



ADVOCATES COALITION FOR DEVELOPMENT AND ENVIRONMENT

TORORO DISTRICT SCORECARD 2014/15

1 Introduction

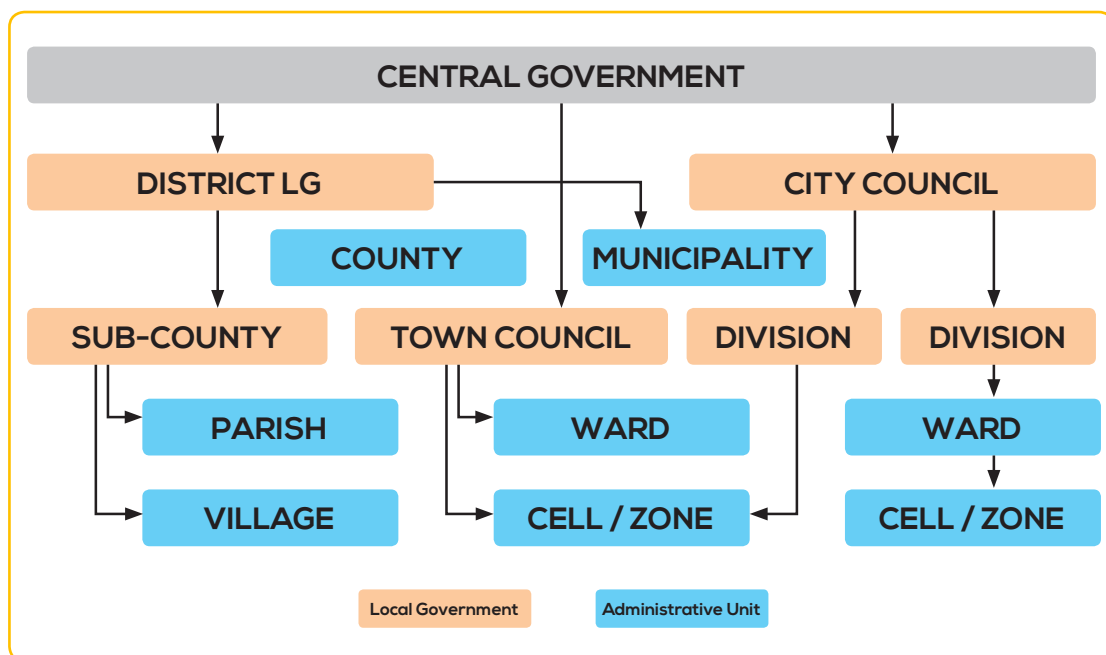
Tororo District is located in Eastern Uganda. The district borders with the Republic of Kenya to the east, Bugiri District to the west, Butaleja District to the north and Busia District to the south. The district is made up to 2 counties, 18 sub counties and 2 divisions. The district is still largely rural with agriculture being the mainstay of the majority of the population. Alongside its rural nature, the district is a growing industrial hub with Tororo Cement factory, SEBA foods, Tororo Power Station, Nilefos – a company that mines and processes phosphates for use in fertilizer and related industries. All these industries and factories contribute a substantive amount of funds for locally

generated revenue to the district. One of the main tourist attractions is the Tororo rock which in terms of grandeur, is likened to the Eiffel tower of Paris.

2 What are Local Governments?

Local governments are entities with planning, budgeting and service delivery functions. They have 5 tiers namely the: District (LCV), County (LCIV), Sub-county LCIII), Parish (LCII) and Village (LC1) each playing a specific role in service delivery. While the District and Sub-county, comprising both technical and political wings, are political units with powers to sue and be sued, the County, Parish and Village are administrative units without these powers. At district level, the political wing is headed by an elected

Figure 1: Structure of Local Governments and Administrative Units in Uganda

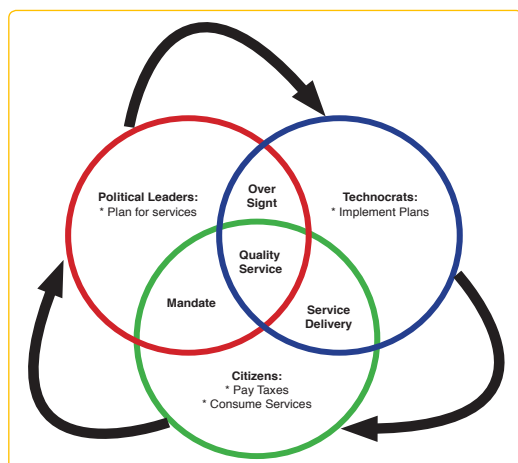


chairperson whereas the technical wing is headed by an appointed Chief Administrative Officer (CAO). Figure 1 presents this hierarchy.

