



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Soroti District Council Score-Card Report 2009/2010



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ABBREVIATIONS

CAO	Chief Administrative Officer
CBO	Community Based Organization
CSO	Civil Society Organization
DCC	District Contact Committee
DDP	District Development Plan
DP	Democratic Party
DSC	District Service Commission
ENR	Environment and Natural Resource
FAL	Functional Adult Literacy
FDC	Forum for Democratic Change
FGD	Focus Group Discussion
FY	Financial Year
HC	Health Centre
LC	Local Council
LG	Local Government
LGCSC	Local Government Councils' Score-card
LGCSCI	Local Government Councils' Score-card Initiative
LGDP	Local Government Development Programme
LLG	Lower Local Government
MoLG	Ministry of Local Government
MOU	Memorandum of Understanding
NAADS	National Agriculture Advisory Services
NGO	Non Governmental Organization
NPPA	National Priority Programme Areas
NRM	National Resistance Movement
NWSC	National Water and Sewerage Corporation
PHC	Primary Health Care
PLE	Primary Leaving Examinations
PWD	People with Disabilities
TPC	Technical Planning Committee
UBOS	Uganda Bureau of Statistics
ULGA	Uganda Local Government Association
UNEB	Uganda National Examinations Board
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education

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EXECUTIVE SUMMARY

This is the first assessment report for Soroti District Local Government. The assessment employed both qualitative and quantitative methods to assess Soroti District Local Government. Notable among these methods were: FGDs, Personal interviews, Observation, document reviews and the Local Government Councils Score-card (LGCSC). The Local Government Councils Score-card is an independent assessment tool with specific parameters 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 councillors are performing their responsibilities as stipulated in the Local Government Act (1997, as amended).

The report examines how the actions of Soroti District Local Government Council impact on the quality of service delivery in the district. 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 councillors 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 twenty eight councillors 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.

A critical analysis of selected socio-economic indicators for education, health, rural roads, water and sanitation, agriculture and the environment and natural resources in the district points to a declining state of affairs. This arises from the high financial dependence on central government amidst a low local revenue base. During the FY 2009/10, central government contributed 95.2% of all the funds with local revenue and Donor support each contributing a meager 4.8%. 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 scored 44 points out of 100 total points. The Chairman, Mr. Stephen Ochola scored 72 out of 100 total points with his best performance registered under initiation and participation in communal and development activities in his electoral area and political leadership. The district speaker Mr. Joseph

Osoto the other hand scored 64 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 councillors was generally poor with the highest scoring 77 points while the lowest scored a paltry 18 points out of a total of 100 total points. With a few exceptions, the majority of councillors registered their best performance in their legislative role participation in lower local governments was the worst performed parameter.

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

- 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 councillors to be given priority to enable them focus on fulfilling their roles and functions as stipulated in the Local Government Act.
- Councillors to be trained on an annual basis about their roles and responsibilities, report writing and how to effectively monitor government programs. Emphasis should be put on new councillors as they begin their new term of office.

At the district level there is need to:

- Strengthen monitoring of government programs with specific focus on the involvement of the political leaders.
- The district council should introduce a mandatory requirement for councillors to produce individual monitoring reports from their constituencies.
- Implementation by council of key recommendations from accountability bodies especially the internal audit.
- 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 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 Soroti District Local Government for the Financial Year 2009/2010. Soroti 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 stipulated in the Ugandan Constitution (1995 as amended), and operationalized by the Local Government Act 1997(as amended), 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 for accountability from the elected leaders.

The 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 councillors in selected districts 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.¹

The first Local Government Councils' Score-card covering the Financial Year 2008/09 was conducted in 10 local governments.² The second score-card assessment covering

-
- 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

the Financial Year 2009/10 covers 20 local government councils including Soroti District Local Government Council.³ This is, therefore, the first score-card report for Soroti District Local Government.

This report is organized in eight sections. Section 1 has highlighted the background of the assessment, and Section 2 details the methodology of the study. Section 3 gives a summary of the district background. In section 4, the state of service delivery in Soroti District is critically analyzed, while section 5 focuses on Soroti'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 from the study.

