

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

## **Nakapiripirit District Council Score-Card Report 2009/2010**

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# ABBREVIATIONS

<b>ACODE</b>	Advocates Coalition for Development and Environment
<b>CAO</b>	Chief Administrative Officer
<b>CBO</b>	Community Based Organization
<b>CSO</b>	Civil Society Organization
<b>DDP</b>	District Development Plan
<b>DEC</b>	District Executive Committee
<b>DP</b>	Democratic Party
<b>DSC</b>	District Service Commission
<b>ENR</b>	Environment and Natural Resource
<b>FAL</b>	Functional Adult Literacy
<b>FDC</b>	Forum for Democratic Change
<b>FGD</b>	Focus Group Discussion
<b>FY</b>	Financial Year
<b>HC</b>	Health Centre
<b>HU</b>	Health Unit
<b>IMR</b>	Infant Mortality Rate
<b>LG</b>	Local Government
<b>LGCSCI</b>	Local Government Councils' Score-Card Initiative
<b>LGDP</b>	Local Government Development Programme
<b>MoLG</b>	Ministry of Local Government
<b>MOU</b>	Memorandum of Understanding
<b>NAADS</b>	National Agriculture Advisory Services
<b>NGO</b>	Non-Governmental Organization
<b>NPPA</b>	National Priority Programme Areas
<b>NRM</b>	National Resistance Movement
<b>PHC</b>	Primary Health Care
<b>PLE</b>	Primary Leaving Examinations
<b>PWD</b>	People with Disabilities
<b>TPC</b>	Technical Planning Committee
<b>UBOS</b>	Uganda Bureau of Statistics
<b>ULGA</b>	Uganda Local Government Association
<b>UNEB</b>	Uganda National Examinations Board
<b>UNRA</b>	Uganda National Roads Authority
<b>UPE</b>	Universal Primary Education

# ACKNOWLEDGEMENTS

The Local Government Councils' Score-Card Initiative (LGCSCI) was launched in 2009 with a goal of improving the quality of public service delivery by building the demand-side of governance and accountability. The initiative achieves this goal by undertaking and publishing a local government councils' Score-Card and a robust outreach programme targeting citizens and building capacity of local government political leaders. This assessment was conducted in 20 local government councils, including Nakapiripirit, for the FY 2009/10. ACODE is indebted to the Deepening Democracy Programme (DDP) and its contributing development partners for the continued financial support that makes these assessments possible.

In a special way, ACODE is indebted to Nakapiripirit District Local Government technical staff and councilors for their support and cooperation during the assessment. In addition, we remain grateful to the various community members who offered their time to participate in the sub-county level FGDs. The various officials who provided information and clarifications on a wide range of issues are also acknowledged. The 2009/2010 scorecard assessment came after the general elections. Most of the councilors in Nakapiripirit District did not make it back to council. However, the councilors were generally cooperative and set their time aside for the exercise. The research team is grateful to all who provided support to them.

Finally, it is imperative to note that although the assessment of Nakapiripirit District Council is the first of its kind, the methodology and Score-Card used are not new. Indeed, the score-card has already undergone extensive review to address gaps that were cited during the first assessment of the FY 2008/9, and remains a living document to be reviewed on an annual basis. In the process of conducting the assessment, we have encountered a number of challenges, particularly related to record keeping and information retrieval. However, we have taken due diligence to ensure that the facts presented in this report are reasonably accurate and are a fairly objective representation of the performance of Nakapiripirit District Council and its constituent organs. We are confident that the findings and recommendations will go a long way to improve the workings of Council, and hence lead to improved service delivery and better governance.

# EXECUTIVE SUMMARY

This is the first assessment report for Nakapiripirit District Local Government. The assessment employs a Local Government Councils Score-Card (LGCSC), an independent assessment tool with a specific methodology and indicators to assess the performance of local government councils in Uganda. The Score-Card empirically assesses the extent to which local government council organs and councilors are performing their responsibilities as stipulated in the Local Government Act. It also examines whether there is a direct correlation between the Score-Card performance of Nakapiripirit district local government council and the quality of service delivery in the district.

This district report provides evidence-based policy options needed to improve the role of Nakapiripirit district local government council in the delivery of public services and the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils Score Card seeks to complement existing local government performance assessments and in particular the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments. At an individual level, the annual score-card assessment provides a civic education platform for district councilors and political leaders to improve their performance especially in areas where their performance has been found wanting. In the long run, the resulting impact will be the constituents' ability to demand for accountability on service delivery issues that concern them whenever they are in contact with their elected leaders.

For the FY 2009/10, the assessment focused on the district chairperson, the district speaker, the 17 councilors (10 male and 7 Female) and the district council as an independent corporate body. The themes of assessment were premised on political leaders' roles and responsibilities as outlined in the Local Government Act. Although the scope of the study is FY 2009/10, effort was made to cross check for evidence from the previous financial years for comparison purposes.

As a district, Nakapiripirit is relatively new, having been created in 2001. However, in spite of the fact that the district has had opportunity to undertake and implement several rounds of district development plans, the district appears to be stuck and continuously grappling with the same set of challenges and there has been no improvement in service delivery. A critical analysis of selected socio-economic indicators for education, health, rural roads, water and sanitation, agriculture and the environment and natural resources for the district points to a declining state of affairs. This situation is exacerbated by the district's incapacity to effectively deal with the gaps in service delivery. This arises from the high financial dependence on central government, increased tendencies of recentralization by the centre, and an alarmingly low local revenue base. For example, during the FY 2009/10, the district was only able to raise 0.8% of its budget. This indicates that the capacity of

the district to plan for local priorities is greatly undermined since most of the central government transfers are conditional in nature with little or no room for change towards local priorities.

In terms of Score-Card performance, the district council garnered 38 points out of 100 total points. The Chairman, Mr. John Nangiro scored 55 out of 100 total points with his best performance registered under initiation and participation in communal development activities followed by exercise of political leadership. The district speaker on the other hand scored 59 out of 100 total points with the best performance registered in his role of presiding and preservation of order in the district council. The performance of individual councilors was generally poor with the highest scoring 42 points while the lowest scored a paltry 10 points out of a total of 100 total points. In terms of gender, there was not much difference in the performance of male and female councillors although male councilors performed marginally better than their female counterparts with an average score of 27 and 25 respectively. With a few exceptions, the majority of councilors registered their best performance in their legislative role while all registered a score of zero in participation in lower local governments: none of the councillors participated in the lower local governments.

Arising from the analysis of the state of service delivery in the district and Score-Card performance, key recommendations are made in this paper to be adopted at two levels. At the national, there is need to:

- Advocacy for changed budget architecture. The national budget should be shared equally (50/50) between the central government and all other local governments and financial distribution should reflect the equal importance of all districts.
- Remuneration for councilors should be given priority to enable them focus on fulfilling their roles and functions as stipulated in the Local Government Act.

At the district level there is need to:

- Strengthen monitoring of government programs with specific focus on the involvement of the political leaders.
- Improve civic awareness with regard to the understanding of the role of political leaders. This will go a long way in enhancing the demand for accountability
- Political leaders need to improve contact with the electorate and involvement in lower local governments as this interface will enhance candid discussion on key issues in a more informal but business-like manner.



This is a district performance assessment report for Nakapiripirit District for the Financial Year 2009/2010. Nakapiripirit District Local Council Government is one of the 20 local governments that were assessed using the Local Government Councils Score-Card, a tool developed by the Advocates Coalition for Development and Environment (ACODE) that seeks to deepen decentralization to deliver effective governance and quality goods and services to the citizens. The local government system as provided in the 1995 Ugandan Constitution, and operationalized by the Local Government Act 1997, was premised on the realization that decentralization was to ensure effective governance through devolution of functions and powers to the people at appropriate levels. For quite some time, decentralization seemed to deliver on its stated objectives. However, in recent times, service delivery started to decline especially in the sectors of education, health and works. Through the Local Government Councils' Score-Card Initiative (LGCSCI), ACODE seeks to contribute to improved performance of selected local governments by assessing their performance using an open and transparent mechanism. Beyond the assessment, the LGCSCI seeks to empower the communities through delivering an issue-based civic education that enables them to demand accountability from the elected leaders.

Local Government Councils Score-Card is a set of indicators that assess the performance of Local Government political leaders and Local Council organs in selected districts of Uganda. The indicators are developed based on the core mandate, responsibilities and functions as set out in the Constitution and the Local Government Act. Local Government councils, chairpersons, speakers and councilors are assessed to determine how best they perform their political responsibilities and functions as set out in the Act. Based on the assessment, the major limitations to effective performance are identified and policy response options to improve performance presented. The overall objective of the assessment is to provide evidence-based policy options needed to improve the role of local government councils in the delivery of public services and the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils' Score-card seeks to complement existing local government performance assessments and, in particular, the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments.<sup>1</sup>

The first Local Government Councils' Score-Card covering the Financial Year 2008/09 was conducted in 10 local governments.<sup>2</sup> The second Score-Card assessment covering the Financial Year 2009/10 covers 20 local government councils including Nakapiripirit

- 1 The inspectorate division of the Ministry of Local Government undertakes an annual assessment of all local governments that focuses on measuring the extent to which they conform to the performance measurements and meet the minimum standards set by the ministry.
- 2 The 2008/9 assessment focused on the districts of Amuria, Amuru, Hoima, Kampala, Kamuli, Luwero, Mbale, Moroto, Nebbi and Ntungamo

District Local Government Council.<sup>3</sup> This is, therefore, the first score-card report for Nakapiripirit District Local Government.

The report is organized in eight sections. Section 2 after this introduction details the methodology of the study, while section 3 gives a summary of the district background. In section 4, the state of service delivery in Nakapiripirit District is critically analyzed, while section 5 focuses on Nakapiripirit's budget and revenue architecture. Section 6 presents the score-card findings and interpretation. The focus of section 7, on the other hand, is a correlation between the district performance and the quality of public services. Finally, section 8 provides the conclusion and succinct recommendations for the study.

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3 In addition to Nakapiripirit, the following districts were covered during the second assessment: Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kampala, Kamuli, Luwero, Mbale, Mpigi, Moroto, Moyo, Mukono, Nebbi, Ntungamo, Rukungiri and Soroti.

The Local Government Councils' Score-Card uses a standard methodology and a set of qualitative and quantitative indicators to assess the performance of Local Government Council leaders. The score-card was initially developed in 2009. Following the publication of the first score-card<sup>4</sup> and the feedback from the outreach process, the indicators were revised to address a number of deficiencies that became apparent. The revised Score-Card departs from the original one in three fundamental ways. First, the revised indicators are more aligned to service delivery objectives where councilors are assessed by their substantive contributions to monitoring and promoting the delivery of public services across the five national priority programme areas (NPPAs). Second, local government councils are assessed on the extent to which they address national public policy issues such as corruption, governance and respect for human rights. Finally, a set of indicators that measure the extent to which councilors provide feedback to their constituencies are included in the score-card.

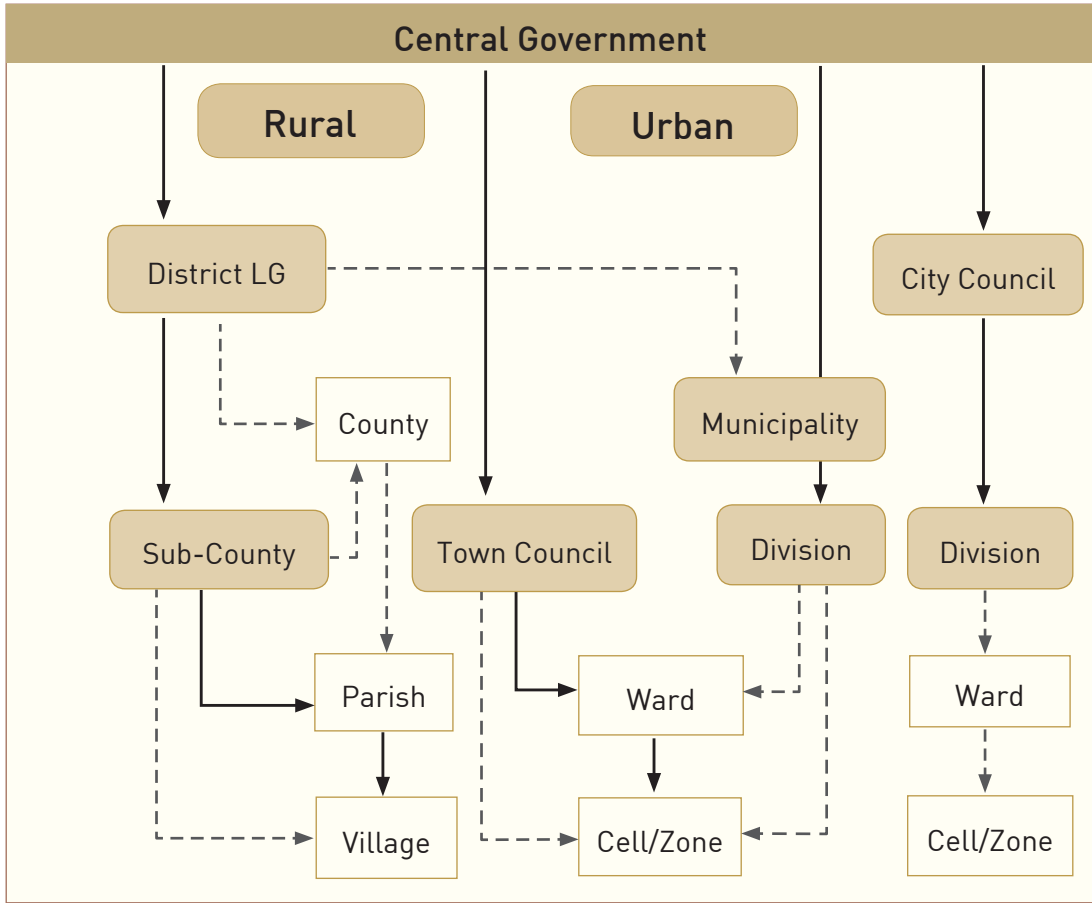
## 2.1 Building Block for the Score-Card Indicators: Who is assessed?

