



*L-R: Ms. Rose Gamwera, Secretary General ULGA; Mr. Ben Kumumanya, PS. MoLG and Dr. Arthur Bainomugisha, Executive Director ACODE in a group photo with award winners at the launch of the 8th Local Government Councils Scorecard Report FY 2018/19 at Hotel Africana in Kampala on 10th March 2020*

## 1.0 Introduction

This brief was developed from the scorecard report titled, “The *Local Government Councils Scorecard FY2018/19. The Next Big Steps: Consolidating Gains of Decentralisation and Repositioning the Local Government Sector in Uganda.*” The brief provides key highlights of the performance of elected leaders and Council of Tororo District Local Government during FY 2018/19.

### 1.1 Brief about Tororo District

Located in the Eastern part of the country, Tororo District is bordered by Mbale District to the north, Manafwa District to the northeast, Kenya to the east, Busia District to the south, Bugiri District to the southwest, and Butaleja District to

the northwest. The district was originally created from part of the Greater Maluku, to form Bukedi District that changed to Tororo in 1980. The district has since then altered in size giving birth to several districts. At the time of assessment, the current district comprised 19 sub counties and 1 municipality. Tororo has had a steadily increasing population of about 2.7% per annum. In 2012, the mid-year population was estimated at 487,900 (UBOS, 2012). Tororo District is multi-ethnic with tribes including the Jopadhola, Itesots, Bagishu, Samia, as well as the Kenyan Nandi.

### 1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

The main building blocks in LGCSCI are the principles and core responsibilities of Local Governments as set out in Chapter

11 of the Constitution of the Republic of Uganda, the Local Governments Act (CAP 243) under Section 10 (c), (d) and (e). The scorecard comprises of five parameters based on the core responsibilities of the local government Councils, District Chairpersons, Speakers and Individual Councillors. These are classified into five categories: Financial management and oversight; Political functions and representation; Legislation and related functions; Development planning and constituency servicing and Monitoring service delivery. The parameters are broken down into quantitative and qualitative indicators. Separate scorecards are produced for the District Chairperson, Speaker of Council, individual Councillors, and Council as a whole.

The major rationale of the LGCSCI is to induce elected political leaders and representative organs to deliver on their electoral promises, improve public service delivery, ensure accountability and promote good governance through periodic assessments.

1.3 Methodology

The 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documents’ review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between November and December 2019. A total of 42 elected leaders (41 District Councillors, and Speaker) and Council were assessed. The acting Chairperson, Hon. Stella Echiria Imukutet was assessed in her capacity as a councillor representing Osukuru Sub County.

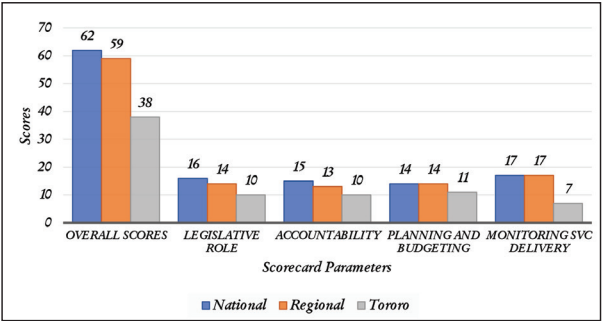
2.0 Results of the Assessment

This section highlights the performance of Council, Chairperson, Speaker of Council and Councillors of Tororo District Local Government during the FY 2018/19.

2.1 District Council

Tororo District council was assessed on legislative role, accountability, planning and budgeting and monitoring service delivery. In total the district scored 38 out of 100 points, indicating a slight improvement by 4 points in the previous assessment. This performance ranked them 34<sup>th</sup> out of the 35 assessed districts. The district scored way below average in each of the parameters compared to other districts at both national and regional levels as indicated in Figure 1.