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

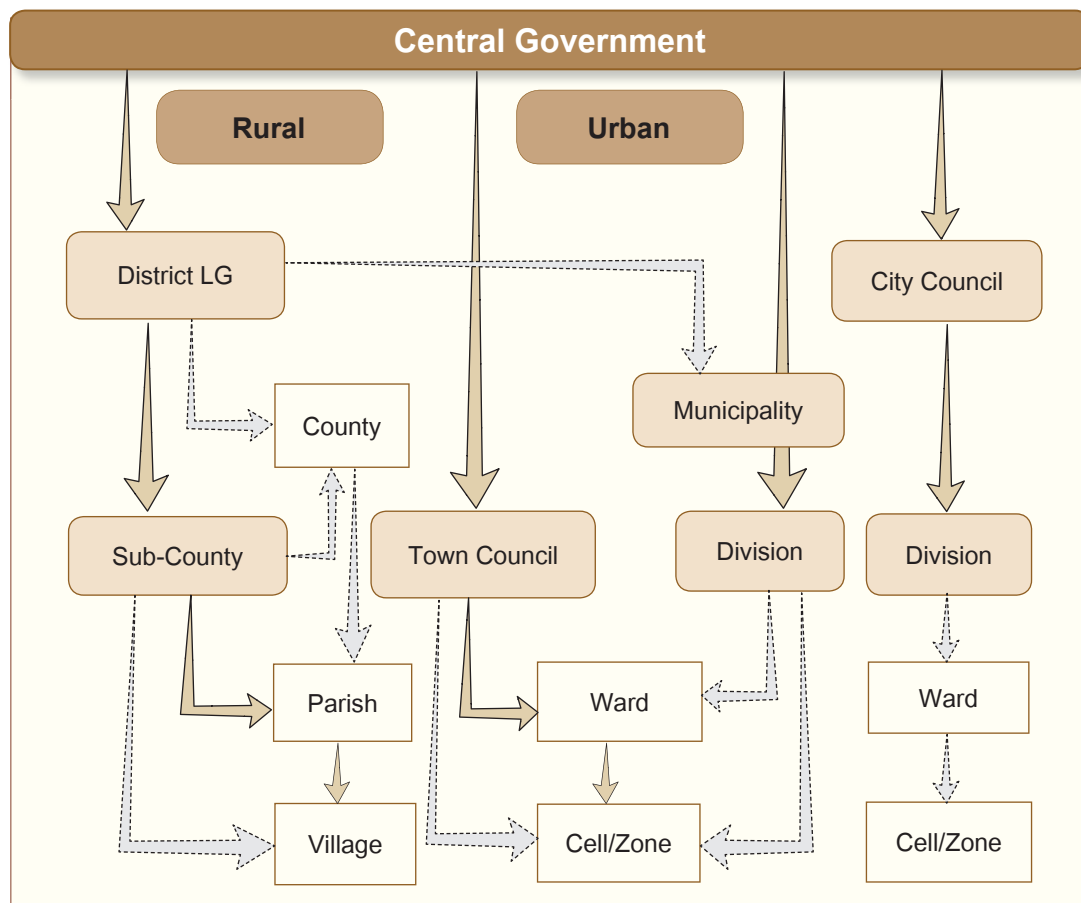
The Local Government Councils' Score-card used both qualitative and quantitative methods in assessing performance of Soroti District Local Government. The methods included: inception meetings; FGDs; Personal Interviews; observations and document review. The methodology used a number of tools including: FGD guide, interview guide, observation checklist and a score-card. Explained, a score-card is 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-card⁴ and the feedback from the outreach process in the first phase of assessment, 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 were more aligned to service delivery objectives where councillors 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 were 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 councillors provide feedback to their constituencies were 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.⁵ 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 Councillors; the Chairperson; and, the Speaker. Secondly, the Local Government Council organs in the unshaded 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.