The Local Government structure is the primary building block for the Score-Card indicators. As shown in Figure 1, the Local Government structure comprises two distinct components. First, the organs that are shown in shaded blocks are constituted under the Local Government Act 1997 as bodies corporate with power to sue and be sued.<sup>5</sup> Most importantly, they can receive public funds and are primarily responsible for the delivery of public services in their local jurisdictions. Theoretically, at each level, a council is established as the local government of the area with full political, executive, legislative and administrative powers. While the Score-Card can be applied at each of these levels with necessary modification, the current assessment only focuses on the organs of the District Local Government Council; the Council; individual Councilors; the Chairperson; and, the Speaker. Secondly, the Local Government Council organs in the un shaded blocks are largely administrative units. With no official budgets of their own, how they are used to ensure the delivery of public services and deepen governance is a responsibility of the legally mandated council organs or the central government.

4 The 2008/09 Score-Card was undertaken in 10 districts of Moroto, Amuria, Mbale, Kamuli, Kampala, Luwero, Ntungamo, Hoima, Nebbi and Amuru.

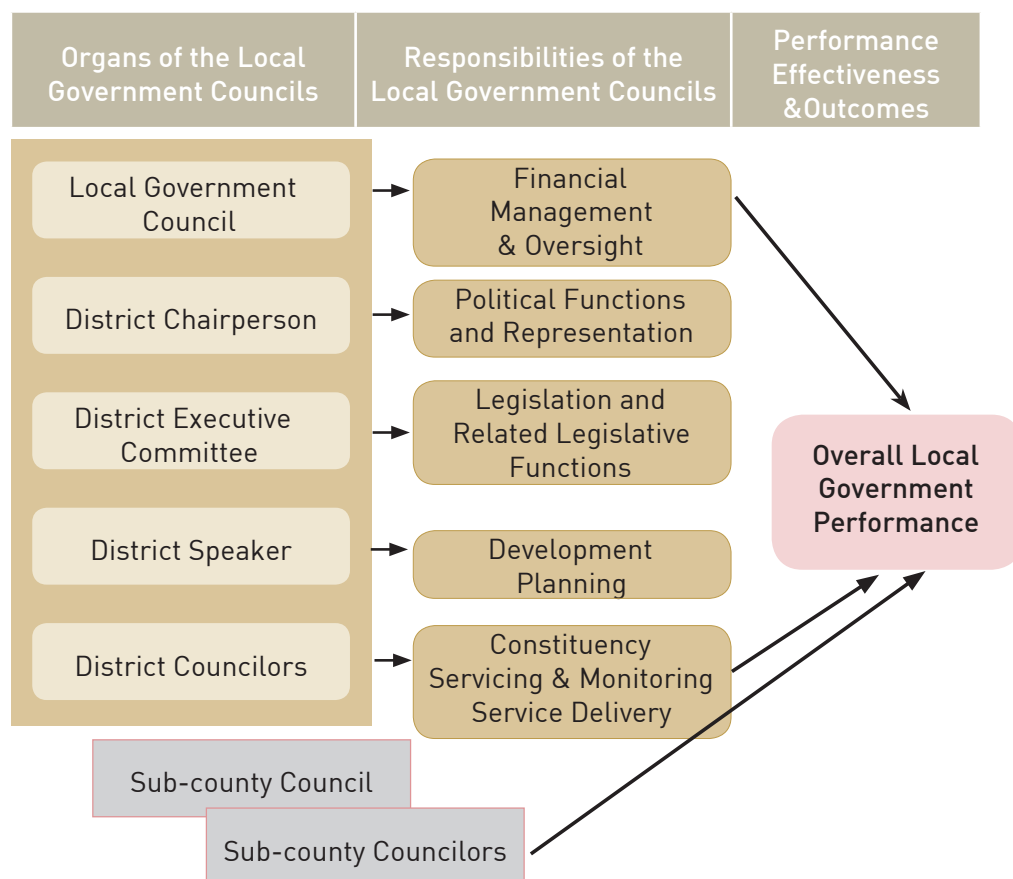
5 See Section 6 of the Local Government Act Cap.243 as amended

**Figure 1:** Structure of District Local Governments in Uganda



**2.2 The Building Blocks for the Indicators: What is assessed?**

As shown in Figure 2 below, the responsibilities and functions of the Local Government councils are grouped into five broad categories generally referred to as performance parameters in the score-card, namely: financial management and oversight; political functions and representation; legislation and related legislative functions; development planning; and constituency servicing and monitoring of service delivery on five national priority programmes.

**Figure 2: Key Aspects of the Local Government Councils Performance**

The Local Government Councils' Score-Card is premised on a theory of change which says that by providing data and information on the performance of local political leaders, citizens will demand for accountability and effective service delivery and hence trigger a vertical spiral of demand up to the national level.<sup>6</sup> An empowered citizenry will trigger the necessary reforms that are essential to create an environment in which the delivery of public services is responsive to the needs of the majority of citizens. In the theory of change, demand-induced performance by the local government council leaders and increased demand for accountability on national leaders will have a positive impact on the overall performance of the local government. Consequently, beyond the scores of each organ of Council, the assessment seeks to establish the causal-effect relationship between the performance record of Local Council political leaders on the one hand, and the quality of service delivery and accountability on the other.

### 2.3 Score-Card Assessment Methodology

The methodology for undertaking the score-card is designed to achieve a number of objectives. The methods used include: literature review; inception meetings; interviews; and Focus Group Discussions (FGDs). First and foremost, the primary objective is to

<sup>6</sup> For more detailed information on the Theory of Change, refer to Godber et al., *Monitoring and Assessing the Performance of Local Government Councils in Uganda*, ACODE Policy Research Series No. 31, 2010.

collect qualitative and quantitative data on the status and trends on key service delivery indicators in the selected local governments. Secondly, the process of undertaking the assessment helps the councils learn more about their roles and how best they can perform those roles and effectively represent the interests of their electorate. Thirdly, while focus group discussions are designed to collect information on the perceptions of voters and validate the data and information from councilors, the meetings also act as civic empowerment platforms.

The inception meeting for Nakapiripirit District Local Government was organized on 17<sup>th</sup> May 2011. The meeting was attended by 22 participants composed of: outgoing and incoming councilors. The meeting provided the first opportunity for councilors and other stakeholders to learn about the assessment and how it was conducted. Literature review is generally intended to provide background information on the district, the status and trends in selected service delivery indicators and the planning and development targets of the districts. The review of the literature focused on national-level reports on the performance of Nakapiripirit District Local Government, the district planning documents and reports, as well as records of the Minutes of Council and other unpublished materials.

Based on the data and information derived from the literature review, the fieldwork took the form of interviews and focus group discussions. Individual interviews were organized with the district Councilors, the Chairperson and the Speaker. The interviews provided the opportunity to discuss with the respondents the scores that they might obtain based on the information and documentation available about their performance. For the 2009/10 Financial Year, Nakapiripirit District Local Government Council had a total of 17 councilors (10 male and 7 female). All the 17 councilors participated in the assessment. Focus group discussions were organized in each of the 7 sub-counties. As already alluded to above, besides providing an opportunity for validating the reports from councilors, FGDs also provided an opportunity for civic education for the participating members. In Nakapiripirit District local government, the FGDs were attended by 75 participants of whom 35 were women and 45 men. A standard guideline (Annex2) was used for conducting the FGDs.

Finally, observation and photography were employed as research methods to triangulate information provided by the councilors during the score-card administration. Through direct observation, the researchers were able to verify reports from councilors especially with regard to community projects and other information on service delivery. In addition, the research team also attended three Council sessions to observe the proceedings and debates.

## 3

## DISTRICT BACKGROUND

## 3.1 Geopolitics and Demographic Characteristics

Nakapiripirit District was carved out of Moroto District by the Sixth Parliament in 2001. Unlike other new districts, Nakapiripirit had been a district before (1973-1981) Nakapiripirit comprises of 2 counties<sup>7</sup>, 7 sub-counties<sup>8</sup> and 1 Town Council. The two counties are no longer functional administrative units but there are two Assistant Chief Administrative Officers (ACAO)<sup>9</sup> assigned to coordinate programmes and activities in each County. Administratively, the seven sub-counties are each headed by a Sub-county Chief (SCAO) who is a graduate and the accounting officer in the Sub-county. The chief supervises two extension workers (veterinary and Agriculture), Community Development Officer and Assistant Community Development Officer, the accountant and the Sub-county NAADS Coordinator. All the SCAOs are employees of the District Local Council recruited by the District Service Commission.

**Table 1:** District administrative Units with Population by sex, County and Sub County<sup>10</sup>

County	Sub-counties Town council	No. of parishes	No. of Villages	No. of HH	Male	Female	Total	Average HH size
Chekwii	Kakomongole	5	26	1,805	4,323	4,898	9,221	5.1
	Moruita	2	13	1,630	5,329	4,684	10,013	6.1
	Nakapiripirit TC	3	7	281	844	796	1,640	5.8
	Namalu	4	41	5,944	14,774	16,551	31,325	5.3
	Sub-Total	5	22	9,660	25,270	26,929	52,199	5.4
Pian	Lolachat	5	16	2,544	6,060	7,170	13,230	5.2
	Lorengedwat	3	12	1,168	2,870	3,219	6,089	5.2
	Nabilatuk	7	22	3,710	8,650	10,753	19,404	5.2
	Sub-total	30	159	7,422	17,581	21,142	38,723	5.2
<b>G/Total</b>				<b>17,082</b>	<b>42,851</b>	<b>48,071</b>	<b>90,922</b>	<b>5.5</b>
<b>Uganda</b>					<b>11,929,803</b>	<b>12,512,281</b>	<b>24,442,084</b>	<b>4.7</b>

*Source: Nakapiripirit DDP 2010-2013*

According to the 2002 Population and Housing Census, Nakapiripirit District had a population of 154,494 and the population was projected to be 205,000 in 2007 and 273,300 in 2012 with a population density of 171.74 in 2010<sup>11</sup>. The District is bordered in the North by Moroto District, Katakwi and Kumi to the West and Sironko and Kapchorwa to the south.

<sup>7</sup> Chekwii and Pian counties

<sup>8</sup> Lorengedwat, Nabilatuk, Lolachat, Loregae, Namalu, Kakomongole and Moruita

<sup>9</sup> Ilukol Jobs Lomenen and Agwang Mather

<sup>10</sup> After the creation of Amudat district

<sup>11</sup> According to a World Bank report released in 2011

It covers an area of about 4,196 sq. km. Nakapiripirit lies approximately 360 kilometres (220mi), northeast of Kampala

In the period under review, Mr. John Nangiro was the District Local Council Chairperson (LCV). The chairperson works with the secretaries<sup>12</sup>, who constitute the District Executive Committee (DEC) which is responsible for policy formulation and allocation of resources to priority service areas. The DEC reports to the District Council which is headed by the District Speaker.

### 3.2 The Local Economy and Economic Opportunities

The main activity in the district is animal husbandry and the majority of the population are pastoralists. According to the National Livestock Census 2008, at a total of 674,746 (6%) Nakapiripirit has the second highest cattle population in the country, the ratio of cattle to humans in the district is 2:1 compared to the national ratio of 1:5. The district has the highest number of goats- 543,374 (4.4% of the goats in the country), and is one of the districts with the largest number of sheep at 389,676.<sup>13</sup> However in some areas, especially in the south, some agricultural activity takes place. In terms of natural resources, Nakapiripirit has Kadam CFR which measures about 39, 917 hectares and part of PianUpe Game Reserve is found within the district.

12 Vice Chairperson (Lodim Simon Peter Thiwa), secretary for works and technical services (Ageor Mark), secretary for finance (Hon. Loonyee John), secretary for health, production and environment (Ms.Lopua Lucy) and secretary for social services

13 UBOS, National Livestock Census at [www.ubos.org](http://www.ubos.org)



# THE STATE OF SERVICE DELIVERY IN NAKAPIRIPIRIT DISTRICT LOCAL GOVERNMENT: ANALYSIS OF LOCAL GOVERNMENT COUNCIL ACTIONS AND RESPONSES

The effective performance of a district local government can best be assessed by considering the status of key social economic indicators for the district. The adoption of the decentralization policy in 1992, and the associated subsequent reforms, placed the delivery of primary education, health, rural roads, water and sanitation, community services, and agriculture extension services, among others, in the hands of local government councils. Local government council leaders are supposed to ensure that central government services are effectively delivered to their electorate. Essentially, well performing local governments should lead to improvements in key indicators for these services. Even in systems where the central government remains a key player in the delivery of such services, the local government complements the work of the central government or focuses on ensuring that the central government fulfils its development and governance commitments to the population.