3 What Do Local Governments do?

One of the roles of local governments is to provide services to citizens. These services include roads, water, education, health and agriculture. The delivery of these services undergoes various processes and at each stage, specific actors are involved. There are three main stakeholders in the service delivery at local government level including the citizens, political leaders and technical persons. Each of these stakeholders has a specific role to play and quality service delivery can only be realised if they play their role as indicated in Figure 2.

Figure 2: Power relations between politicians, technocrats and citizens



As presented in Figure 2, citizens have a role to pay taxes that are used to provide the required services. By electing political leaders, citizens give them the mandate to plan for services to suit the needs of their local government, a role that the political leaders perform through the local council meetings. Political leaders also use this mandate to oversee the implementation of development

programmes and council decisions by the technocrats. The provision of quality services is therefore dependent on each stakeholder effectively performing their role. Technocrats on the other hand implement lawful decisions of council.

4 What is the role of the citizens?

As a citizen, the constitution of Uganda spells out a number of things you are supposed to do, for example:

- a) to engage in gainful work for the good of that citizen, the family and the common good and to contribute to national development;
- b) to contribute to the well-being of the community where that citizen lives;
- c) to promote responsible parenthood;
- d) to promote democracy and the rule of law; and
- e) to acquaint himself or herself with the provisions of the Constitution and to uphold and defend the Constitution and the law.
- f) to respect the rights and freedoms of others;
- g) to protect children and vulnerable persons against any form of abuse, harassment or ill-treatment;
- h) to protect and preserve public property;
- i) to cooperate with lawful agencies in the maintenance of law and order;
- j) to pay taxes;
- k) to register for electoral and other lawful purposes;
- l) to combat corruption and misuse or wastage of public property;
- m) to create and protect a clean and healthy environment. (Constitution of Uganda Article 3)

5 What are the Roles of political leaders?

Political leaders have specific roles as stipulated in the constitution and the Local Government Act. These include:

Councils:

A Council is the highest political entity in the district. Its role includes:

- Planning and budgeting
- Legislating for the district
- Being accountable to citizens
- Monitoring service delivery of National Priority Programme Areas (NPPAs)

Chairpersons:

- Provide political leadership
- Legislative role
- Maintain contact with the electorate
- Initiating projects in their electoral areas
- Monitoring NPPAs.

Councillors:

- Legislative role (Attend council and make by laws)
- Contact with the Electorate (consult with electorate)
- Participation in Lower Local Governments (LLGs)
- Monitoring NPPAs (Water, health facilities, roads, agriculture, Functional Adult Literacy and environment)

Speakers:

Speakers are elected as councillors. In addition to carrying out all the duties of a councillor, speakers preside over and maintain order in council. They do the following

- Chair lawful meetings
- Chair business committee

- Enforce rules of procedure
- Maintain council records

It is on the basis of these statutory roles that the Local Government Councils Scorecard Initiative assesses the performance of local councils through these organs. The parameters and indicators in the Local Government Councils Scorecard, a tool used in the assessment process are drawn from these roles.

6 How have the political leaders of Tororo District been performing since 2011?

During the year under review, the assessment focused on Tororo district council, chairperson, speaker and individual councillors.

District Council: Tororo District Council scored **87** out of **100** possible points compared to **69** points scored in FY 2013/14. The district registered 26% improvement. The best performed parameter was monitoring NPPAs with (**30** out of **30**). See Table 1 for details.

District Chairperson: The Chairperson for Tororo was Mr. Osuna Emmanuel. Hon. Osuna scored **92** out of the 100 possible points in FY 2014/ 2015 compared to **78** out of **100** points scored in FY 2013/2014, thus a 18% improvement. Hon. Osuna registered his best performance under monitoring NPPAs where he scored **45** out of **45** points. The chairperson demonstrated effort in keeping records and his office documented monitoring reports for the sectors that were monitored. See Table 2 for details.