Figure 1: Performance of Tororo District Council on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Councils Scorecard Assessment FY 2018/19

2.2 District Chairperson

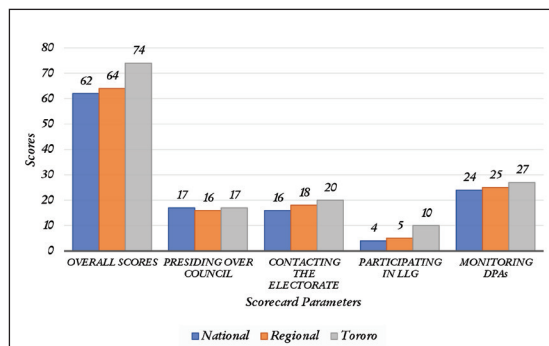
Ever since the passing on of the elected District Chairperson Apollo Jaramogi in 2016, the district has not had a substantive chairperson. The Vice Chairperson as by law, took the mantle as acting chairperson to undertake the chairperson’s roles. However, the conflict within council never allowed her to fully occupy the office, with members of her

executive committee resigning denying her quorum (these have since rescinded their resignation but have not been reinstated). Attempts by the Electoral Commission to hold elections for a substantive district chairperson were equally frustrated due to the conflict between political leaders. It should be noted that there were two camps of leaders that is those pushing for a new district (these boycotted the election) and those that were not in support of a split of Tororo District. As a result, the district has not had an executive committee for the last 4 years hence operates without the full force of executive leadership. This was partly one of the reasons as to why the acting chairperson was assessed as a councillor.

### 2.3 District Speaker of Council

During the FY 2018/19 the Speaker of Council was Hon. John Okea who was representing PWDs. He subscribes to the ruling NRM party. At the time of the assessment, he was serving a second term in office. Speaker Okea scored 74 out of 100 points, registering an improvement from 43 points obtained in the previous assessment. His performance was above average across all the assessed parameters as indicated in Figure 2.

**Figure 2: Speaker of Council's Performance on Key Parameters Relative to National and Regional Average Performances**

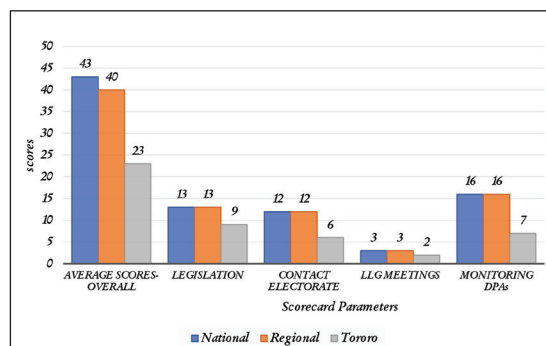


Source: Local Government Councils Scorecard Assessment FY 2018/19

### 2.4 District Councillors

The overall performance of the district councillors was below the national and regional average with only six (6) councillors scoring above 50 points and the majority scoring below 20 points. The lowest scores were obtained in monitoring service delivery where on average councillors scored 7 out of 45 points. This performance was comparably poor both at national and regional level as indicated in Figure 3. Notwithstanding, specific councillors including Hon. Jimmy Alia Apumeri of Kwapa, Hon. Betty Andera Chieria of Lyolwa and Magola and Hon. Noah Okumu performed above average with 68, 65 and 63 points respectively.

**Figure 3: Performance of Tororo District Councillors on Key Parameters Relative to National and Regional Average Performances**



Source: Local Government Councils Scorecard Assessment FY 2018/19

### 3.0 Factors Affecting Performance

A number of factors can be attributed to this poor performance in the last assessment, notably:

- Conflict between the political leaders:** The political stand-off between councillors from Tororo County and those from West Budama has affected the district for the past 4 years.

- **Non-attendance of Council:** This was originally done as a ploy to deny council quorum with all councillors of Tororo county boycotting council sittings. Indeed, no single council was held in the FY 2017/18. However, after the reconciliation efforts by various actors including H.E the president, a few councillors from Tororo County had a change of heart. However, up to 10 councillors still do not attend council thus denying their electorate representation.
- **Absence of a District Executive Committee:** The absence of a district executive committee has affected the functioning of the local government on key functions that DEC is mandated to undertake. The district for example has no District Service Commission since there is no one to appoint it. This has an effect on service delivery where recruitment of key staff for schools, health centres and administration cannot be done.
- **Incapacitating chairperson's office:** The office of the chairperson has been made ineffective. The acting chair cannot perform her roles like monitoring service delivery in the entire district. It is observable that the acting chairperson cannot set foot in West Budama. This has not been helped by her non- attendance of council during the year under review.
- **Poor state of service delivery:** During the verification visits, it was evident that a number of service delivery units (roads, schools and health units) had challenges that were not being addressed by the district. This was compounded by poor political oversight since majority of councillors have neither monitored nor made any advocacy for improvement of service delivery. Key examples include;
  - **Roads:** Roads that had been in poor shape stayed long without being attended to.
  - **Education:** A number of primary schools are terribly under staffed, for instance Pa Noah Primary school in Sop Sop Sub County west Budama County has over 1100 pupils, with 6 Teachers including the Headmistress. One of the teachers posted in this school comes from Kidera Pa Nyangasi, in Rubongi Sub County, and has to ride a bicycle for up to 19kms to access his duty station. This is even made worse by the fact that the teacher is an elderly person. Several other schools are in equal state and equally deserving attention.
  - **Health:** In Mukujju Health centre IV in Tororo County, the toilets are near full, all the ambulances were long written off, as such in case of transferring of patients to Tororo main Hospital or any referral, it is on the mercy of good Samaritans.
  - **Agriculture:** In Rubongi Sub County, the farmers received banana cuttings that were dry while the pineapple plants for farming were received when there was complete drought.