This section of the report provides a succinct review of key socio-economic indicators of Nakapiripirit district local government. An attempt is made to compare the indicators at the end of the Financial Year under assessment with the same indicators at the period when the current district council leadership assumed office in 2006. The section also analyzes the actions or lack thereof of Nakapiripirit district local government council and its respective organs in addressing the service delivery deficiencies affecting the electorate and citizens in the district. This comparison provides a good basis to examine whether there is any change, (quantitative and qualitative) in key selected indicators over the five-year period when the council being assessed was in leadership. Similar deductions can also be made by comparing the indicators for 2007/08 and those of 2009/10.

## 4.1 Primary Education Services

### 4.1.1 Access and Quality Indicators

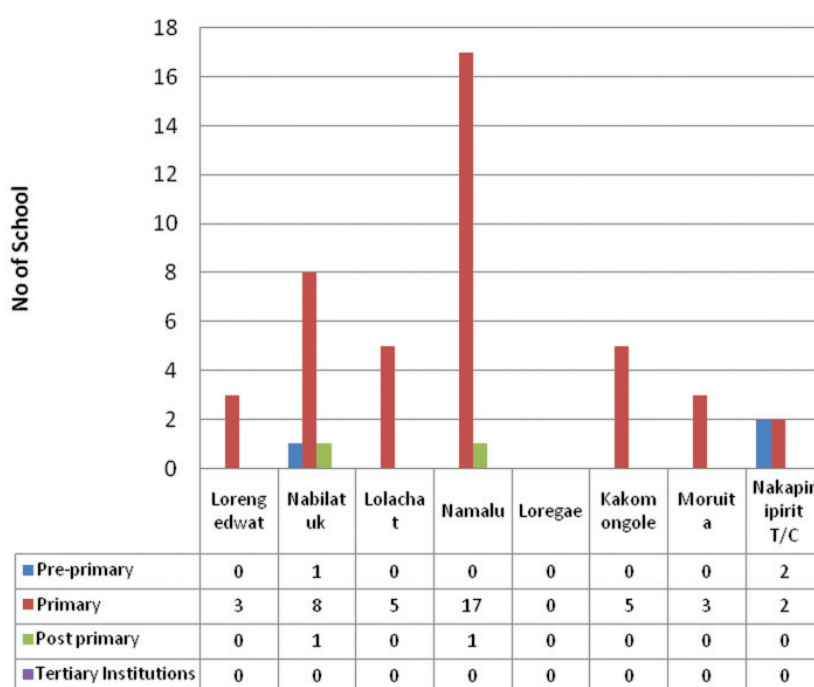
The accessibility and quality indicators for Nakapiripirit on education are particularly worrying because over the last five years, there has been no substantial improvement; infact the net intake has actually registered a decline. Nakapiripirit District has got a total of 43 Primary schools; 39 are government owned while the remaining 4 are community owned. The district has a total enrolment of 25,051 pupils manned by 348 teachers (234 female and 114 Male). The total UPE grants to beneficiary schools in the year in question were Uganda Shillings 2,731,686,293 /- which was 17.07% of the total district Budget.

**Table 2:** Education Statistics for Nakapiripirit District

EDUCATION		2005	2006	2007	2008	2009
Accessibility Indicators	Net Intake			25.8	27	24.6
	Net Enrolment			38.2	38	41.8
Quality Enhancement	Pupil teacher ratio	68	83	88	82	70
	Pupil classroom ratio	72	78	67	67	69

*Source: UBOS Statistical Abstract*

**Figure 3:** Schools Distribution by Sub-County



As can be seen from Figure 3 above, there is one school per parish (except in Namalu and Nabilatuk where there are several schools) while Loregae does not have a school. However, many of these schools do not have a complete primary structure up to Primary Seven. One school per parish cannot accommodate all the school age going children in

the parish; this tends to over crowding and secondly young children have to walk long distances to reach a school which contributes to the high drop out rates.

Further, in addition to there being very few schools, the existing schools have inadequate infrastructure in terms of classrooms, accommodation for both teachers and pupils. During the course of this study, the research team found the situation in the following schools particularly wanting; Doo primary school, Sakale, loreng, Kakomongole, Domoye, Natirae, Cheptapoyo, Katabok and Dingdinga. Due to lack of accommodation, teachers in some of the schools travel for more than 20-30 km to reach the school and in the absence of a public transport system, they have to ride bicycles which is extremely slow and tedious leading to high rates of teacher absenteeism especially in the rainy seasons. Schools also face an acute food shortage as most of them depend on supplies from WFP which is irregular and often insufficient.



Beautiful administration block of Arengeshiep S.S.S constructed by Irish Aid.



Arengeshiep SSS Dining Hall. Meals for students are prepared behind the administration block.



Girls reside in a classroom due to lack of accomodation in Arengeshiep S.S.S in Nakapiripirit District

The district dropout rate is estimated at 25%, which is quite high compared to the national average of 10%<sup>14</sup> and the dropout among girls is higher than that for boys. The primary school completion rate stands at 11% for girls and 13 for boys.<sup>15</sup> Some of the factors

14 Gender and Education in Uganda. A Case Study for EFA Monitoring Report, 2003, Prepared by Dr. Deborah Kasente, MakerereUniversity

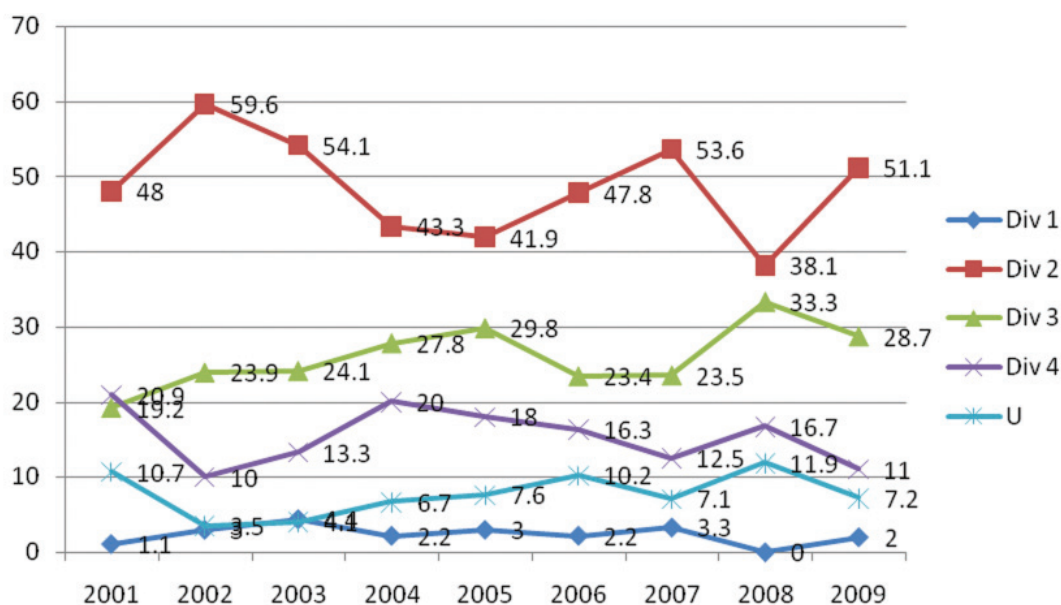
15 Information collected from the inspector of schools Nakapiripirit District

that contribute to the high dropout rate especially for girls include; inadequate sanitary facilities in most schools, negative cultural practices which force girls into early marriages (amanyunngaatuk) and the fact that parents often deliberately withdraw grown up girls from schools to carry out household chores.

### 4.1.2 Performance Indicators

Primary Leaving Examination (PLE) results are commonly used as a measure of the quality of output from the primary education system in Uganda.<sup>16</sup> An analysis of the trends of PLE performance in the district indicates that over the years the majority of the pupils have passed in the second and third division while the number of pupils attaining Division 1 scored have not recorded any improvement over the last five years. On average less than 2% of the pupils who sit each year attain a 1<sup>st</sup> division. Figure 4 below shows PLE performance from 2001-2009.

**Figure 4:** Trends analysis PLE performance for Nakapiripirit district local government



**Source:** UNEB Statistics

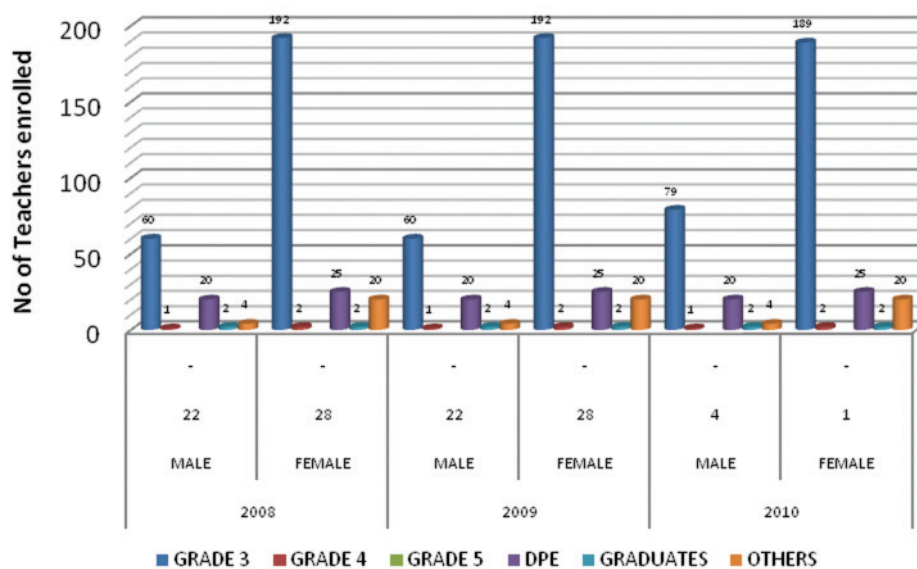
The poor performance in the district is attributed to several factors including: poorly qualified teachers.<sup>17</sup> As shown in figure 5 below, most of the teachers in the district are grade 3 teachers. Further as a matter of policy, in the lower primary (P1 – P3) the pupils are taught in thematic (Ngakarimongong) leaving them with only four years to learn, read and write English which puts them at a disadvantage when compared to the rest of the

<sup>16</sup> Refer to UWEZO survey 'Are Our Children Learning?' as a new method of determining quality that could provide more insights on the quality of education, especially at the lower primary levels.

<sup>17</sup> Other factors include; lack of enough trained and qualified teachers in most schools, Some schools are understaffed due to lack of accommodation; e.g. Doo primary school, Sakale, loreng, Kakomongole, Domoye, Natirae, Cheptapoyo, Katabok and Dingdinga. Some teachers in these schools ride for more than 20-30 km per day to their schools. Other schools like Kaiku and Cucu have adequate teachers although they do not have staff accommodation in the school compound because they happen to be near trading centers of Namalu and Nabilatuk respectively.

country where pupils are taught mainly in English from pre-primary to primary seven. This gives them a good foundation to prepare and handle the PLE exams, hence good grades. The high dropout rate and poor performance is also attributed to the long distance from schools averaging 2.5km from Manyattas. During the 2009 primary leaving examinations, there were 15 grade one pupils in the district, 208 grade II, 149 grade III, 90 grade IV and 38 were ungraded/failed

**Figure 5:** Primary Teachers in the District by Qualification



Source: District Education Office

## 4.2 Health Services Delivery in Nakapiripit District Local Government

The delivery of effective health services is one of the pressing challenges facing Uganda in general. In the Karamoja sub-region, the situation is much worse than in the rest of the country. Nakapiripit has an Infant Mortality Rate (IMR) of 178 per 1000 live births, Child Mortality Rate (CMR) of 248 per 1000 live births and Maternal Mortality Rate (MMR) of 527 per 100,000 live births. Total Fertility Rate is 7.9 while 50% of children under 5yrs are stunted Compared to the national average of 39.1. Existing literature suggests that the key indicators for measuring the quality of health care include: number of health facilities; pit latrine coverage; immunization rates; and health unit utilization.<sup>18</sup>National health statistics for Nakapiripit provide an insight into the state of health services in the district. Perhaps the only positive thing that can be said for the health indicators in the district is that Nakapiripit has lower than average HIV/AIDS prevalence rates.

18 Uganda Bureau of Statistics (UBOS)

**Table 3:** Key Health indicators for Nakapiripirit district local government

		2005	2006	2007	2008	2009
<b>Public Health Immunisation</b>	Pit latrine coverage			3	3	1
	BCG	63	62	65	24	52
	Measles	69	49	57	23	103
	OPV3	67	53	58	29	51
	DPT3	67	51	58	28	67
<b>Health Unit utilization</b>	OPD			0.6	0.7	0.7
	Deliveries in health units			4	4	4
	HIV/AIDS Service Availability			53	60	87
	Pregnant women receiving 2nd dose Fansidar for IPT			55	90	69
	Proportion of approved posts filled by health workers	55%		45%	45%	50%
	District Average HIV Sero prevalence rates as captured from ANC surveillance	1.30%		2.20%	2.00%	2.30%

**Source:** UBOS, 2011

The district has got 1 hospital (NGO established), 15 Health Centers (3 HC IVs, 4 HCIIIIs but functioning as HCII, 9 HCIIIs). In the period under review, there were only 5 Doctors<sup>19</sup> in the whole district 3 of whom were employed in Government HCs and 2 in the private Non- Governmental Organizations Health Centers. In the FY 2009/2010, a total of 13,359 patients were attended to in all the Health Centers.<sup>20</sup> The health centers were able to carry out 90 major operations and 88 minor surgeries.