District Speaker: The district speaker for Tororo was Mr. James Paul Michi. Hon. Michi scored **35** points out of **100** points for FY 2014/2015 compared to **64** out of **100** points in FY 2013/2014. The decline in performance was due to the speaker's failure to avail himself for face to face interviews. His assessment was based

on secondary data in reference to council minutes, business committee minutes, list of recorded motions presented and passed in council including rules of procedure. See Table 3 for details.

Councillors: Hon. Simon Peter Opio councillor representing Rubongi S/C was the best councillor. His performance has been impressive over the years. The councillor scored **92** point out of **100** in 2014/ 2015 compared to **84** points out of **100** possible points in FY 2013/ 2014. His good performance is attributed to his seniority in council, keenness in documenting issues, ability to debate in council and guide the council among others. The best female councillor was Hon. Betty Akioth woman councillor for Mukuju and Kwapa sub counties with **88** out of **100** points.

Hon. Okea John a Male councillor representing PWDs registered the highest percentage improvement

with 166%, he scored **85** out of **100** points compared to FY 2013/ 2014 where he got **32** out of **100** points

7 Key factors affecting Performance of Councillors in Tororo District

Poor record keeping. Some councillors still could not present reports they put together after monitoring service delivery points.

Limited contact with electorates. During community engagement meetings citizen indicated that their councillors have not returned since being voted into power.

8 What Factors Affect Service Delivery in Tororo District?

Low local revenue: Tororo district realised Shs 1,220,955,000 in terms of local revenue against an annual local revenue budget of Shs 1,715,124,000 being 71% annual budget performance. Business licenses, performed poorly due to high rate of defaulting by tax payers, Inadequate supervision due to poor staffing in the department of finance and land management, lack of cooperation from some sub counties regarding data from revenue

Figure 3: Primary Three Pupils of Sopsop Primary Schools Squeezed in a Classroom.



Table 1: Tororo District Council

District	2011/12	2012/13	203/14	2014/15	% change	Rules of Procedure	Membership to ULGA	Committees of Council	Motions passed by the council	Ordinances	Conflict Resolution Initiatives	Public Hearings	Legislative resources	Petitions	Capacity building	Sub total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of accountability	Sub total	Plans, Vision and Mission	District Budget	Local Revenue	Sub total	Education	Health	Water and sanitation	Roads	Agriculture	FAL	ENR	Sub total
Max Points	100	100	100	100		2	2	3	3	3	1	2	4	2	3	25	4	8	8	2	3	25	18	5	4	11	20	5	5	4	4	4	4	30
Tororo	40	55	69	87	26	2	1	3	2	1	1	2	4	2	3	21	3	6	6	2	1	18	5	4	9	18	5	5	4	4	4	4	30	

Table 2: Tororo District Chairperson

Identifiers				Trends in Performance					Political Leadership						Legislative Role			Contact with Electorate			Projects			Monitoring NPPAs										
Name	Gender	District	Party	2011/12	2012/13	2013/14	2014/15	% Change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues by electorate	Sub Total	Projects initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
				100	100	100	100		3	5	2	4	2	4	20	2	6	7	15	5	5	10	3	2	5	10	7	7	7	7	5	5	45	
4	Emmanuel Osuna	M	Tororo	1	78	82	78	92	18	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	5	10	7	7	7	7	5	5	45

Table 3: Tororo District Speaker

Identifiers		Trends in Performance				Legislative Function						Contact with Electorate			LLG	Monitoring NPPAs											
						Chairing council	Rules of procedure	Business Committee	Records book	Record of motions	Special skills/	Sub Total	Meetings Electorate	Coordinating centre		Sub Total	LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub total		
Maximum Scores					100	100	100	100	3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	5	5	45	
25	James Paul Michi	Tororo	NRM	Eastern Div	M																						
						32	69	64	35	-45	2	9	3	2	3	0	19	0	9	9	0	1	1	1	1	1	7