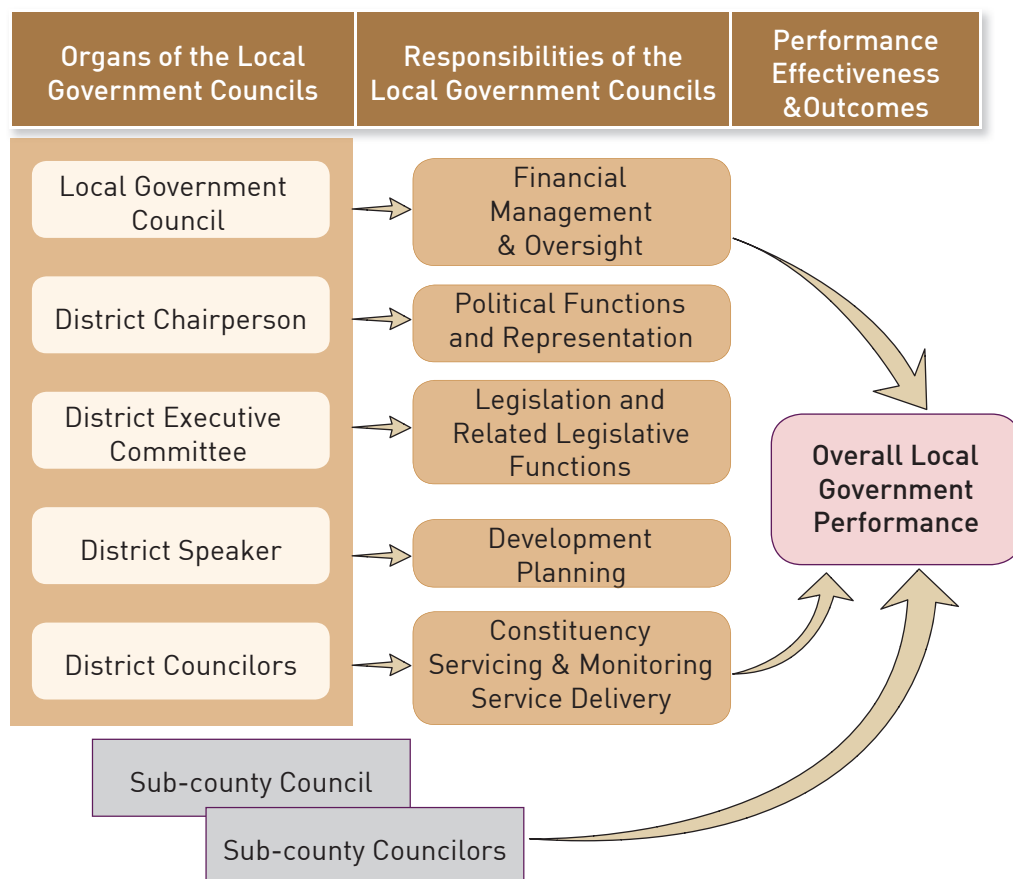
4 The 2008/09 Score-card was undertaken in 10 districts of Moroto, Amuria, Mbale, Kamuli, Kampala, Luwero, Ntungamo, Hoima, Nebbi and Amuru.

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

Figure 1: Structure of 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.⁶ It is envisaged that 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

The score-card is designed based on the mandates of Local Governments and Local government leaders as enshrined in the Local Government Act. In addition to the score card, other methods used were: literature review; inception meetings; interviews; and

⁶ Tumushabe, G, et al. (2010), Monitoring and Assessing the Performance of Local Government Councils in Uganda, ACODE Policy Research Series No. 31, 2010.

Focus Group Discussions (FGDs). The Local Government Councils Score Card (LGCSC) with its set of parameters and assesses the extent to which local government council organs and councillors are performing their responsibilities. The parameters in the score card are based on the core responsibilities of the local government councils.

The Score-card assessed the organs are identified from the Local Government Act (1997). These are: the local government council; the district executive committee; the district chairperson; the district speaker and the individual councillors. A combination of all these organs constitutes the district local government council and hence their performance partly determines the overall performance of the respective local governments. The performance of the LG council was based on the assessment of responsibilities of the Councils categorized under the following parameters; i) Legislation; ii) contact with the electorate; iii) planning and budgeting; iv) participation in lower local council plenary sessions and; v) monitoring service delivery. Performance indicators are therefore developed based on each of these parameters. Each indicator is given a weight so that the total score-card adds up to 100. The scores are generally based on the importance placed on the particular responsibility or function. A high score on all the parameters and indicators shown shows relatively good performance of the local government being assessed and this should translate to effective service delivery in most sectors.

The Score-card approach is divided into 4 broad phases namely: preparatory phase, fieldwork phase, data management and analysis; and outreach and advocacy phases.