The health sector in the district is faced with several challenges;<sup>21</sup>the distribution and coverage of health centers in the district presents a severe challenge for accessibility. This is made worse by the very poor transport network in the district where some areas are nearly impossible to reach. All the health centres face routine drug stock outs and in most health units<sup>22</sup>; this can last for up to three months. This is exacerbated by the fact that some health workers steal drugs from the health Units to stock their private drug shops and as a result the patients are referred to them (Private drug shops) when sick. Hence many people seek self-medication because it is the quickest way to access treatment. "We even buy cannulas, drip water and syringes" a woman expressed herself with bitterness and shock in a FGD. There is also inadequate staff accommodation in all the health units and health workers travel several Kilometers to health units. According to one young woman in a FGD in TokoraKakomongole S/C, "If one goes after 6:00pm she is told to wait till the next day to be attended to by a doctor, whatever the condition." As a result many preventable diseases that could otherwise be controlled rapidly manifest and spread sporadically among the communities. The District also has unique yet neglected diseases like, kalaza, guinea worm, Jiggers and filia-alysis.

19 The 5 doctors including the DHO who is often based at the district headquarters handling administrative work

20 According the report of the DHO 2010.

21 Source: Focus Group Discussions

22 In Tokora HC IV, Namalu HC III and Nakapiripirit HC III

**Figure 6:** Leg of a man suffering from Elephantiasis

**Source:** ACODE Digital Library 2011

**Figure 7:** Feet of an Old woman heavily infested by Jiggers in Kaiku Village in Namalu S/C

**Source:** ACODE Digital Library 2011

### 4.3 Road Network

The dominant economic activity in Nakapiripirit district local government is pastoralism and agriculture is practiced on a small scale. The district gets almost all its food and other supplies from the neighboring districts of Mbale and Kween. Consequently, a functional road network is essential for the very survival of the people.

#### 4.3.1 Distribution of road networks:

The District has about 955 km of community access roads under the management of sub county authorities, 244 Km national gravel road under the responsibility of Ministry of works and 402 Km of district roads under the management of the District Local Government. Of the 402 Km, 72 km is in good condition, 166 Km in fair condition, 37 Km in bad condition. Community roads are generally in poor condition throughout the district. The works Sector has a number of ongoing road works in the town council and other parts of the district. A total of 81 km of road constructions is ongoing.

**Figure 8:** State of Different Roads in Nakapiripirit

**Photo 8:** A trailer carrying food to Moroto gets stuck at Nabilatuk road along Nakapiripirit Moroto Road

**Source:** ACODE Digital Library 2011



**Photo 9:** A researcher crosses a road that was washed away by the rain in Namalu S/c

**Source:** ACODE Digital Library 2011

### 4.3.2 Main roads in the district

The District has three main roads (central roads) running from Mbale to Moroto through Nakapiripirit town council. This road bifurcates at Namalu Sub-county forming a junction which runs through Lolachat and Nabilatuk trading centers and joins Nakapiripirit-Moroto road at Kaloyema. Another junction is formed just after Nakapiripirit Town council to Amudat.

**Figure 9:** A 4WD vehicle struggles to maneuver its way through mud on the main road along Namalu Nakapiripirit Road



*Source: ACODE Digital Library 2011*

**Figure 10:** A queue of heavy trucks ferry marble stones from Kothiroi to Tororo Cement factory. The trucks cause extensive damage on the main Nakapiripirit Mbale road



*ACODE Digital Library 2011*

The condition of all the main roads connecting the district to other districts is severely wanting. During the rainy season, it is not uncommon for the entire district to become completely cut off from the rest of the country as these roads flood and become impassable.

### 4.3.3 Feeder roads in the district

The District has six feeder roads: Iriri-Nabilatuk, Lorengechora-Nabilatuk, Magoro-Lolachat, Namalu-achorichor, Lorengedwat-Nabilatuk and Kakomongole road. All these feeder roads are functional but sometimes become impassable in the wet season

### 4.3.4 Worst roads in the district

All community roads in the district are in very poor condition because of poor maintenance. The central road running from the district border with Kween to Nakapiripirit town council is poorly maintained and poses great challenges to travelers during the rainy season.

All the roads in the District are gravel roads. The central government has been promising to tarmac the main road running from Sironko District to Moroto through Nakapiripirit but this promise has not materialized for the last 15 years. Apparently, the road has not been tarmacked because of the low internal rate of return (IRR). However, the Limestone which is being mined in Kosiroy in Moroto District passes through the District. These overloaded trucks have caused great damage to the District main roads making them almost impassable during rainy season. Funds allocated to the road networks in the



financial Year 2009/2010 were 183,120,000 equivalent to 1.14 per cent of the total district Budget.

#### 4.4 Access to Water and Sanitation

Access to safe water and sanitation is one of the key public services that determine the quality of life of the population. Nakapiripirit district falls in the dry belt of the country and being a livestock dependent community, access to year round supply of water is essential. Sources of Water for People (rural and urban) and animals in the district are limited, with the main source of domestic water in the district being boreholes (underground water). Water for livestock is accessed from traditional water structures (Ponds, pans and shallow wells) as well as modern ones likes dams/valley tanks. There also exist potentials of gravity flow scheme along the Kadam Mountains.

The main water bodies in the district include; Valley Dams (0.7%), Hand augured wells (2.1%), Piped water (0%), Borehole (39.7%), protected springs (0.5%) and Safe water (42.3%). The household Sanitation is 0.8% based on three parameters of; Latrine coverage in the district which is 3%, water borne toilets 0% and toilets is at 14%.

**Figure 11:** A borehole being drilled in Longoleyek village in Lorengedwat Sub-county to provide clean and safe water for human consumption sponsored by Welthungerhilfe an international NGO operating in Nakapiripirit District



**Source:** ACODE Digital Library 2011

**Table 4:** Water and Sanitation Indicators for Nakapiripirit District

	Urban	Rural	Total
Population	2,600	242,300	242,900
Population served	2,470	77,427	79,897
Access	95%	32%	33%
Equity			1990
Management (Functionality of Water source committees)			36%
Gender (Water source committee with women in key positions)			78%
Functionality			
	Functional	Non functional	Total
Protected Springs	4	2	6
Shallow wells	27	5	32
Deep boreholes	169	55	224
Rain harvesting tanks	9	0	9
Water for Production			
Dams	2	0	2
Valley Tanks	6	1	7

**Source:** Ministry of Water, 2011

**Figure 12:** Children taking livestock for grazing beside a garden of sorghum in Lorengedwat S/C

**Source:** ACODE Digital Library 2011

#### 4.5 Agriculture and NAADS

Nakapiripirit district derives its livelihoods from Agro-Pastoralism with emphasis on food crops such as sorghum, maize, finger millet, pigeon peas, ground-nuts, sunflower, sweet potatoes and beans, vegetables, fruits and cattle rearing. In the period under review the

department was allocated UgX 1,770,836,098/- which was 11.06% of the total Central Government transfers for production.

The district has a large number of livestock as indicated in the summary of the 2008 livestock census in table 5 below.

**Table 5:** Results of the livestock census

Animals Reared	Cattle	Goats	Sheep	Camels	Donkeys	Pigs	Rabbits	Poultry
<b>Total Population</b>	304,200	375,300	228,100	1,100	2,750	250	90	254,000

**Source:** Planning Department

**Table 8:** The major crops grown in the district include:

Crops Grown	*Sorghum	*Maize	*Beans	G/nuts	Sunflower	Sweet potatoes	Assorted vegetables	Cassava	Cowpeas	Yams	Sugar-cane
<b>Area Covered (Ha)</b>	14,750	9,730	413	-	-	-	-	-	-	-	-

**Source:** Planning Department

**Note:** In the table \* are the major crops grown in the district.

## NAADS

**Figure 13.** Children drawing water from a newly drilled borehole near.



**Source:** ACODE Digital Library 2011

The National Agricultural Advisory Services (NAADS) is a fairly new initiative from the central government. It was put in place to increase the efficiency and effectiveness of agricultural extension service. NAADS is a semi-autonomous body formed under the NAADS Act of June 2001 with a mandate to develop a demand driven, farmer-led agricultural service delivery system targeting the poor subsistence farmers, with emphasis on women, youth and people with disabilities, in Nakapiripirit, a total of 949 farmer groups were registered and received matching funds.

**Figure 14:** Photo 5 A garden of beans supported by NAADS in Loregae Sub-county in Nakapiripirit District



*Source: ACODE Digital Library 2011*

NAADS has been fairly successful in Nakapiripirit. 3 Groups in Lolachat and Namalu sub-county have evolved into Higher Level Farmer Organizations (HLFOs) most of which have joined and are saving with village banks (VSLAs). A total of 9 HLFOs were formed in Nakapiripirit and have benefited from priority technology packages<sup>23</sup>. Seven lead farmers have been identified in the District and 6 model farmers were selected in each parish to benefit from the NAADS technologies. The success of NAADS is attributed to the active involvement of political leaders and other stakeholders in mobilizing the farmers to support and actively participate in the activities of the programme. However, unfortunately, it is marred by allegations that the beneficiaries of the programme in the district are mainly family, friends and in-laws of politicians<sup>24</sup> rather than the intended target community members.

#### **4.6 Nakapiripirit Local Government efforts to address gaps in Social Sectors**

An analysis of the Nakapiripirit District Local Government Council deliberations reveals gaps in the status of service delivery in the district and what council actually deliberated upon during the year under review. While it is commendable that council discussed the situation of severely wanting infrastructure in one of the primary schools as well as the very low revenue collections from two of the sub-counties, council did not make any follow up or come up with concrete actions to be undertaken.

The complaints relating to the quality of service provision in different areas; health (drug stock-outs and limited staff), roads (very poor and the damage being caused by trucks from Tororo Cement), agriculture, education (poor performance, unqualified teachers), a review of the Minutes of Council shows that most of these issues did not find their way to the floor of council.

<sup>23</sup> Technological packages include; Agricultural inputs, livestock and poultry

<sup>24</sup> Information from Focus group discussion held with the community members in Namalu, Tokora and Moruita sub-counties

**Summary of issues discussed in Nakapiripirit District Council plenary sessions in the Financial Year 2009/2010**

Council Meeting Dates	No. of Councils Attending	No. of Councilors absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Observations
20/08/2009	18	4	<ul style="list-style-type: none"> <li>The district vice chairperson in his speech brought to attention to the council that Nakapiripirit primary school was in danger. He told them that the long old building was to collapse and therefore they had to stop teachers to teach from those classrooms. (Min 59/NDLC/2009)</li> </ul>						<ul style="list-style-type: none"> <li>Councillors raised the issue where two sub counties were contributing low or nothing to the local revenue collection. These included Loro which contributed zero and Lorengedwat which contributed only 30,000 for the whole year.</li> </ul>	<ul style="list-style-type: none"> <li>Approval of the budget estimate supplementary budget and work plans (Min NDLC/2009)</li> </ul>	<p>No action seen being taken in subsequent minutes to relocate students in that school</p>
18/12/2009	16	6				<ul style="list-style-type: none"> <li>Motion to pass the Hygiene and Sanitation policy (Min 80/NDLC/12/09)</li> </ul>			<ul style="list-style-type: none"> <li>Discussed on the matters of the land in Moruita sub county where army had occupied without the knowledge of the people of Moruita sub county (Min 81/NDLC/12/09)</li> </ul>		
27/04/2010	17	5					<p>Approval of 6 households under NAADS programme in every sub county (Min 7/NDLC/2010)</p>		<ul style="list-style-type: none"> <li>Approval of a supplementary budget under LOGSIP (Min 8/NDLC/2010)</li> </ul>		

Summary of issues discussed in Nakapiripirit District Council plenary sessions in the Financial Year 2009/2010

Council Meeting Dates	No. of Councils Attending	No. of Councilors absent	Education	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Researchers Observations
22/03/2010										<ul style="list-style-type: none"> <li>Approval of 1) DDP 2010/11-2012/13, 2) Capacity Building Plan and 3) Local Revenue Enhancement Plan (Min 9/NDLC/2009)</li> <li>Approval of sub county area land committees ( Min 12/NDLC/2010)</li> </ul>	
14/06/2010	16	6								<ul style="list-style-type: none"> <li>Election of Deputy Speaker and secretary for works and a member of the district land board (Min 10/NDLC/2009)</li> </ul>	

# BUDGET AND REVENUE ARCHITECTURE OF NAKAPIRIPIRIT DISTRICT LOCAL GOVERNMENT

## 5.1 Sources of Revenue and Budget Performance

The socio-economic indicators described above show that the quality of public service delivery in Nakapiripirit district local government is severely wanting. The review of the Nakapiripirit Local Government Council proceedings also show that the council has not engaged in any robust and strategic discussion on what needs to be done to move those indicators in the desired direction. There are no council discussions on the poor performance of primary seven pupils or the overcrowding in classrooms. The review shows that there is no deliberate council effort to respond to these service delivery concerns.

It is tenable to argue that the absence of a systematic response from the council to address the challenges in the district is linked to the current architecture of the budget for the local governments. For any government including local governments, the budget is the primary policy tool through which it can intervene to address development priorities and improve the quality of public service delivery. Indeed, the Constitution provides that “there shall be established for each local government unit a sound financial base with reliable sources of revenue”.<sup>25</sup> The score-card therefore assesses the architecture of the local government budgets and their local revenue and the implication of this architecture for effective intervention. The analysis examines the composition of the local government budget resources, the intra-budget allocation of these resources, the level of local revenue contribution to the local government budget and the authority of the local government over its budget.