Table 4: Tororo District Councillors

Identifiers				Trends in performance					Legislative Role					Contact with Electorate			LLG	Monitoring NPPAs								
Name	Political Party	Constituency	Gender	Terms	2011/12	2012/13	2013/14	2014/15	%change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
1 Simon Peter Opio	NRM	Maximum Score	Rubongi	M	4	55	82	84	92	10	8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45
2 Joseph Okware	NRM	Western Division	M	3	16	76	83	90	8	8	0	5	4	17	11	9	20	10	6	7	7	6	7	5	2	40
3 Betty Akioth Akol	NRM	Mukuju/ Kwapa	F	2	54	65	71	88	24	8	8	5	4	25	11	9	20	0	7	7	7	5	7	5	43	
4 John Okea	NRM	PWD Male	M	2	33	47	32	85	166	8	8	5	4	25	9	9	18	10	7	7	5	4	5	0	4	32
5 Jox Owor Jabwana	NRM	Kisoko	M	3	28	54	81	83	2	1	8	0	0	9	11	9	20	10	7	7	7	7	5	4	44	
6 John Odoi	NRM	Mulanda	M	1	34	45	75	83	11	5	8	0	0	13	11	9	20	10	7	7	7	7	0	5	40	
7 Jimmy Alia APumeri	NRM	Kwapa	M	1	21	65	24	78	225	8	8	5	4	25	11	6	17	10	1	7	7	5	5	1	0	26
8 Lydia Nyaketcho	NRM	Kisoko/ Petta	F	2	26	56	47	77	64	5	8	0	0	13	11	9	20	10	7	7	3	7	0	5	2	31
9 Jackieine Ayaa	NRM	Nabuyoga	F	2	28	60	58	76	31	8	8	0	1	17	11	9	20	2	7	7	3	5	7	3	2	34
10 Rose Cristine Adikini	NRM	PWD Female	F	3	9	39	49	75	53	8	8	5	0	21	11	9	20	10	5	5	5	4	5	0	1	25
11 Micheal Mijasi	NRM	Nabuyoga	M	2	37	67	36	72	100	1	8	0	0	9	11	9	20	4	7	7	7	7	3	3	5	39
12 Samuel Kapule Omaset	UPC	Mella	F	1	19	55	18	70	289	8	8	2	0	18	6	9	15	4	5	7	7	5	5	0	4	33
13 James Onyango	NRM	Nagongera	M	2	40	57	23	60	161	4	8	2	0	14	11	2	13	0	5	5	7	7	5	0	4	33
14 Benna Amojong	NRM	Malaba/ Mella	F	1	21	51	45	58	29	8	8	5	4	25	4	5	9	0	5	5	0	5	5	0	4	24
15 Irene Rutaisire	IND	Western Division	F	1	20	56	22	57	159	1	8	0	1	10	11	4	15	8	7	7	0	3	7	0	5	29
16 Jacob Opio*	NRM	Youth Male	M	1	23	46	25	54	116	8	8	2	3	21	9	5	14	6	3	3	3	1	1	1	1	13
17 Samuel Odongo	NRM	Magola	M	1	0	49	25	49	96	8	8	2	0	18	0	2	2	0	5	5	5	1	5	4	4	29
18 John Martine Odongo	NRM	Iyolwa	M	1	7	43	514	8	311	8	8	0	3	19	2	6	8	0	3	3	7	1	1	0	1	16
19 Jennifer Akoth Onyang*	IND	Mulanda/ Rubongi	F	1	30	49	9	37	311	5	5	0	0	10	9	9	18	2	1	1	1	1	1	1	1	7
20 Juliet Nyawere*	NRM	Molo/ Merikit	F	2	0	39	20	34	70	8	8	0	0	16	11	0	11	0	1	1	1	1	1	1	4	10
21 Gabriel Onyango	FDC	Merikit	M	1	33	45	29	33	14	8	8	0	0	16	0	6	6	0	1	1	1	1	1	1	5	11
22 Joan Olowo*	NRM	Nagongera T/C	F	2	19	32	16	29	81	1	8	0	0	9	9	2	11	2	1	1	1	1	1	1	5	11
23 Stephen Odwar*	NRM	Nagongera	F	2	24	42	41	28	-32	8	8	5	0	21	0	0	0	0	1	1	1	1	1	1	5	11
24 Donatos Okumu Runda	NRM	Kirewa	F	1	0	31	18	27	50	5	8	0	0	13	2	5	7	0	1	1	1	1	1	1	5	11
25 Alex Okoth Owor*	NRM	Petta	M	2	39	77	59	25	-58	8	8	2	0	18	0	0	0	0	1	1	1	1	1	1	1	7
26 Florence Awor*	NRM	Iyolwa/ Magola	F	1	30	29	7	23	229	1	8	0	0	9	7	0	7	0	1	1	1	1	1	1	1	7
27 Zebedayo Omoit*	IND	Mukuju	M	1	42	39	22	23	5	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7
28 Grace Amoit*	IND	Osukuru	F	3			8	23	188	1	8	0	0	9	7	0	7	0	1	1	1	1	1	1	0	6
29 Micheal Oburu*	NRM	Paya	M	1	34	27	19	23	21	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7
30 Yerusu Ochwo*	NRM	Payal/ Sopsop	F	2	19	32	23	23	0	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	2	8
31 Moses Othwono Ojaso*	NRM	Sopsop	M	1	37	67	18	23	28	8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	1	7
32 Stella Akoth*	NRM	Youth Female	F	1				23		8	8	0	0	16	0	0	0	0	1	1	1	1	1	1	2	8
33 Loy Wandwasi*	IND	Eastern division	F	1	35	30	16	16	0	8	1	0	0	9	0	0	0	0	1	1	1	1	1	1	2	8
34 Margret Nyaburu*	NRM	Kirewa	F	1	15	27		9		1	1	0	0	2	0	0	0	0	1	1	1	1	1	1	0	6
Average			1	50	55	57	57	57	3	8	8	0	0	17	6	8	14	4	4	3	3	4	4	3	2	23