2.3.1 Preparation Phase

This phase included a number of activities such as:

a) Securing buy-in and participation from key stakeholders.

A number of stakeholders were mobilized so that they can be able to appreciate the Scorecard and the whole assessment process so as to ensure ownership and sustainability of all the undertakings of the Local Councils assessment. These range from the citizens, the local governments themselves, centre and line ministries to CSOs and academia. Stakeholder analysis and engagement were undertaken to enable identification of key stakeholders, understanding of their interests and influence and determine the levels at which they would be engaged.

b) Selection of Local Governments (Districts)

The criteria to use in identifying local governments to participate in the monitoring and measurement of performance of local government took into account the following aspects: Regional balance; Duration of existence of the local governments; and Perceived as model districts Vs historically marginalized. Using this criteria, the number of Local Government Councils being assessed has been increasing from 10, 20 and 26 in 2008/9, 2009/10 and 2010/11 respectively.

c) Inception Meetings

The inception meeting for Soroti District Local Government was organized in April 2011. The meeting was attended by both outgoing councillors and incoming councillors, and

technical staff. The meeting provided the first opportunity for councillors and other stakeholders to learn about the assessment and how it is conducted.

d) Selection of the Research Team

The research team is selected from CSOs operating in the specific selected LG. This strategy ensures that the assessment is done by people who are aware of the situation obtaining within the given local government in addition to being cost effective.

2.3.2 Research Methodology training workshops

Methodology training workshops that involve all the members of the assessment team,

District based researchers, lead researchers, and stakeholders are mobilized and trained on how to administer the score-card. The aim of this exercise is to make all people involved in the process appreciate the purpose of the assessment as well as the processes of data collection, validation and analysis. This ensures clarity for the researchers and fosters collaboration of the various stakeholders.

2.3.3 Fieldwork Phase

a) Literature Review

Literature review was 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 Soroti District Local Government, the district planning documents and reports, as well as records of the Minutes of Council and other unpublished materials.

b) Group Discussions

The Focus Group Discussions involve the chairpersons, councillors and members of the community. These FGDs provided an opportunity for the councillors to get to know why they are being scored, the contents of the scorecard and the exercise at large. The FGD session provided an avenue for feedback from the councillors and also an opportunity for the district based researchers to interface with the councillors. They also provided information to the citizens on their roles and responsibilities and those of their political leaders. In addition, while focus group discussions were instrumental in providing information on the perceptions of voters and validate the data and information from councillors, the meetings also act as civic empowerment platforms.

c) Score card administration (interviews)

Administering of the scorecard by the researchers was achieved through having a one on one interview session with the individual respondents. The Chairperson, Speaker, Deputy Speaker and councillors constituted the primary sources of data for the assessment. The scoring was done depending on the answers and documentary evidence provided by the respondents. These scores were then subjected to verification with documented evidence from: the community, related literature; office of the clerk to council; office of the speaker; district registry; records in the library; planning unit; office of the speaker

in LLGs; CSOs and correspondences with the office of the Chief Administrative Officer (CAO). 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. During this period, ACODE provided support supervision and quality assurance to ensure collection of accurate, valid and reliable data.

d) Observation and Photography

Observation and photography were employed as research methods to triangulate information provided by the councillors during the score-card administration. Through direct observation, the researchers were able to verify reports from councillors 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.

2.3.4 Data management and analysis Phase

A database for information about each local government was established. The database contains information on the key variables that were investigated as reflected in the scorecard. Credible statistical analysis methods such as SPSS were used in analyzing the data. The findings from the scorecard were presented in the national synthesis report, where the performance of Soroti District was compared with the performance of other districts that were assessed and this Local Government specific report that presents the specific performance issues particularly for Soroti District Local Government Council.

2.3.5 Outreach and Advocacy Phase

In partnership with ULGA, ACODE carried out outreach and advocacy of the scorecard. During these advocacy workshops, the Score-card assessment results for Soroti District Local Government Council 2009/10, were presented so that Local Council leaders can appreciate their roles and responsibilities and pick lessons from each other.