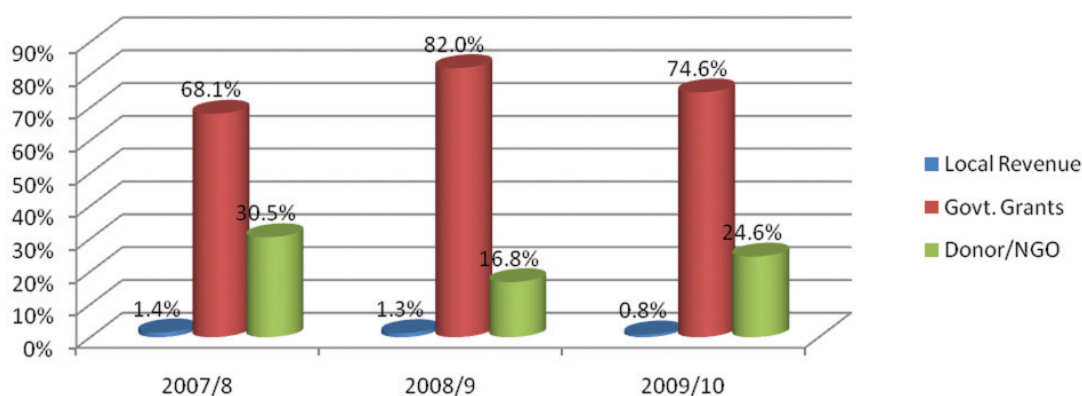
## 5.2 Nakapiripirit District Local Government Budget

The budget of Nakapiripirit Local Government comprises three revenue sources: central government grants, local revenue and donor funding. Central government grants comprise unconditional grants and conditional grants. Local revenues comprise funds collected from sources that have been designated as local revenue sources by Parliament. Donor revenues are funds that are provided directly to the district through donations and grants.

<sup>25</sup> See Constitution of the Republic of Uganda Chapter 11, section 176 (2) (d)

Since its inception, Nakapiripirit district has relied almost solely on central government and donor funding while local revenue collection has remained consistently low as shown below. The district local revenue collection targets are unrealistically low. For instance, in the year under review, although the district was only able to raise 1.3% of its budget, local revenue performance was at 104%. It is alarming to note that from the council deliberations above, some sub-counties are unable to raise any revenue at all. In line with the decentralization policy the local government should aim to increase its autonomy by augmenting its local revenue in order to have more choice over the allocation of funds in the district.

**Figure 15:** Nakapiripirit Revenue Sources and Trends FY 2007/08-2009/10



**Source:** Nakapiripirit District, Budget 2011

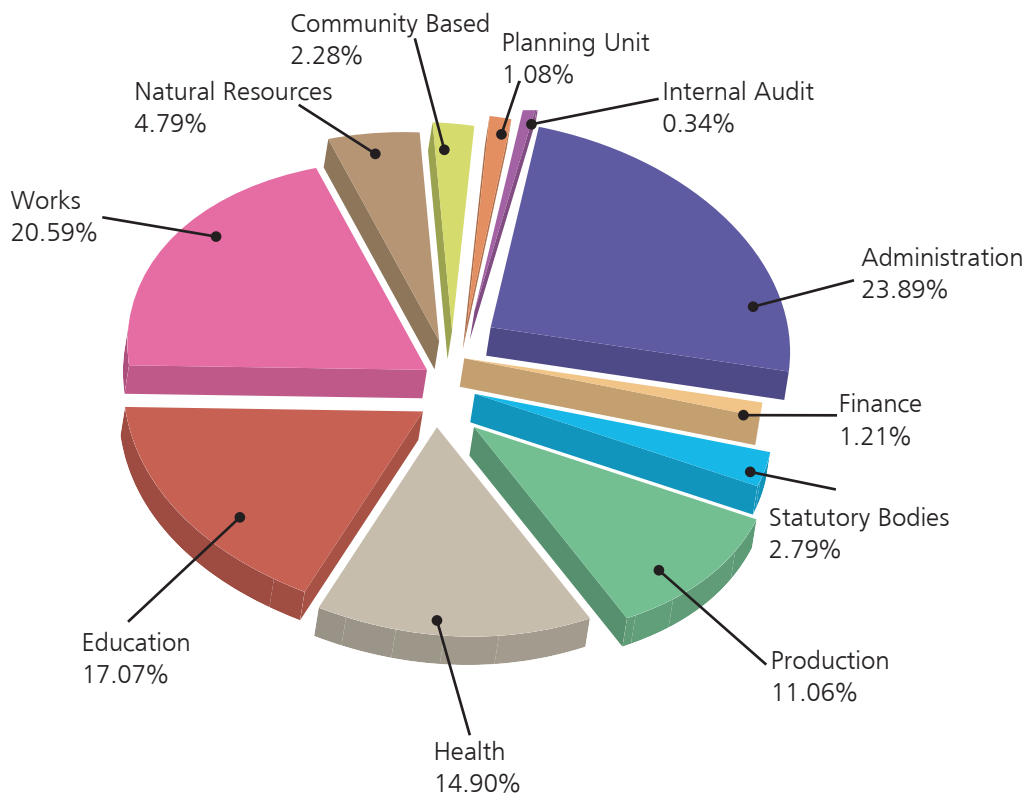
As a result of the low collection of revenue and budget cuts by the central government and donors, the district has repeatedly failed to meet its projected budget. For instance, actual revenue collected in 2009/2010 constitutes 90% of the planned revenue. Local revenue performed at 104%, Government grants 95% and NGOs/Donors at 71% overall. As a percentage of the total revenue the three sources performed as follows: Local Revenue - 1.3%, Central Government Grants - 82.0% and Donor/NGO funds - 16.8%. The average contribution of local revenue to the total district budget over the last three financial years stands 1.16% as compared to 74.9% from the C.G and 24% from the donor communities.

### 5.3 Intra-Sector Budgetary Allocations and Implications for Service Delivery

The table and the pie chart (Table 6, Figure 15) show the distribution of funds received by the district over the FY 2009/10. Administration section receives the biggest chunk of the budget at 23.89% (UGX 3,823,589,586) while the planning Unit receives 1.08% (UGX 172,941,792) and production department which is said to be the backbone of the country is only allocated 11.06% (Ugx 1,770,836,098) - this may perhaps explain the persistent food shortages.



**Figure 16:** Summary of Departmental Allocations for the FY 2009/10



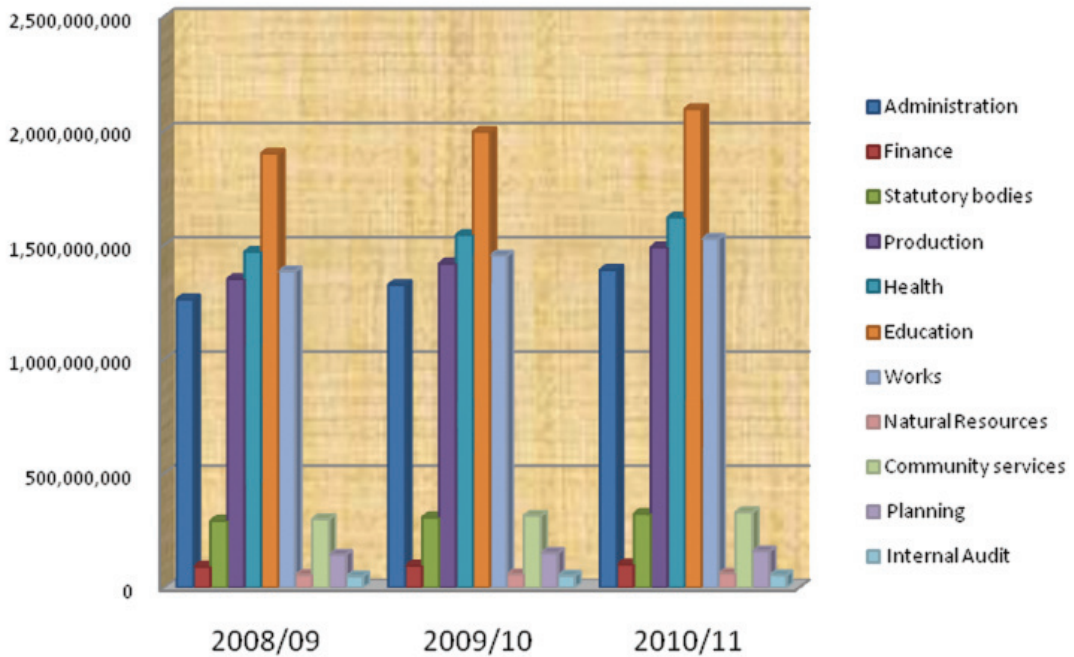
**Table 6:** Breakdown of Budgetary Allocations by Sector

Sectors	Funds allocated	Percentage
Administration	3,823,589,586	23.89
Finance	193,911,841	1.21
Statutory bodies	446,190,424	2.79
Production	1,770,836,098	11.06
Health	2,385,691,996	14.90
Education	2,731,686,293	17.07
Works	3,295,952,263	20.59
Natural resources	766,263,840	4.79
Community Based	364,263,880	2.28
Planning Unit	172,941,792	1.08
Internal Audit	54,780,000	0.34
<b>Total</b>	<b>16,006,108,014</b>	<b>100</b>

**Source:** Nakapiripirit District Budget 2009/10

### 5.4 Summary of Capital and recurrent expenditure over the medium term per sector<sup>26</sup>

**Figure 17:** Summary of Capital and Recurrent Expenditure



The 4 consumption sectors of Education, Health, Production and Administration were given priority in each of the last three years and this trend is likely to continue because LG planning and expenditure is made based on the National Development Plan and the mentioned sectors are the priority areas under the NDP. This means that sectors like natural resources will remain marginalized unless the local revenue mobilization improves and the electorate demand for an increase in budget allocation as a move to change the budget architecture especially in light of the fact that the livelihoods of the community in Nakapiripirit District depend on natural resources

<sup>26</sup> Source: Analysis of data provided in Nakapiripirit District Development Plan

# SCORE-CARD FINDINGS AND INTERPRETATION

## 6.1 District Chairperson

The chairperson of Nakapiripirit District during the FY 2009/10 was Mr. John Nangiro. He was first elected as an interim chairperson in 2001 when Nakapiripirit was granted district status from Moroto and then elected in 2006 as District Chairperson. He was therefore technically serving his second term in office. Local government council chairpersons are assessed on five performance parameters, namely: political leadership; legislative performance; the degree of contact with the electorate; participation in communal and development activities; and monitoring of service delivery on national priority programme areas (NPPAs). The effectiveness of the local government council chairpersons is important for the overall development of the respective local government systems because they hold political as well as executive authority. The score-card indicators therefore assess the extent to which chairpersons provide political and executive leadership to the district local government. During the year under review, the chairperson scored a total of 55 points out of a possible 100. This was partly attributed to the fact that the chairman spent three years defending his seat in Court and only effectively assumed office in 2008. After the conclusion of the petition against him, he spent time re-organizing his executive council. In practical terms, he did not have the time to do much during his tenure

### 6.1.1 Political Leadership

The Local Government Act enjoins the Local Government Council Chairperson, as the political head of the local government, to convene and preside over meetings of the Local Government Executive Committee. Chairpersons are also enjoined to ensure the proper administration of the district, oversee the performance of civil servants, and ensure that appropriate statutory committees such as the District Service Commission (DSC) are properly constituted and functioning. By implication, chairpersons are also the direct link between the local government and the central government.

In the year under review, the chairman scored 22 out of a possible 30 points on this parameter. The chairman recorded his best performance on this parameter. His highest score came from his involvement in providing oversight to the district technical team and the district service commission and other board/committees.

### 6.1.2 Legislative Functions of the Chairperson and the District Executive Committee

The local government chairpersons and their executive committees are enjoined with and are under authority to prepare and present to the councils bills and motions that support the development agenda of the district. During the year under review, Chairman Nangiro

scored 7 out of a possible 15 points. This low score was mainly due to internal struggle for positions and as a result in most of the meetings that were held, the Executive committee was not concentrating on legislative issues but rather on personal issues.

### **6.1.3 Contact with the Electorate**

Effective representation presupposes that political leaders make themselves available to the electorate. That way, the service delivery deficiencies and other concerns that the voters have can be communicated directly to the political leaders. The Chairman scored 8 points out of the possible 10 points slated for this parameter. The chairman had a program for meeting with his electorate, handled issues that they raised and provided feedback to them.

### **6.1.4 Participation in Communal Development Activities**

As part of their mandate, local government council chairpersons are expected to make direct and indirect contributions to communal development projects in their local governments. The score-card therefore considers the initiation of development projects, advisory and material contributions to specific projects, and linking communities to potential funders as indicators for assessing the level of execution of this mandate. In this regard Hon. John Nangiro, scored 8 out of a possible 10 points assigned to this parameter. There was evidence that he had initiated projects and linked the community to development partners.