*Councillor assessed using secondary data

Figure 4: Pupils of Segere Primary School in Lyolwa sitting down due to inadequate desks



centers in their areas in form of submission of monthly revenue returns and reserve prices and defaulting by tenderers who continue to change names from one season to another making the tracking of defaulters difficult.

Late submission of accountabilities from LLG to the district: This is attributed to the sub counties failure to adjust to the reporting period causing late transfers of funds from district to sub county accounts hence delay in delivery of services.

Delay in accomplishing contracts by contractors: this is also due to the late release of funds in addition the government policy to use local contractors in procurement of goods and services leading to poor service delivery due to weak financial and technical capacity of contractors who cannot timely complete works assigned to them in time. There was laxity in supervision of contractors leading to corruption, shoddy work cancelation of some contracts by the district i.e. Kiyeyi Primary school

contract for construction of staff houses was canceled due to delays by the contract and this was given to another contractor to complete.

Bureaucratic processes in the procurement: Delay in procurement process especially solicitation and evaluation of bids, and signing of contracts. This lengthy process also led to delay in completion of planned activities especially under the road sector which in turn affected the timely release of funds.

Education: Teacher pupil ratio is still high in most schools in Tororo district especially in lower classes. During the researchers verification exercise, primary schools like Mwello , Segere, Pobwoki, and Pokongo had high number of pupils ranging from 930 to 940. Other challenges that affect the education sector include inadequate class rooms, lack of accommodation for teachers, inadequate desks, high absenteeism of pupils due to hunger and inadequate latrines among others.

9 Recommendations to enhance performance

- The district should increase local revenue by supporting local investments. Measures to improve supervision of collection of local revenue by increasing the staff in the finance department should be prioritized.
- Timely supervision of contractors to ensure value for money and completion of projects on time.
- The district should put in place measures to ensure that time lines are adhered to in terms of submitting accountabilities by Lower Local Government.

10 How can Citizens engage their leaders?

For citizens to actively engage in local governance, the following can be undertaken to ensure that political leaders are engaged for service delivery.

- Participation in Budget Meetings
- Participation in barazas / citizens forums
- Participating in elections through voting
- Actively supporting candidates
- Media debates (Radio, TV, Internet, etc). Citizens can call into talk shows to demand for accountability.
- Whistle blowing where issues of poor service are observed
- Make demands within the mandate of the elected leaders

About ACODE: ACODE is an independent public policy research and advocacy think tank registered in Uganda as a company limited by guarantee and not having share capital. The mission of ACODE is to make policies work for people by engaging in contemporary public policy research and advocacy and advising government and local governments of development policy and policy implementation.

LGCSCI: LGCSCI is a policy research and capacity building initiative implemented by *ACODE and ULGA*. LGCSCI 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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