7	1	7	0	1	24
Agnes Lokure	NRM		Moruita	F	2			41		5	8	0	0	13	0	2	2	8	0	7	7	0	3	1	18
Sofia Jane Kodei	NRM		Kakomongole	F	2	38	67	38	-43	1	8	0	0	9	4	2	6	0	7	0	5	4	1	1	23
Lucy Aluka	NRM		PWD	F	1	53	55	30	-45	1	5	0	0	6	7	2	9	4	1	7	3	0	0	0	11
Maria Longole	NRM		Lorengedwat	F	2	53	56	23	-59	1	8	0	0	9	0	2	2	6	1	1	1	1	1	0	6
Schola Chero	NRM		Female Youth	F	1	24	56	20	-64	0	4	0	0	4	0	2	2	0	1	7	5	0	0	1	14
William Sagal	NRM		Nakapiripirit Town Council	M	2	53	57	13	-77	1	4	0	0	5	4	2	6	0	0	1	0	1	0	0	2
<b>Average</b>					<b>2</b>	<b>47</b>	<b>63</b>	<b>45</b>	<b>-27</b>	<b>4</b>	<b>6</b>	<b>1</b>	<b>0</b>	<b>11</b>	<b>6</b>	<b>4</b>	<b>10</b>	<b>4</b>	<b>3</b>	<b>5</b>	<b>4</b>	<b>4</b>	<b>3</b>	<b>1</b>	<b>21</b>

## **POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY**

The report recommends that, among others:

1. Government should increase budgetary allocation for Nakapiripirit District Local Government to meet service delivery priorities.
2. Nakapiripirit District Local Government should develop systems with greater emphasis on widening the local revenue base.
3. The need to recruit more staff to fill the vacant position to carry out district activities to enhance effective service delivery.
4. Intensify monitoring by both political and technical leaders to check shoddy works on service delivery units especially road works.
5. Institutionalize the practice of production of monitoring reports by the elected leaders.
6. Include more capacity building initiatives for council members/elected leaders especially on report writing, record keeping and minute taking.

The full report on these findings can be accessed on ACODE's online information center at:  
<http://www.acode-u.org/>

### **About the Authors**

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