### **6.1.5 Monitoring of Service Delivery in National Priority Programme Areas**

Monitoring and ensuring the delivery of public services is perhaps the single most important function of local government chairpersons. Because citizens pay chairpersons a salary and maintenance of the operation of their governments and offices, they ought to be at the frontline of the efforts to ensure public services are delivered to every citizen in a cost effective manner. For purposes of the score-card, the performance of the chairpersons with regard to service delivery is measured based on the priority programmes of the central government. In this regard, the chairman scored a paltry 10 points out of a possible 35 points. There was no evidence that the chairman carried out monitoring of schools or other sectors including ENR protection or functional adult literacy sessions.

## **6.2 District Speaker**

Mr. Loyer Jotham was the District Speaker during the year under review. Unlike the District Chairperson, the speaker served in the position of a District speaker since the inception of the District in 2001. At the time of the assessment, he was serving his third term as a district speaker. Local government speakers are assessed on four performance parameters, namely: presiding and preservation of order in council; contact with the electorate; participation in lower local governments; and, service delivery on national programme priority areas. In accordance with the Local Government Act, a district council should have a speaker who is elected by the council from among its members. District speakers preside over district council meetings and, therefore, their effectiveness has a direct bearing on the functioning and outputs of the council. In this regard, the score-card

indicators are not only limited to the extent to which the speaker provides leadership to the council, but also how he executes his individual roles and responsibilities as a councilor. On the whole, the speaker scored 59 points out of a possible 100.

### 6.2.1 Presiding and preservation of order in council

The Local Government Act enjoins the district speaker, to not only preside at all meetings of the council but also entrusts him or her with the overall authority for the preservation of order in the council and the enforcement of the rules of procedure of the council. As a matter of fact, the district speaker is obliged to perform functions which are similar to those of the speaker of parliament as may be consistent with the Act. In essence, the speaker is the lifeline of the functioning of the district council with full-time roles and responsibilities.<sup>27</sup>

During the year under review the speaker scored 21 points out of 30 allotted for this parameter. Although this was a relatively fair score, the speaker presided over all the council meetings during the year of review without any delegation to his deputy Hon. Loonye John which is not a sign of good leadership. The speaker was also faulted for his handling of some of the issues raised by councilors from the opposition.<sup>28</sup> He was however commended for his patience in handling of council business; most of the Councilors were not well educated<sup>29</sup> and informed on the procedures of the council and hence most times the speaker had to give directions on the proceedings.

### 6.2.2 Contact with the electorate

The fact that a district speaker is first of all elected as a councilor before being elected as a speaker means that he remains with the responsibility of representing his constituency through keeping in close contact with them and channelling their service delivery and other concerns to the council and local administration for attention. The district speaker scored 15 out of a possible 23 points assigned for the parameter. The Speaker has been resident in this constituency (Kakomongole S/C, Tokora Parish) for the last three terms he has been a speaker. He has to travel every day from Tokora (15km from Nakapiripirit Town) to the district head quarters where his office is situated and although he was originally assigned a pick-up truck, it broke down and he had to travel on a boda-boda. The speaker did not have any Programme for visiting/ Meeting with the electorate and only met them during joint programmes and monitoring by development partners. The speaker was also faulted for not focussing debate on the sorry state of schools<sup>30</sup> and Health<sup>31</sup> Units in the district.

27 A district speaker is paid a monthly salary with a functional office at the district.

28 Not in the same political party as the Speaker or in a Political camp that campaigned against him in one way or the other.

29 90% of the councilors have not attained O' Level qualification

30 Nadip P/S has a very poor road, No teachers accommodation and teachers operate from Tokora trading centre which is about 4 km from the school.

31 In a FGD in Kakomongole, the community members said, Tokora HC IV, the women and surgical wards has no light (the Solar system broke down during renovation works and has never been repaired. There has been a frequent drug stock out where patients are forced to buy drugs from drug shops at the T/C. even candelas and drip water are currently lacking at the Tokora health Centre, so we are forced to buy from the private drug shops which offer exorbitant prices

### 6.2.3 Participation in Lower Local Government

On this parameter the speaker scored 2 out of a possible 5 points. The speaker never attended any lower local government council meeting and his reasoning was that he had never been invited to any of the meetings. However, it was reported that he always gave direction and guidance to the sub-county council on the procedure to follow whenever they came to his office at the district headquarters.

### 6.2.4 Monitoring Service Delivery on NPPAs

The speaker recorded an average score of 21 out of a possible 42 points on this parameter. According to the speaker claims he monitored Service delivery on the National Priority Programme Areas (NPPAs) in his constituency but never wrote any reports on such Monitoring and follow-up actions on the contentious issues. However, reports from the FGDs indicated that the speaker only carried out monitoring whenever there is a Joint Monitoring by district department and development Partners. There was also little follow-up at council meetings especially where some members of his party were involved in the procurement process

## 6.3 Nakapiripirit District Council

The district council is the highest political authority within a local government and has legislative and executive powers that are exercised in accordance with the constitution and the Local Government Act. The assessment of the local government councils is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within their jurisdiction. The council is the platform where councilors can raise issues affecting their electorate and ensure that appropriate plans are put in place and the fiscal and other assets of the local government channeled towards addressing those issues. During the year under review, the district council of Nakapiripirit was composed of 17 councilors including the district chairman and speaker with 10 men and 7 women, who were all assessed. The district council was assessed on four parameters: (i) legislative role, (ii) accountability to citizens, (iii) planning and budgeting and (iv) monitoring service delivery on NPPAs. The district council scored a total of 38 points out of the possible 100 points-the lowest score recorded for all the districts assessed.

### 6.3.1 Legislative Role

The council scored 12 points on this parameter- slightly less than half of the total of 25 points allotted to it. Although council adopted model rules of procedure, no motions were passed neither did council hear any petitions presented to it. One of the key hindrances for council in executing this role was attributed to the fact that most councilors had very limited education and faced challenges in debate, councilors required guidance from the speaker on when to move a motion and pass bill during the council business committee meeting.

### 6.3.2 Accountability to citizens

Local government councils discharge their mandate on behalf of the citizens and especially the voters who elect the councilors. In this regard, they are expected to be accountable

to the citizens with regard to what they do, not only by accounting to the voters but also by demanding accountability from the central government. The indicators for measuring accountability therefore cover: fiscal, political and administrative accountability in addition to involvement of CSOs, CBOs and citizens in the business of council. In the period under review, Nakapiripirit district council scored 13 points out of a possible 25. With the poorest indicator being administrative accountability; it was reported that Councilors once voted into office lose interest in their constituencies, some never return to the communities that elected them and as a result, community concerns are never realised at the district level. There were also allegations of fiscal impropriety; because councilors are not paid a salary a number were reported to connive with heads of departments like the Head of Procurement, District Engineer, NAADs coordinators to execute contracts in return for kickbacks.

### **6.3.3 Planning and budgeting**

Planning and budgeting is one of the core functions of the district council. These two functions are central to whether any local government council is able to respond to any service delivery issues that may be raised by the voters. As shown in section 5, Nakapiripirit district local government relies heavily on central government conditional grants and donor funds to finance its budget. Yet, to be effective, the council must have the independence and autonomy to budget and allocate resources. The indicators used, therefore seek to establish whether the council has the appropriate planning and budget instruments but also the efforts invested in securing its autonomy over the budget. During the year under review, the district council scored a paltry 10 out of a possible 25 points. Several reasons were advancement for this; but key among this was the limited capacity of the councilors to participate effectively in the planning and budgeting process. Most councilors participate in plenary session in the planning and Budgeting, but they don't understand the budgets presented and their implication and so documents are always passed with minimum scrutiny. In the year under review, council did not take any concrete steps to enhance local revenue collection and there was no improvement in revenue collection from the previous year.

### **6.3.4 Monitoring service delivery on NPPAs**

The local government is the frontline entity for the delivery of public services. Besides being the employer of all staff in the district, article 176(2) (g) of the constitution provides that "the local government shall oversee the performance of persons employed by the government to provide services in their areas and monitor the provision of government services or the implementation of projects in their areas". The primary responsibility of ensuring that this responsibility is discharged falls on the local government council and the planning authority of the district. During the year under review, the district council recorded its worst performance on this parameter scoring a lowly 3 points out of a possible 25.

Although a number of councilors claimed to monitor service delivery on National Priority Programme Areas (NPPAs), none of them had supporting documents or individual monitoring Reports to justify the purpose of the monitoring and follow-up of issues/challenges raised during the monitoring. There were also allegations that a number of

councilors had won tenders and were involved in the actual execution of contracts in the district. This made monitoring and supervision of work very difficult as it created conflict of interest for the council and the councillors involved.

## **6.4 District Councilors**

Under the Local Government Act, district councils are vested with wide ranging powers and responsibilities. They are empowered to discharge legislative and executive functions within their areas of jurisdiction. They are established as the planning authorities of their districts and vested with powers to collect local revenue and adopt budgets designed to ensure effective development of their local governments. However, these functions are largely undertaken by individual councilors who form the corporate body called the Council. The performance of a district council, therefore, may as well be directly related to the quality and performance of the individual councilors. Consequently, the Local Government Councils Score-Card includes a score-card for individual council members. The councilors are assessed on the following four performance parameters: (i) legislative functions and representation; (ii) contact with the electorate; (iii) participation in lower local governments; and (iv) monitoring service delivery on NPPAs. During the year under review, Nakapiripirit district local government council had a total of 15 Councilors (Excluding chairman and Speaker) all of whom were assessed.

### **6.4.1 Cross variation analysis**

In a bid to understand the quality, capacity and factors that may affect or influence the performance of councilors in the district, the score-card seeks to establish facts regarding each individual councilor's level of education, their gender, political party affiliation and the number of terms served as variables. Using statistical analysis, some of the variables are cross referenced to further appreciate the level of influence one variable may have on another in the execution of councilors' roles and responsibilities and the subsequent impact on service delivery.

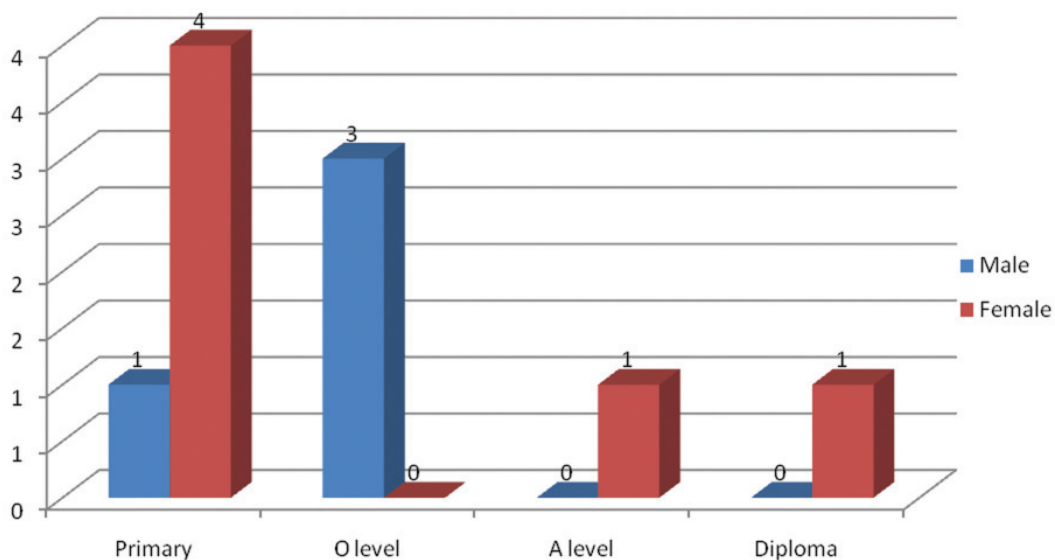
#### **a) Level of Education**

There is no doubt about the fact that the quality of councilors is likely to be affected by the level education. At the moment, there is no minimum education requirement for anyone to hold the office of a district councilor in Nakapiripirit district local government, as is the case in all other districts. In fact, councilors are not required to submit any academic papers as part of the eligibility requirements to contest for the office of councilor. The low levels of education undermined effective debate and interaction among councilors and the highly educated technical staff whom they are presumably supposed to supervise. Almost half of the councilors assessed had not gone beyond primary school. Findings from the scorecard indicates that the last three councilors in the assessment had all attained only primary education while the three best performing councilors had attained O' level.



b) Gender and level of education

**Figure 19:** Summary of Councilors Levels of Education by Gender

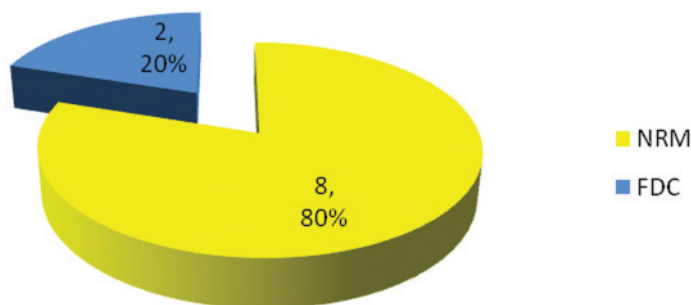


While majority of female councilors had not gone beyond primary school, the most highly qualified councilors i.e with A level and Diploma were also female. However, the three councilors with the lowest scores were all women. In general male councilors performed better than their more educated female counterparts.

c) Political Party Affiliation

In the period under review, only two political parties were represented in the district council. 80% of the councilors belonged to the ruling NRM party and the remaining 20% belonged to the FDC. There was no indication that political party affiliation had a bearing on the performance of individual councilors.