#### 4.0

#### Recommendation

In conclusion, Tororo District has enormous potential to succeed. Indeed during the FY 2014/2015 assessment the district emerged as the best performing district. It is therefore incumbent upon all actors to address the political conflict so as take the district back on course.





Table 3: Performance of Tororo District Councillors FY 2018/19

Identifiers				Performance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery										
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	5	5
Jimmy Alia Apumeri	NRM	Kwapa	M	2	75	68	-9	8	8	0	0	16	7	9	16	0	7	7	7	5	5	1	4	36
Betty Andera Chieria	NRM	Iyolwa/ Magola	F	1	28	65	132	8	8	0	0	16	11	9	20	0	5	5	5	5	0	4	29	
Noah Okumu	IND	Western Div	M	1	75	63	-16	1	8	0	0	9	8	9	17	10	5	7	5	5	0	0	27	
Sarah Achieng	IND	Easern Div	F	1	33	52	58	1	8	0	0	9	11	5	16	6	5	5	1	5	5	0	21	
Rose Christine Adikin	NRM	PWD	F	4	70	52	-26	1	8	0	0	9	4	9	13	6	5	5	5	0	0	4	24	
Jox Jabwana Owor	NRM	Kisoko	M	1	40	51	28	8	8	2	0	18	4	9	13	10	5	0	0	5	0	0	10	
Beatrice Adikin	NRM	Mukujju	F	1	37	42	14	8	8	0	0	16	0	2	2	6	5	5	1	5	0	1	18	
John Martin Odongo	NRM	Iyolwa	M	2	62	41	-34	3	8	2	0	13	1	9	10	2	1	1	1	4	5	0	16	
Eunice Oliver Awora	NRM	Kirewa	F	1	20	36	80	3	8	0	0	11	6	2	8	0	5	5	0	1	5	0	17	
Julius Oketcho	NRM	Nabuyoga	M	1		35		1	0	0	0	1	3	9	12	6	5	5	0	1	5	0	16	
Peter O. Langalanga*	NRM	Mukujju	M	1	43	31	-28	3	8	0	0	11	11	0	11	4	0	0	0	5	0	0	5	
Stephen Odwar	NRM	Nagongera	M	2	62	30	-52	1	3	2	0	6	0	9	9	2	5	5	0	0	0	3	13	
Samuel Odongo*	NRM	Magola	M	1	27	28	4	3	8	0	0	11	8	9	17	0	0	0	0	0	0	0	0	
Opio Simon Peter	NRM	Rubongi	M	5	39	27	-31	8	8	2	0	18	0	9	9	0	0	0	0	0	0	0	0	
Charles Okello Athago*	NRM	Merikit	M	1	2	22	1000	8	0	0	0	8	0	5	5	0	1	5	1	1	1	0	9	
Patrick Okello	NRM	Nagongera	M	1	9	21	133	8	8	0	0	16	0	5	5	0	0	0	0	0	0	0	0	
Damali Nekesa Waka*	NRM	Rubongi	F	1	21	21	0	8	8	5	0	21	0	0	0	0	0	0	0	0	0	0	0	
Moses Ofwono Ojaso	NRM	Sop-Sop	M	1	20	21	5	1	8	0	0	9	7	5	12	0	0	0	0	0	0	0	0	
Jacob Opio*	NRM	Mulanda	M	1	64	19	-70	1	8	0	0	9	0	5	5	0	1	1	1	1	1	0	5	
Annie Beatrice Okumu*	NRM	Nagongera	F	1	45	19	-58	1	8	0	0	9	0	5	5	2	1	1	0	0	1	0	3	