3

DISTRICT BACKGROUND

Deriving her name from the Ateso word for “solot”, a big rock located in Soroti main town⁷, modern day Soroti District came into existence in 1980. The name Soroti was hitherto synonymous with the capital of the then Teso province, a nomdecre that the new administrative unit adopted after the abolition of provinces in 1980. Located in the eastern part of Uganda, the district has since undergone territorial changes from an initial geographical area of 10,060 km² in 1980, to the current 2,662.5 km² after the creation of Katakwi, Kaberamaido and Serere Districts in 1997 and 2001 2010 respectively. The district borders Kamuli, Serere district in the east, Kaberamaido in the west, Lake Kyoga, Kumi and in the South, Amuria in the North and Katakwi in the Northeast.

3.1 Socio-Demographic Characteristics

3.1.1 Population dynamics

In terms of population, the district has over the years experienced a steady population growth from 219,838 in 1980 to 204,258 in 1991 and 369,789 in 2002⁸ with a growth rate of 5.1%. The most recent statistics from UBOS put the population at 552,200 and as indicated in table 1.

Table 1: Population Projections for Soroti District

Year	Male	Female	Total
2005	208,000	220,900	428,900
2006	219,200	231,700	450,900
2007	231,300	243,200	474,500
2008	244,400	255,400	499,800
2009	257,300	267,500	524,800
2010	273,400	281,800	555,200

Source UBOS 2011

The population of the females is slightly higher than that of the males in the district with a sex ratio of 95.2: 96⁹.

3.1.2 Nature of Livelihood

Accounting for 76% of the total population, subsistence agriculture is the major source of livelihood for Soroti district¹⁰ with cassava, sweet potatoes, sorghum, ground nuts and

7 This location was chosen by Semei Kakungulu in 1904 to set up an administrative base during the colonial pacification of the region

8 See 1980, 1991 & 2002 Population and Housing censuses as cited in the Soroti District Development plan 2010-2013

9 See Soroti District Development plan 2010-2013

10 Ibid

simsim as the major food crops. However, the recent past has seen an increasing focus by the population on more market oriented food crops, especially horticulture with oranges, mangoes, pineapples, and avocados that are mainly provided by the district through NAADS programme. Given the subsistence nature of livelihood, the incidence of poverty in the district is one of the highest in the country. Soroti district has a poverty density of 53 poor people per square kilometer¹¹ while the poverty head count stands at 64%, a figure twice the national average¹².

3.1.3 Political and administrative structure

Administratively, the district had two (2) rural counties of Kasilo and Soroti and one Municipality at the time of assessment. Soroti Municipality had 3 divisions while the two rural counties have 17 Sub-counties. At parish level, the district was comprised of 94 parishes (89 rural parishes and 12 wards) while the total number of villages were 632. The district's political and administrative structures right from the district level (LCV) up to village level were established as stipulated in the decentralized policy¹³ with elected political leaders¹⁴. The district council which is the highest political organ in the district conducts her business through 5 Committees namely: Production, Environment, Marketing and Natural Resources; Education, Health and Sanitation; Community Development; Works and technical services; Finance and Planning. The secretaries for the various committees in the period under review were as indicated in Table 2.

Table 2: Secretaries of Council Sectoral Committees for the FY 2009/2010

Committee	Secretary
Social services committee;	Opit James
Production	AkiyaHellen
Finance	Okello FG
Works	Obiol Jorem Felix
Development committee	Ameet A

Source: Soroti District Local Government 201

11 See UBOS 2010 Spatial Trends of Poverty report

12 See Poverty Head count report by UBOS 2008, as cited in the Soroti District Development Plan 2010-2013

13 See Figure 1 for a detail of the decentralization structure

14 Chairpersons at LCV and LCIII are the political figureheads while the elected councillors form council which is the highest decision making body at each level.

4

THE STATE OF SERVICE DELIVERY IN SOROTI 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 councils¹⁵. Local government council leaders are also 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 where the central government directly provides such services, the local government complements the work of the central government or focuses on ensuring that the central government fulfills its development and governance commitments to the population.

This section of the report provides a succinct review of key socio-economic indicators of Soroti 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 inactions of Soroti 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 are also made by comparing the indicators for financial years 2007/08 and 2009/10.