**Figure 20:** Political Party Affiliation

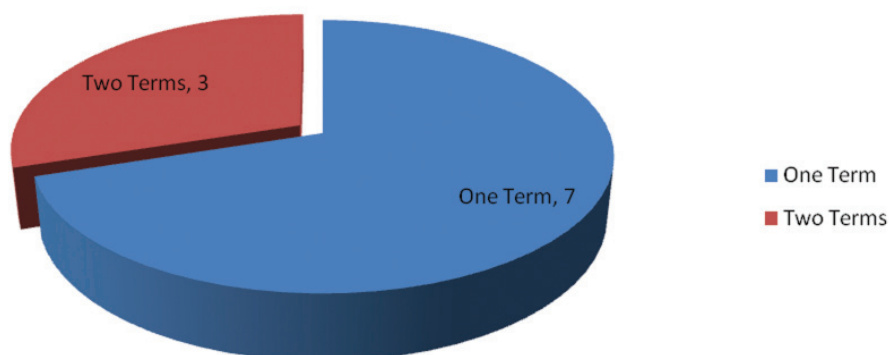


d) Number of terms Served

Of the councilors assessed, 7 were serving their first term in office while only 3 were serving a second term in office. All the male councilors were serving their first term in

office. There were however, no indications that the number of terms served affected the performance of individual councilors.

**Figure 21:** Summary of Number of Terms Served by Councilors



## 6.4.2 Councilors' General Performance

In aggregate terms, the performance of individual councilors was generally poor, with the highest scoring 42 points while the lowest scored 10 points out of a total of 100 points. With a few exceptions, the majority of councilors registered their best performance under their legislative role. On the contrary, councilors' worst performance was found to be in their participation in lower local governments where they all scored a zero. This apparent disconnect between the councilors and the community reflected in the FGDs where the communities complained that issues of concern were not being reflected in council debates and hence remained unaddressed.

**Table 7:** Performance of Nakapiripirit District councilors disaggregated by gender

Name of councilor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Mark LongokAgyeor	PIAN (Lorengedwat)	20	4	0	18	42
Raphael L.	Chekwii	16	10	0	5	31
Paul Apalia	Nabilatuk-Direct	16	3	0	6	25
William Sagal	Chekwii	8	0	0	1	9
<b>Average Male</b>		<b>15</b>	<b>4</b>	<b>0</b>	<b>8</b>	<b>27</b>
Christine Longok	Nabilatuk	16	7	0	22	45
BetyLopuko	PIAN (Lorengedwat)	8	10	0	10	28
Hellen M. Pulkol	Namalu s/c	17	6	0	5	28
Lucy Lopuwua	Namalu	16	3	0	7	26
Agnes Lokure	Chekwii	6	2	0	4	12
Sofia Jane Kodet	Kakomompole T/C-	7	0	0	3	10
<b>Average Female</b>		<b>12</b>	<b>5</b>	<b>0</b>	<b>9</b>	<b>25</b>

# NAKAPIRIPRIT DISTRICT PERFORMANCE AND THE QUALITY OF PUBLIC SERVICES

On the whole, findings from the Nakapiripirit district local government assessment reveal that the very poor performance of the district council (38%) coupled with poor performance by the majority of councilors (25% female and 27% male) could not miraculously translate into good quality service delivery in the district. There is general consensus and widespread public opinion from community members that Nakapiripirit district council is not effectively executing its mandate leading to a failure of the objective of decentralization-bringing services closer to the people. In the education sector, there is no pattern of improvement in the performance of pupils at PLE level in the year under review, only 2% of the pupils who sat for PLE obtained Div 1. In the health sector, the unending challenges of drug stock outs, understaffing and inadequate staff quarters continue to bedevil the sector at the cost of community members who remain in dire need of quality health services. As if that is not enough, the road sector infrastructure presents one of the worst scenarios to be seen in Uganda with no tarmac roads, in a district that is predominantly a livestock farming community and therefore needs effective transport of farmers' produce to the markets as well as bring food and non-food items into the district. In terms of political leadership, a number of factors that affected the performance of the councilors and the subsequent quality of service delivery in the district were eminent.

## 7.1 Endogenous Factors

### 7.1.1 Contact with electorate

Evidence from the various FGDs conducted at the sub-county level points to poor contact between councilors and their electorate. In a number of cases, citizens were often unsure of who was representing them and unable to name their local councilor. At the political leadership level, the majority of councilors did not have official programmes to meet the electorate and most claimed to use burial ceremonies, community parties and weddings to meet local citizens. The citizens noted that once elections were complete, their councilors disappeared and only returned during election periods.

### 7.1.2 Low civic competence of councilor awareness of their job roles

Councilors in Nakapiripirit had a basic understanding of their job roles, in so far as representation is concerned. However, there was a knowledge gap regarding in-depth knowledge of exactly what the constitution requires of them. For example, in terms of

the legislative role there was generally poor performance by councilors on the aspect of moving motions and bills.

### **7.1.3 Poor participation in Lower Local Government Councils**

This is where councilors recorded their worst performance. Findings from the scorecard show that there was no participation by councilors in sub-county council—none of the councilors attended any meetings. Some councilors claimed that they were not being invited to sub-county council meetings; whilst those who were invited claimed their failure to attend the meetings was due to late receipt of such invitations.

### **7.1.4 Poor monitoring of government projects**

Whilst many councilors claimed to monitor government projects, they often failed to produce any formal documentation as evidence of their monitoring. This made it extremely hard to verify their assertions. In terms of the score-card indicators the majority of councilors performed dismally on producing reports as well as any follow-up activities taken due to a lack of documented evidence. This certainly undermines their roles as political leaders as monitoring is a vital part of what councilors do since it can make such a huge difference when undertaken effectively. Furthermore, councilors regularly monitored as part of a committee which often meant they focused only on service delivery areas related to their committee and overlooked other sectors of service delivery. Monitoring was associated with committee monitoring as opposed to individual political monitoring, which meant that it was not being implemented as stipulated in the Local Government Act.

### **7.1.5 Poor record keeping among councilors**

It was apparent that councilors did not regard record keeping as a priority since only few had official programmes, diaries and documentation to back up the workload they claimed to have undertaken. For example, with the exception of three councilors who verified their claims with evidence, the researchers were regularly told to go to the clerk for documents to verify councilors' claims. Despite their claims to have met their electorate, the councilors not have written out programmes, with details of meeting venues, dates and names of participants.

## **7.2 Exogenous Factors**

### **7.2.1 Low civic awareness among community members**

Findings from the research revealed that there was generally low level of awareness of councilors' roles and responsibilities among the community members. For example, in FGDs community members were surprised when researchers enumerated the roles and responsibilities of the councilors, especially regarding the need to meet and exchange views with the electorate and undertake monitoring of service delivery programmes. The community was unaware of their right to hold councilors accountable on these issues and had almost given up any hope of advocating for change from a grassroot level.

## **7.2.2 High dependence on Central Government funding – the budget architecture**

Nakapiripirit district local government is highly dependent on Central Government for its budget. As discussed in Section 5 of this report, over 99% of the budget revenue in the year under review was raised through Central Government grants and donor funding. This level of dependency affects service delivery and overall performance of the district. Most grants from the central government are conditional and therefore earmarked for specific services. Only a slight degree of flexibility is permissible, but even so with restrictions. The unconditional grant, which is the only grant that LGs may use as part of their revenues, is mainly used to pay staff salaries. Donor funding is similarly restrictive. In many instances, these funds are not adequate and thus create a funding gap. This gap means that the district has to operate below the acceptable minimum personnel structures.

## **7.2.3 Political power without authority with planning and budgeting**

Legally and politically, local government councils are responsible for all Local Government functions as stipulated in the Local Government Act including: planning, financial accountability and the delivery of public goods and services. However, Nakapiripirit political leadership holds no controlling or other appropriate authority to determine or direct how the funds allocated to the district are utilized. The Chief Administrative Officer who is the accounting officer of the district is appointed by the central government. Secondly, the various ministries, including those responsible for local government, Karamoja affairs and finance have developed a set of guidelines and procedures that limit the involvement of the local government council in the management of the district's financial resources, including the procurement process. The guidelines and procedures enjoin the council to the technical agencies of the Local Government to oversee the use of funds, but to ensure that they do not get involved in the governance of these resources. This is popularly referred to as the "eyes on, hands off" approach to the governance of Local Government Council financial resources

# GENERAL CONCLUSION AND RECOMMENDATIONS

## 8.1 Conclusion

The comprehensive analysis of the Nakapiripirit district development indicators points to a generally stagnant status of affairs- if development means the improvement of the quality of life of the people, then Nakapiripirit district is stunted and not developing.

At the national level, the increase in central government funding means that instead of strengthening local government, it is simply weakening the latter as it increases financial reliance on the central government to dictate the implementation of local service delivery projects. At the local government level, Nakapiripirit is not anywhere close to becoming a financially self-sustaining entity.

The district revenue collection performance has been consistently poor leaving the District to rely more on central government transfers which are tied to specific projects and donor funding which is also limited. Poor local revenue performance implies that the District leadership cannot plan and implement their own projects which they view as critical to transforming the lives of their people. Moreover, the graduated tax compensation is not enough and other central government transfers do not adequately meet the service delivery gaps in the District. For example the budget provision to the natural resource department cannot even facilitate the movements of the natural resources personnel for half a year. This explains why there is accelerated environmental degradation and the resulting impact on the livelihoods in the district.

## 8.2 Recommendations

### 8.2.1 Undertake effective monitoring

There is no doubt about the positive impact that can accrue from effective political monitoring. Since political leaders do not undertake technical implementation of activities, their most important role in the service delivery chain is that of monitoring. In any case, it is only effective monitoring that can positively impact on the quality of local service delivery. For that matter, political leaders (district chairman and councilors) should strengthen their monitoring in order to ensure that the right quality and quantity of services are delivered to the electorate because they are people's representatives and their monitoring roles must be taken seriously. Most importantly, individual and group monitoring reports should be emphasized for ease of follow up. Councilors should also take keen interest in financially neglected sectors such as that of the environment and natural resources which was allocated a meagre part of the budget during the year under review.

### **8.2.2 Improve civic awareness - Demand accountability deficit**

On the basis of their experience with the majority of the community meetings, the researchers noted the high levels of ignorance regarding councilors' roles and responsibilities. This means that there is a knowledge gap that undermines the community members' capacity to demand for accountability as they can not do so when they do not know what they are entitled to. At the political leadership level, there is need for continuous councilor orientation and training to remind them of their constitutional obligations. The fact that councilors associate their good performances with the number of burial ceremonies and other social functions they attend clearly shows misunderstanding of councilor roles and responsibilities and undoubtedly impacts negatively on the quality of service delivery.

### **8.2.3 Advocacy for changed budget architecture**

A critical analysis of the Nakapiripirit district local government budget of the year under review reveals high dependence on the central government for funding. This dependence makes Nakapiripirit district local government a mere agent of the central government rather than a fully fledged local government as envisioned under the Local Government Act. In essence, Nakapiripirit district local government cannot be expected to drastically improve local service delivery with the current local budget architecture and needs to work closely with other local governments to lobby to change the current budget architecture. At the end of the day, the national budget should be shared equally between the central government and all the local governments and financial distribution should reflect the equal importance of all districts.

### **8.2.4 Remuneration for councilors**

Councilors have many responsibilities as stipulated in the Local Government Act and, at the very least; their expenditures on council business or activities that are part of their responsibilities need to be reimbursed. It is also recommended that on top of reimbursement, a substantial financial incentive be added to increase councilors' motivation to assume their job roles and responsibilities more effectively. Councilors' residence in their constituency and in close proximity to the community means that they are the lifeline of communication from the citizens to the district and need adequate facilitation to allow them perform their job roles and responsibilities to their maximum potential.

### **8.2.5 Contact with the electorate**

The first assessment of the performance of the political leadership in Nakapiripirit revealed pitiable levels of contact between the councilors and their electorate. At the district level, accessing public information from the district was not easy, a situation that partly explains the low civic competence among the majority of community members in the sub-counties. The district should take more deliberate steps to establish more meaningful interface with the citizens. There is clearly no platform where the district chairman and other political leaders engage in a dialogue with the district residents. It is recommended that a "District Town Hall Platform" be convened every quarter where the district political leaders and technical staff can engage with the electorate to discuss their concerns in a

rather informal but business-like manner. This will infuse more ideas into how the district should be run and help build confidence and trust among the district leadership and the residents. 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.

### **8.2.6 Local revenue collection**

In the year under review, Nakapiripirit district council raised a meagre 0.8% of its budget from local revenue. This contribution is negligible. Although the overall budget architecture is flawed, a district as an administrative unit cannot rely on external sources to fund all its activities. Nakapiripirit is endowed with rich agricultural land, has a good population of livestock, numerous sites for quarrying of stones, murrum and sand. All these are potential sources of local revenue. However, indications from district leadership showed a complete reluctance to introduce unpopular taxes and measures for fear of resistance from the communities.