Identifiers				Performance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery										
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
Edward Knoph Okware	NRM	Older Persons	M	1	68	19	-72	0	0	0	0	0	0	9	9	4	1	1	1	1	1	1	0	6
Yerusa Ochwo*	NRM	Paya/ Sop-Sop	F		49	19	-61	1	8	2	0	11	0	2	2	0	5	1	0	0	0	0	0	6
Stephen Othieno Opongi*	FDC	Mulanda	M	1		18		1	8	0	0	9	0	5	5	0	1	0	0	1	1	0	1	4
Molly Cheria Anyieko*	FDC	Petta/Kisoko	F	1	20	18	-10	8	8	0	0	16	0	0	0	0	0	1	1	0	0	0	0	2
Harriet Awino*	NRM	Youth	F	1	20	16	-20	8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0
Mijasy Michael*	NRM	Nabuyoga	M	3	76	14	-82	1	8	0	0	9	0	2	2	2	1	0	0	0	0	0	0	1
Susan Nyaburu Othieno*	NRM	Pajwenda	F	1		14		1	8	0	0	9	0	5	5	0	0	0	0	0	0	0	0	0
Stella Echiria Imukutet*	IND	Osukuru	F	1		14		0	0	0	0	0	5	5	10	0	1	1	0	1	1	0	0	4
Jennifer Okoth Ogola Loy	NRM	Older Persons	F	1	18	12	-33	1	8	0	0	9	0	2	2	0	0	0	1	0	0	0	0	1
Fatuma Amali*	NRM	Nabuyoga	F	1	23	11	-52	1	8	0	0	9	0	0	0	2	0	0	0	0	0	0	0	0
Denis Olupot*	NRM	Osukuru	M	1	42	9	-79	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Michael Oburu Omala*	NRM	Paya	M	1	11	9	-18	1	8	0	0	9	0	0	0	0	0	0	0	0	0	0	0	0
Christine Achieng Okujuwa*	NRM	Merikit	F	1	46	8	-83	0	8	0	0	8	0	0	0	0	0	0	0	0	0	0	0	0
Remina Okoth Akware*	NRM	Kwapa/Mella	F	1	61	3	-95	0	0	0	0	0	0	2	2	0	1	0	0	0	0	0	0	1
Deogratius Osiu*	IND	Mella	F	1	42	2	-95	0	0	0	0	0	0	2	2	0	0	0	0	0	0	0	0	0
John Francis Olwenyi*	NRM	Mukujuu	M	1	69	2	-97	0	0	0	0	0	0	2	2	0	0	0	0	0	0	0	0	0
Irene Rutayisire*	IND	Western Div	F	1	61	2	-97	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	2
Paul Eredet*	NRM	Eastern Div	M	1	39	0	-100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Andrew Okoth*	NRM	Kirewa	M	1	37	0	-100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Peter Rogers Imailuk*	NRM	Malaba T/C	F	1	55	0	-100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Isaac Orono*	NRM	Youth	M	1	37	0	-100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Average					42	23	-4	3	6	0	0	9	2	4	6	2	2	1	1	1	1	0	1	7

\*Councillors Assessed Using Secondary Data

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**About ACODE:** The Advocates Coalition for Development and Environment (ACODE) is an independent public policy research and advocacy Think Tank based in Uganda, working in the East and Southern Africa sub-regions on a wide range of public policy issues. Our core business is policy research and analysis, outreach and capacity building. Since its founding 19 years ago, ACODE has emerged as one of the leading regional public policy think tanks in Sub-Saharan Africa. For the last 8 consecutive years, ACODE has been recognized among the Top-100 Think Tanks worldwide by the University of Pennsylvania's annual Global-Go-To Think Tank Index Reports.

**About LGCSCI:** The Local Government Councils Scorecard Initiative (LGCSCI) is a policy research and capacity building initiative implemented by ACODE and ULGA. The initiative is a strategic social accountability initiative that enables citizens to demand excellence of their local governments and enables local governments to respond effectively and efficiently to those demands with the aim of improving service delivery.

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**Eugene Gerald Ssemakula:** Eugene is a researcher who for the past 14 years has undertaken various social research assignments with interests in Monitoring and Evaluation, Local Governance, financing and accountability. He is currently a Research Fellow with the Advocates Coalition for Development and Environment (ACODE), where for the past 10 years has conducted annual capacity building and assessment of political leaders under the Local Government Councils Scorecard initiative. His publications can be accessed at [www.acode-u.org](http://www.acode-u.org).

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