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

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

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#### **BACKGROUND AND RATIONALE**

This brief presents findings from the 2013/14 assessment of Moroto 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 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 (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.

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

Politically, Moroto District was headed by Hon. Aol Mark Musooka and assisted by a team of 15 councillors while

the technical wing was led by Mr. Robert Mulondo, the Chief Administrative Officer providing services to an estimated population of 136,000 persons. The district comprises of two counties; Matheniko and Moroto municipality with 6 sub-counties of `Nadunget, Rupa, Katikekile, Tapach, North division ward and South division ward.

The district's main economic activity is agriculture employing about 98 per cent of the population. Predominantly the population is engaged in nomadic pastoralism with a growing number engaging in other forms of agriculture. However, the prolonged drought has hindered food security in the district.

**Figure 1: One of the agricultural fields in the district badly affected by the prolonged drought**



**Photo Credit:** ACODE Digital Library

In the health sector, Moroto District has a total of 9 health facilities, i.e. a district hospital, three HCIIIs and five HC IIs. The district however relies on health centres as the major service delivery units since there are very few private clinics. During the year under review, key health indicators as shown in Table 1 were still below the district targets mainly due to inadequate funding, limited number of health workers and facilities amidst a growing population of the district.

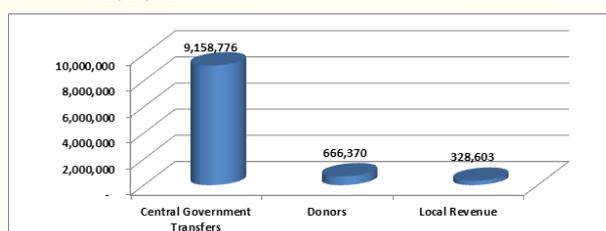
**Table 1: Service Delivery Indicators in Moroto District FY 2013/14**

Sector	Indicators	Target 2013/14	Level of achievement 2013/14
Education -Primary Education	No. of pupils enrolled in UPE	7000	7195
	No. of student drop-outs	1000	2000
	No. of Students passing in grade one	25	16
	No. of pupils sitting PLE	284	532
	No. of teacher houses constructed (PRDP)	16	3
	No. of qualified primary teachers	382	386
Health Care services	Number of outpatients that visited the Govt. health facilities	111251	17644
	%age of approved posts filled with qualified health workers	90	51
	%of Villages with functional (existing, trained, and reporting quarterly) VHTs.	99	99
	No. of children immunized with Prevalent vaccine	4784	987
	No. and proportion of deliveries conducted in the Govt. health Facilities	1250	347
	Number of outpatients that visited the NGO Basic health Facilities	50000	7654
Road Sub-Sector	Length in Km of District roads routinely maintained	67	60
	Length in Km of District roads periodically maintained	12	1
	No. of bridges maintained	3	2
	Length in Km of District roads maintained.	12	12
	No. of Bridges Repaired	1	1
Water and sanitation	No. of water and Sanitation promotional events undertaken	1	0
	No. of water user committees formed.	26	0
	No. Of Water User Committee members trained	182	0
	No. of deep boreholes drilled (hand pump, motorised)	18	0
	No. of District Water Supply and Sanitation Coordination Meetings	4	0
Agriculture	No. of farmers accessing advisory services	1416	1416
	No. of farmer advisory demonstration workshops	6	0
	No. of farmers receiving Agriculture inputs	1416	0
	No. of technologies distributed by farmer type	2000	0
	No. of livestock vaccinated		35647
Environment and Natural Resources	No. of Wetland Action Plans and regulations developed	2	3
	No. of monitoring and compliance surveys undertaken	4	4
	Area (Ha) of trees established (planted and surviving)	600	8050

## FACTORS AFFECTING SERVICE DELIVERY IN MOROTO DISTRICT

- a) **Budgetary Constraints:** In the FY2013/14 Moroto District received UGX 10.15 billion, reflecting an increase by 1.16 billion received in FY2012/13. Central Government transfers accounted for 90.2 per cent, donor funds and local revenue accounted for 6.6 per cent and 3.2 per cent of the district revenue respectively as shown in Figure 3.

**Figure 3: Budget performance for Moroto district FY2013/14**



Although there was an increase in central government transfers during the FY2013/14, they were mainly in form of conditional grants. As such there was little or no room for the re-

allocation of funds to other service delivery priorities by the district local government. In addition, local revenue accounted for the least contribution to the district budget at 3.2 per cent. It is important to note that local revenue acquired by a district local government determines the level of council facilitation (20 per cent of the local revenue) in terms of council sittings to be held – so as to deliver on the councillors’ oversight and monitoring service delivery on NPPAs roles.