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**Office of the Auditor General (2009)** Annual Report of the Auditor General for the Year ended 30th June 2009, Volume 3, Local Authorities

**Republic of Uganda, (1995) 1995 Constitution of Uganda (as amended)**

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----- (2005) Local Government Amendment Act, 2005

----- (2006) Local Government Amendment Act, 2006

**UBOS (2008)** Sub National Population Projections Report 2008-2012

# ANNEXES

## Annex 1: Nakapiripirit District Council 2009/10

	NAME	CONSTITUENCY
1	Nangiro John	Nakapiripirit district
2	Lobual Raphael	Nakapiripirit District
3	Apalia Joseph	Nabilatuk
4	LodimThiwa Simon Peter	Lolachat
5	LoyorJotham	Kakomongole
6	Lokol Fidelis	Lolachat
7	Loonyee John	Moruita
8	Sagal William	
9	Ageor Mark Lomongin	Lorengedwat
10	Lokure Agnes	Nakapiripirit T/C
11	Lopua Lucy	Namalu
12	Lote Lucy	
13	PulkolHellen	Namalu
14	LongoleErina	
15	Longok Christine	Nabilatuk
16	Kodet Sophia	Kakomongole

## Annex 2: Focus Group Discussion Guide for the Local Government Councils Score-card Initiative

### Procedure:

- Hold at least two FDGs in every sub county (division).
- Mobilize between 8 - 12 community members in each sub county (division).
- Register all members in attendance.
- DO NOT give community members money for anything (transport etc).

General introduction: (ACODE, LGCSCI)

### A. Ice breaking and general questions

- How would you describe the state of the following in your sub county
  - ☉ Health Units
  - ☉ Water
  - ☉ Schools
  - ☉ Roads
  - ☉ Agricultural services
- Who in your opinion is responsible for the state you have described above?
- What can be done to address the issues you have raised above?

### B. Civic awareness and competence

- What in your opinion is the role of political leaders in your
  - ☉ District
  - ☉ Sub county
- Who are the critical political leaders in your

- ⊙ District
- ⊙ Sub county
- Where in your opinion do political leaders derive their authority?
- In your opinion, do political leaders have the capacity to deliver on service delivery?
- Explain the reasons provided above?
- As citizens do we have a say in the way political leaders perform their roles?

**C. Identification of a councilor**

- Do you know the names of the sub county councilor (probe for both male and female)?
- How long has he/she been a councilor for this area?
- In your opinion what is the main role of a councilor?
- What has been his/her main contribution to this sub county
- Does the councilor have an office in your sub county?
- How often do you interact with the councilor
- What are the major avenues for interaction with the councilor

**D. Civic Awareness: (here the researcher should talk to the participants on the following)**

- Briefly talk about the parameters in the scorecard – emphasizing that these are the core roles and responsibilities of councilors in Uganda;
- Role of citizens in service delivery (monitor and report to your councilor).

**Tools for Citizens Expression in Demanding for Accountability**

**Engagement**

- Participation in Budget Meetings
- Participation in barazas/citizens forums
- Participating in elections through voting
- Actively supporting candidates
- Lobby meetings
- Media debates (Radio, TV, Internet, etc)
- Whistle blowing
- Citizen journalism

**Written Expression**

- Letters
- Petitions
- Media articles
- Telephone calls
- Text messages

**Civil Action**

- Demonstrations
- Civil disobedience
- Boycotts
- Public interest litigation
- Strikes
- Citizens arrest
- Summons by citizens
- Recalls

- **Engagement:** Citizens’ demand for performance and accountability through **engagement** is the epitome of a democratic society. Citizens engage in processes such as budgeting, elections, citizens’ forums, etc because they have confidence that they are listened to and their views are taken into account. In the case of Uganda, this is the situation that obtained during the 1990s as epitomized through the constitution making processes, the Poverty Eradication Action Plan (PEAP) process and the introduction of participatory budgeting processes.

- **Written Expressions:** However, sometimes states enter into a democratic reversal process. In that state (i) citizens feel that they are not listened to; (ii) the accountability responsibilities of state institutions are either no longer clear or overlap hence creating institutional inertia; and even if citizens engage, it is apparent that their proposals and concerns are not reflected in policy and decision making. When a state enters into a democratic reversal process, citizens shift from the engagement mode to using written expressions to demand for accountability. Citizens are therefore more likely to write letters to their leaders, or letters and opinions to the media, make telephone calls or use SMS media to mobilize citizen action. In the case of Uganda, open air talk shows have also been used as a tool to demand accountability from leaders.
- **Civil Action:** Civil action tools are mainly used when there is a breakdown and loss of trust in governments and, the utility of demanding accountability and performance through a democracy process is severely diminished. When citizens lose trust in the ability of government systems and institutions to address their concerns and grievances, they turn to civil actions such as demonstrations, civil disobedience, boycotts or even recalls of elected leaders. For example, the 2006 demonstrations to safeguard Mabira Central Forest Reserve were a citizens' response to the failure of Government to respond to demands for more responsible stewardship of the environment by state agencies and the President.

### Annex 3: Nakapiripiriti District Local Government

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORES
<b>1 LEGISLATIVE ROLE</b>	<b>12</b>	<b>25</b>
i) Adopted model rules of Procedure with/without amendments	2	2
ii) Motions passed by the council	0	4
iii) Ordinances enacted by the council	2	4
iv) Public Hearings	4	5
v) Evidence of legislative resources	1	4
vi) Petitions	0	2
vii) Focused Tours	3	3
viii) Held council meetings on time	0	1
<b>2 ACCOUNTABILITY TO CITIZENS</b>	<b>13</b>	<b>25</b>
i) Fiscal Accountability	2	3
ii) Political Accountability	8	10
iii) Administrative Accountability	1	10
iv) Involvement of CSOs, CBOs, Citizens	2	2
<b>3 PLANNING &amp; BUDGETING</b>	<b>10</b>	<b>25</b>
i) Existence of Plans, Vision and Mission Statement	7	10
ii) Local Revenue	3	15
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES</b>	<b>3</b>	<b>25</b>
i) Education	1	4
ii) Health	0	4
iii) Water and Sanitation	1	4
iv) Roads	0	3
v) Agriculture and Extension	0	3
vi) Functional Adult Literacy	0	3
vii) Environment and Natural Resources	1	4
<b>TOTAL</b>	<b>38</b>	<b>100</b>

## Annex 4: Chairpersons' Score-Card

**Name:** John Nangiro **Gender:** Male  
**Political party:** NRM **Number of Terms:** 1  
**Total Score:** 55

PARAMETER/INDICATOR	ACTUAL SCORES	MAXIMUM SCORES
<b>1 POLITICAL LEADERSHIP</b>	<b>22</b>	<b>30</b>
i) Presiding at meetings of Executive Committee	3	3
ii) Monitoring and administration	8	12
iii) Overseeing Performance of civil servants	5	5
iv) Overseeing the functioning of DSC and other boards/committees	4	4
v) Engagement with central government and national institutions	2	6
<b>2 LEGISLATIVE ROLE</b>	<b>7</b>	<b>15</b>
i) Regular attendance of council sessions	2	2
ii) Motions presented by the Executive	2	6
iii) Bills presented by the Executive	3	7
<b>3 CONTACT WITH ELECTORATE</b>	<b>8</b>	<b>10</b>
i) Programme of meetings with Electorate	4	6
ii) Handling of issues raised and feedback to the electorate	4	4
<b>4 INITIATION AND PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES PROJECTS IN HIS/HER ELECTORAL AREA</b>	<b>8</b>	<b>10</b>
i) Projects initiated	2	2
ii) Contributions to communal Projects/activities	2	4
iii) Linking the community to Development Partners/NGOs	4	4
<b>5 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>10</b>	<b>35</b>
i) Monitored Agricultural services	3	5
ii) Monitored functional Adult literacy session	0	5
iii) Monitored Health units in every Lower local government	2	5
iv) Monitored schools in every sub-county	0	5
v) Monitored road works in every sub-county	2	5
vi) Monitored water sources in every sub-county	3	5
vii) Monitored Environment and Natural Resources protection	0	5
<b>TOTAL</b>	<b>55</b>	<b>100</b>

## Annex 5: Speaker's Score-Card

**Name:** LoyoJotham **Subcounty:** Kakomongole  
**Gender:** Male **No of terms served:** 3  
**Political party:** NRM **Total:** 59

PARAMETER/INDICATOR	ACTUAL SCORES	MAXIMUM SCORES
<b>1 PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL</b>	<b>21</b>	<b>30</b>
i) Chairing lawful council/ meetings	2	3
ii) Rules of procedure and Minutes	7	10
iii) Business Committee	3	5
iv) Organisation of business of council	3	6
v) Provided special skills/knowledge to the Council or committees	6	6
<b>2 CONTACT WITH ELECTORATE</b>	<b>15</b>	<b>23</b>
i) Meetings with Electorate	8	16
ii) Office or coordinating centre in the constituency	7	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>2</b>	<b>5</b>
i) Attendance in sub - county Council sessions	2	5
ii) Made official Communication to council	0	
<b>4 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>21</b>	<b>42</b>
i) Monitoring of Health Service delivery units	3	5
ii) Monitoring Agricultural Projects	4	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring Education facilities	6	7
v) Monitoring Road projects	4	7
vi) Monitoring Water facilities	1	7
vii) Monitoring Environment and natural resources	2	6
<b>TOTAL</b>	<b>59</b>	<b>100</b>

## Annex 6: Councillor's Score-Cards

**Name of councillor:** Christine Longok  
**Constituency:** Nabilatuk  
**Gender:** Female  
**Number of Terms:** 1  
**Political Party:** FDC  
**Total:** 45

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>16</b>	<b>30</b>
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>7</b>	<b>23</b>
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	4	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>22</b>	<b>42</b>
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	7	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
<b>TOTAL</b>	<b>45</b>	<b>100</b>

**Name of councillor:** Mark Longok Agyeor  
**Constituency:** PIAN (Lorengedwat)  
**Gender:** Male  
**Number of Terms:** 1  
**Political Party:** NRM  
**Total:** 42

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>20</b>	<b>30</b>
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>4</b>	<b>23</b>
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	4	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>18</b>	<b>42</b>
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	3	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>42</b>	<b>100</b>

**Name of councillor:** Raphael L.  
**Constituency:** Chekwii  
**Gender:** Male  
**Number of Terms:** 1  
**Political Party:** FDC  
**Total:** 31

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>16</b>	<b>30</b>
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>10</b>	<b>23</b>
i) Meetings with electorate	5	16
ii) Office or coordinating centre in the constituency	5	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>5</b>	<b>42</b>
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>31</b>	<b>100</b>

**Name of councillor:** Bety Lopuko  
**Constituency:** PIAN (Lorengedwat)  
**Gender:** Female  
**Number of Terms:** 2  
**Political Party:** NRM  
**Total:** 28

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>8</b>	<b>30</b>
i) Participation in plenary sessions	0	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>10</b>	<b>23</b>
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	4	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>10</b>	<b>42</b>
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>28</b>	<b>100</b>

**Name of councillor:** Hellen M. Pulkol  
**Constituency:** Namalu s/c  
**Gender:** Female  
**Number of Terms:** 1  
**Political Party:** NRM  
**Total:** 28

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>17</b>	<b>30</b>
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	1	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>6</b>	<b>23</b>
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	0	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>5</b>	<b>42</b>
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>28</b>	<b>100</b>

**Name of councillor:** Lucy Lopuwua  
**Constituency:** Namalu-Woman Councilor  
**Gender:** Female  
**Number of Terms:** 2  
**Political Party:** NRM  
**Total:** 26

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>16</b>	<b>30</b>
i) Participation in plenary sessions	4	8
ii) Participation in committees	6	8
iii) Moved a motions in council	6	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>3</b>	<b>23</b>
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	0	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>7</b>	<b>42</b>
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
<b>TOTAL</b>	<b>26</b>	<b>100</b>



**Name of councillor:** Paul Apalia  
**Constituency:** Nabilatuk-Direct  
**Gender:** Male  
**Number of Terms:** 1  
**Political Party:** NRM  
**Total:** 25

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>16</b>	<b>30</b>
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>3</b>	<b>23</b>
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	0	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>6</b>	<b>42</b>
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>25</b>	<b>100</b>

**Name of councillor:** Agnes Lokure  
**Constituency:** Chekwii  
**Gender:** Female  
**Number of Terms:** 2  
**Political Party:** NRM  
**Total:** 12

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>6</b>	<b>30</b>
i) Participation in plenary sessions	2	8
ii) Participation in committees	4	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>2</b>	<b>23</b>
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	2	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>4</b>	<b>42</b>
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>12</b>	<b>100</b>

**Name of councillor:** Sofia Jane Kodet  
**Constituency:** Kakomompole T/C-Women  
**Gender:** Female  
**Number of Terms:** 1  
**Political Party:** NRM  
**Total:** 10

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>7</b>	<b>30</b>
i) Participation in plenary sessions	0	8
ii) Participation in committees	6	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	1	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>0</b>	<b>23</b>
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	0	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>3</b>	<b>42</b>
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
<b>TOTAL</b>	<b>10</b>	<b>100</b>

**Name of councillor:** William Sagal  
**Constituency:** Chekwii  
**Gender:** Male  
**Number of Terms:** 1  
**Political Party:** NRM  
**Total:** 9

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
<b>1 LEGISLATIVE ROLE</b>	<b>8</b>	<b>30</b>
i) Participation in plenary sessions	0	8
ii) Participation in committees	8	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
<b>2 CONTACT WITH ELECTORATE</b>	<b>0</b>	<b>23</b>
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	0	7
<b>3 PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>0</b>	<b>5</b>
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
<b>4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS</b>	<b>1</b>	<b>42</b>
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	1	6
<b>TOTAL</b>	<b>9</b>	<b>100</b>

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