4.1 Health services delivery in Soroti district local government

The Local Government Act requires district councils to be responsible for key health services at the district level including hospitals, health centres, dispensaries, sub dispensaries first-aid posts and primary health care services among others¹⁶. This is therefore instructive that the state of health care in any given local government is the

¹⁵ See Second Schedule of the Local Government act 1997

¹⁶ Ibid

primary responsibility of the district local government. A look at the key indicators for Soroti district as shown by table 3 indicates a rather stagnant trend over the past 5 years across the major health indicators in public health, immunisation and health unit utilisation.

Table 3: Key health indicators for Soroti district local government

Indicator Category	Indicator	2005	2006	2007	2008	2009
Public Health	Pit latrine coverage			55	68	55
Immunisation	BCG	123	73	148	78	87
	Measles	94	58	72	57	143
	OPV3	112	71	83	55	145
	DPT3	115	70	84	60	167
Health Unit utilisation	OPD			1.1	0.7	0.6
	Deliveries in health units			45	40	31
	HIV/AIDS Service Availability			26	67	93
	Pregnant women receiving 2nd dose Fansidar for IPT			53	46	16

Source: UBOS Statistical Abstracts 2009, 2010 and 2011

The major issues hindering effective service delivery in the health facilities of Soroti district were varied, ranging from inadequate physical infrastructure; low staffing levels, and drug stock-outs. In terms of physical infrastructure, the district through a number of programmes has constructed health facilities, particularly Health Centre IIs. During the year under assessment, the district had a total of 47 health units¹⁷ that comprise 1 Regional Referral Hospital, 4 Health Center IV's, 19 Health Center III's and 23 Health Center II's.

Despite the existence of these structures, poor hygiene is a rampant characteristic shrouding these health centres. Outstanding cases of untidy and unhygienic HCs were found in Ochapa¹⁸, Kyere¹⁹ and Gweri²⁰ HCs. Staffing levels is yet another issue of concern in the district characterized by a low level of staffing with only 126 health workers out of the approved 271 staff in the district. This implies that 54% of the health staff positions in the district were vacant²¹. The scarcity of health personnel is particularly manifested at the level of medical officers, an issue attributed to the failure by the district to attract and retain such category of high caliber health personnel. The resultant effect has been the omnipresent scenes of over stretching the existing small number of health workers, overcrowding and long queues at most health facilities²². This situation was further exacerbated by chronic absenteeism and late coming on part of the health workers at most health centers with extreme cases at Kateta and Kadungulu Health centers²³. In

17 36 Government owned and 11 NGO- owned

18 Pregnant women reportedly shun the Health centre because of the extreme un cleanliness of their health

19 During a visit to Kyere Health Centre III there was one patient ward for men, women and children

20 The health centre has no water or borehole for patients making it extremely difficult to access safe drinking water as a patient or a visitor

21 See Soroti District development Plan 2010-2013

22 In Pingire HCIII, Gweri HCIII, Kateta HCII, Atiira HCIII for example researchers were appalled by the large queues and yet in most cases were being attended to by one staff. In Pingire HCIII, the single member of medical staff had to solely register, prescribe and then administer the medication to over 40 people

23 These were mainly cited by the respondents of the FGDs held in the two sub counties

addition, there were complaints of the rudeness and indifference of the health workers as reportedly mentioned to be common in Kadungulu HCIII²⁴.

The above highlighted challenges did not only severely affect the quality of health service delivered in the district, but also access, satisfaction and utilization.

4.2 Primary Education Services

4.2.1 Access and quality indicators

The analysis of the state of primary education in Soroti district local government presents an array of contrasting realities that range from access to functionality of education services. Table 4 provides a trend of both access and quality indicators for the district since 2005.

Table 4: Education Statistics for Soroti District

		2005	2006	2007	2008	2009
Accessibility Indicators	Net Intake			75.9	71.2	77.3
	Net Enrolment			101.9	103	115.1
Quality Enhancement	Pupil teacher ratio	51	54	67	58	59
	Pupil classroom ratio	72	77	86	79	85

Source: UBOS Statistical abstract 2009, 2010, 2011

Figure 3: Improvised classroom at Kyere Primary School



Source: ACODE Digital Library 2011

Figure 4: Dilapidated Structure at Angopet Primary School in Gweri Subcounty



Source: ACODE Digital Library 2011

Soroti district has a total of 187 primary schools of which 151 are government aided, 30 are Community primary schools while only 6 are private²⁵. A number of government aided schools in the district are in a less than satisfying state especially with regard to physical infrastructure. The classroom blocks in most of the schools are inadequate for

²⁴ In a focus group discussion at Kadungulu the electorate raised the issue of hostile and unprofessional nurses, one of whom was known locally as 'child killer' due to her track record in unsuccessfully delivering children in Kadungulu Health Centre III all because of being so negative to the expectant mothers

²⁵ See Soroti district development Plan 2010-2013

the burgeoning number of pupils²⁶ while in other cases, the structures are dilapidated²⁷ and in extreme cases some schools have make shift classrooms²⁸.