- b) **Inadequate staffing:** There was shortage of staff in almost all departments of the district hindering timely implementation of activities. For Instance the water department was manned by only 2 staff -- District Water Officer and a borehole technician.
- c) **Poor monitoring:** Although councillors are supposed to monitor the delivery of public services, this was found wanting. This was mainly attributed to insufficient funds allotted to this activity hence undermining their oversight role as elected leaders.
- d) **Rugged terrain:** The mountainous areas of the district makes monitoring in some of the sub-counties very difficult thus affecting effective service delivery.

## 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 2: Moroto District Council Score-card FY 2013/14**

		2011/12	2012/13	2013/14	% change
<b>Trends in Performance</b>		55	100	56	100
		56	100	56	100
		0			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
<b>LEGISLATIVE ROLE</b>	Rules of Procedure	2	2	Council had operationalized the rules of procedure and undertaken various capacity building through partnerships with CSOs. However, there was neither a public hearing nor any ordinance passed during the financial year under review. DEC sits regularly to discuss key issues, however, the General purpose committee did not sit for the required number of times in the financial year.	
	Membership to ULGA	1	2		
	Committees of Council	1	3		
	Motions passed	1	3		
	Ordinances	0	3		
	Conflict Resolution	1	1		
	Public Hearings	0	2		
	Legislative resources	2	4		
	Petitions	1	2		
	Capacity building	2	3		
<b>Sub total</b>		<b>11</b>	<b>25</b>		
<b>ACCOUNTABILITY TO CITIZENS</b>	Fiscal Accountability	2	4	Work plans were adhered to, though there were challenges in addressing issues raised by PAC. The client charter is in place; no display of charter. The district has a very good working relationship with CSOs.	
	Political Accountability	4	8		
	Administrative Accountability	3	8		
	Involvement of CSO	2	2		
	Principles of accountability	2	3		
	<b>Sub total</b>	<b>13</b>	<b>25</b>		
<b>PLANNING &amp; BUDGETING</b>	Plans, Vision and Mission	4	5	The district budget 2013/14 was laid, discussed and approved and efforts to raise local revenue were made. However, local revenue is still low.	
	District Budget	4	4		
	Local Revenue	7	11		
	<b>Sub total</b>	<b>15</b>	<b>20</b>		
<b>MONITORING SERVICE DELIVERY ON NPPAs</b>	Education	4	5	There was monitoring done by the committee in areas of education, health and roads. Issues noted were discussed in council. However, there are challenges with FAL and Environment.	
	Health	4	5		
	Water and sanitation	3	4		
	Roads	3	4		
	Agriculture	2	4		
	FAL	1	4		
	ENR	0	4		
<b>Sub total</b>		<b>17</b>	<b>30</b>		

**Table 3: Chairperson's Score-card FY2013/14**

Mark Aol Musooka				
Trends in Performance	2011/12	76	100	
	2012/13	78	100	
	2013/14	62	100	
	% change	-26		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	A set of DEC minutes of meetings chaired by the Chairperson were obtained. State of affairs of the district was given though no evidence of actions arising from the state of affairs. Letters to civil servants were obtained. No evidence was obtained on actions based on annual assessment. Chairman in constant interaction with the central Government.
	Monitoring admin	4	5	
	State of affairs	1	2	
	Oversight civil servants	1	4	
	Commissions/Boards	1	2	
	Central gov't	3	4	
	<b>Sub Total</b>	<b>13</b>	<b>20</b>	
LEGISLATIVE ROLE	Council	1	2	The chairperson attended council. No motions by the executive, however, the executive presented bill for discussion in council.
	Motions Executive	0	6	
	Bills by Executive	2	7	
	<b>Sub Total</b>	<b>3</b>	<b>15</b>	
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The chairperson's office is open for citizens every. The chairperson undertakes monitoring especially based on concerns presented to his office.
	Issues by electorate	3	5	
	<b>Sub Total</b>	<b>8</b>	<b>10</b>	
PROJECTS	Projects Initiated	3	3	Correspondences and other evidence obtained indicates that the chairperson engaged various entities in mobilizing for various development projects.
	Communal Projects	1	2	
	NGOs	3	3	
	<b>Sub Total</b>	<b>7</b>	<b>10</b>	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	3	7	The chairperson undertook effective monitoring with reports on monitoring of schools, health centers, roads, environment all available.
	Health	7	7	
	Schools	3	7	
	Roads	7	7	
	Water Sources	3	7	
	FAL	3	5	
	Environment	5	5	
	<b>Sub Total</b>	<b>31</b>	<b>45</b>	