The challenge of physical infrastructure is not only limited to the classrooms but even teachers' accommodation with many schools lacking these vital facilities forcing many of the staff to reside away from the schools- a key factor responsible for late coming and absenteeism on part of the teachers. In Kateta Model Primary School for example, only five out of the thirteen staff are currently accommodated at the school while in Ojama Primary School only three out of thirteen members of staff are accommodated on site.

More so, sanitation at most primary schools in the district was appalling. Schools have fewer latrine stances than the required number forcing teachers and pupils to share the same latrines. Kateta, and Ojama primary schools are among schools within this bracket. In Kateta Model primary school, the school has only three pit latrine stances for a total of eight hundred and forty students (840) while in Ojama Primary school only five pit latrine stances were being used by over one thousand pupils (1,000) and fifteen (15) staff.

4.2.2 Performance indicators

Primary Leaving Examination (PLE) results are commonly used as a measure of the quality of output from the primary education system in Uganda²⁹. Table 5 shows the details.

Table 5: Trends analysis of performance in PLE

	2001	2002	2003	2004	2005	2006	2007	2008	2009
Div 1	3.6	5.7	5.7	3.4	1.1	2.8	3.0	1.2	1.0
Div 2	34.1	40.8	42.6	43.6	28.1	39.7	39.2	25.3	25.3
Div 3	22.9	23.5	24.8	21.1	26.4	24.3	24.6	33.3	33.1
Div 4	16.9	14.1	14	17.6	17.4	15.0	14.1	15.3	18.9
U	22.6	15.9	12.9	14.2	17.2	10.8	13.9	21.3	21.7

Source: UNEB 2010

With the numerous challenges faced by the schools in the district, it was inevitable that performance at PLE would relatively be poor. It was established that there had been almost no improvement since 2001. An analysis of the trends of PLE performance in the district indicates that the majority of the pupils had passed in the second and third division over the years while there is no improvement in the number of pupils attaining division one. The trend analysis shows that there has been a significant proportion of pupils (21.3% and 21.7% in 2008 and 2009 respectively) who have been totally failing PLE over the years.

26 Examples here include Osokotoit, Achomaian and Ojama Primary schools

27 Angopet primary school is a classic example of this, where the classroom block that houses Primary 4 and Primary 5 is in a very sorry state

28 Kyere primary school is a classic example of this

29 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.

4.2.3 Functional Adult Literacy

The primary role of the FAL classes to the learners lies not in their literacy learning but in their developmental activities as part of their community development role and the entry point for their personal development projects and community wellbeing initiatives such as constructing latrines and health, income generating activities, participation in public affairs, group identity, access to credit among other things. However, the outcomes of the FAL programme in the district seem not to be much visible. Much as the district had provided support to FAL centers, the contribution made by the FAL programme overall was reportedly very minimal largely due to lack of interest to enroll and participate in FAL classes by the target population. In the FGDs, it emerged that a significant proportion of a significant number of people in the community did not know of Functional Adult Literacy (FAL) and yet most of the district councillors are instructors for FAL. Although the CDOs reported that there are several FAL classes, it was not possible to verify this because there are no established learning centers for FAL and in most cases classes are conducted seasonally. During the rainy season most people are busy working on their farms and have no interest in the classes.

4.3 Roads

Given that road transport is the most dominant in the country, road transport infrastructure services are a crucial input for socio-economic development of a country. They constitute the threshold for sustained growth in all sectors, and provide linkages to most of the necessary amenities for supporting higher living standards. Presently, only a small proportion of the population, mostly in urban areas, enjoys a relatively adequate level of transport infrastructure services. For some people in rural areas, roads are either inaccessible or unavailable. The road network in Uganda consists of: i) National (trunk) roads that connect the respective districts and the country with its neighbors; ii) District roads which link communities and connect the rural to urban areas and to the national road network; iii) Urban road network and; iv) community access roads that provide access to and from schools, villages, community centers. District and urban roads are the responsibility of district and urban councils, while local councils are responsible for community roads.