**Table 4: Speaker's Score-card FY 2013/14**

Trends in Performance	Name	Caesar Lometo Laimery		
	District	Moroto		
	Political Party	NRM		
	Constituency	Youth		
	Gender	M		
	Terms	1		
Trends in Performance	2011/12	49	100	
	2012/13	54	100	
	2013/14	60	100	
	% change	11		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	Speaker convened council meetings although challenges are still abound in the adherence to the rules of procedure and poor record keeping. It was also not evident that special skills were given by the speaker in guidance of council.
	Rules of procedure	3	9	
	Business Committee	3	3	
	Records book	0	2	
	Record of motions	3	3	
	Special skills	0	5	
<b>Sub Total</b>	<b>12</b>	<b>25</b>		
Contact with Electorate	Meetings Electorate	0	11	Being a youth councillor, it was not evident that he convened a meeting for the youth. However he uses his office as the speaker.
	coordinating center	9	9	
	<b>Sub Total</b>	<b>9</b>	<b>20</b>	
LLG	Participation in LLG	10	10	
Monitoring NPPAs	Health	3	7	The speaker made efforts to monitor service delivery units and a number of reports are in place. The challenge however is with the follow up actions arising from the monitoring
	Education	3	7	
	Agriculture	3	7	
	Water	5	7	
	Roads	7	7	
	FAL	3	5	
	Environment	5	5	
	<b>Sub total</b>	<b>29</b>	<b>45</b>	

**Table 5: Summary performance of Moroto District Councillors FY 2013/14**

Identifiers	Political Party		Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA							
	Name	Maximum Score				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
Cosmas Ayepa	NRM		Northern Division	M	1	67	59	67	14	8	8	0	0	16	9	9	18	10	7	3	3	3	0	2	23
Teke Zubeda	NRM		Municipality	F	1	59	68	65	-4	8	8	0	0	16	9	9	18	10	3	7	0	3	5	0	21
John Baptist Lotee	NRM		Katikekile	M	1	20	40	63	58	4	8	2	2	16	9	9	18	0	7	5	5	3	3	1	29
Calisto Iriama	NRM		South Division	M	3	54	64	63	-2	8	8	0	2	18	9	9	18	2	3	7	0	7	0	1	25
Langat Micheal	Ind		Tapac	M	1	53	65	61	-6	8	8	0	0	16	9	9	18	10	5	1	5	5	0	0	17
Margaret Lotee	NRM		Katikekile	F	1			60		8	8	0	1	17	9	5	14	0	5	5	5	3	1	29	
Joseph Otita	NRM		Rupa	M	1	70	66	59	-11	8	8	0	1	17	9	7	16	10	5	1	5	0	5	0	16
Andrew Pulkol	NRM		Nadunget	M	4	18	45	56	24	8	8	0	1	17	9	9	18	10	5	5	0	1	0	0	11
Abdala Maziwa L.	NRM		PWD	M	1	33	50	55	10	8	8	0	0	16	9	7	16	6	5	1	7	1	1	1	17
Regina Kuri	FDC		Tapac	F	1	30	58	54	-7	8	8	0	0	16	9	9	18	10	5	0	5	0	0	0	10
Clementina Lochoro	NRM		Rupa	F	1	37	68	51	-25	8	8	0	0	16	9	9	18	0	1	5	0	5	1	0	17
Betty Akuu	NRM		PWD	F	1	23	45	44	-2	8	8	0	0	16	9	9	18	10	0	0	0	0	0	0	0
Grace Adome	NRM		Youth	F	1	16	70	36	-49	8	8	0	0	16	9	9	18	0	0	0	0	1	1	0	2
Rose Adelo	NRM		Nadunget	F	1	54	43	29	-33	8	8	0	0	16	0	9	9	9	4	0	0	0	0	0	0
<b>Average</b>						<b>41</b>	<b>57</b>	<b>55</b>	<b>-3</b>	<b>8</b>	<b>8</b>	<b>0</b>	<b>1</b>	<b>16</b>	<b>8</b>	<b>8</b>	<b>17</b>	<b>6</b>	<b>4</b>	<b>3</b>	<b>2</b>	<b>3</b>	<b>1</b>	<b>0</b>	<b>16</b>

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

The report recommends that, among others:

1. Government should increase budgetary allocation for Moroto District Local Government to meet service delivery priorities.
2. Moroto 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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