Figure 5: Access road in Kateta

Source: ACODE Digital Library 2011

The road network in Soroti district is predominantly murrum. The only bitumen road sections in the district consist approximately of 15 km of the main Soroti-Mbale road; 45km of Soroti-Lira road; and approximately 15 km of town/street roads within the centre of the Municipality and the road section that extends about 14 km northwards to the railway station. Major Murrum trunk roads are: Soroti-Moroto; Soroti-Mbale via Brooks corner; and Soroti-Serere -Bugondo roads.

Despite some improvements in the state of roads, the situation remains deficient. Access roads were reported in FGDs as being in an even worse state. It was observed that there was an increasing maintenance backlog, and even some roads that had been previously fully rehabilitated were gradually sliding into a state of disrepair due to inadequate resources for maintenance. Members of the community, during FGDs, revealed the roads in the poorest state to include: Olupe – Kalum road; Ochapa – Kamusala road; Ochapa – Kateta road; Ochapa – Idupa road; Ochapa - Soroti road in Ochapa Subcounty, Ida udi- achomia, Ohokodoro- didin, Kateta-kosokotoit (Kateta SC), and Telamoit-amukalu road.

Other challenges in the roads sector were cited as; slow procurement process that delays award of contracts, limited funding, and stringent Government conditions imposed on Grants to local governments that limit flexibility on utilization of funds.

4.4 Water Supply

Environmental health is an area of concern in rural development. Safe sanitation is, therefore, legally recognized as a must for all the people of Uganda by the 1995 Constitution

[Chapter 3 Article 17 (j)]; the Local Governments Act 1997 (Part IV, article 7(a), 14 (a & b); the Public Health Act, 1997; and the Kampala Declaration on Sanitation (1998). Therefore, it is the role of the public sector in water supply and sanitation is established by the Constitution of the Republic of Uganda 1995 that provides for the right to water and specifies Government as the organ responsible for delivering it. The Ministry of Water and Environment is the lead public agency responsible for design, formulation and implementation of legal and policy instruments as well as regulation in the sector. In addition, a decentralized system of government Soroti District Local Government is mandated to provide water and sanitation services (Local Govt. Act, 1997). Like other local governments, Soroti District Local Government receives grant funding from the central government and may use some of the locally mobilized resources for implementing rural Water and Sanitation Sector programmes.

Water and sanitation improvements, in association with hygiene behavior change, can have significant effects on population and health by reducing a variety of disease conditions such as diarrhea, intestinal helminthes, guinea worm, and skin diseases. These improvements in health can, in turn, lead to reduced morbidity and mortality and improved nutritional status. Therefore, improvement in access, coverage of safe water supply and sanitation facilities is central.

In Soroti District 72% of the urban population has access to safe water compared to 74% of the rural population. Table 6 below provides a detail of water access indicators in the district.

Table 6: Indicators for Water Services in Soroti district local government

	Urban	Rural	Total
Population	62,500	492,400	554,900
Population served	32,983	366,432	399,415
Access	53%	74%	72%
Equity			76
Management (Functionality of Water source committees)			63%
Gender (Water source committee with women in key positions)			74%
Functionality	89%	86%	
	Functional	Non functional	Total
Protected Springs	110	23	133
Shallow wells	256	56	312
Deep boreholes	745	73	818
Rain harvesting tanks	55	34	89
Water for Production			
Dams	9	2	11
Valley Tanks	1	0	1

Source: *Water Atlas, Ministry of Water 2010*

As indicated in table 6 the district had a commendable number of water sources compared to the population. The major water sources in the rural part of the district are deep

boreholes (745), shallow wells (256) and protected springs (110). The challenge herein lies with the coverage and functionality of these facilities. It can be observed from table 6 that a significant proportion of water sources are non functional. Further, some of the water sources experience dry spells. It was for example reported that while Ochapa sub-county benefited from a rural water project, the water supply is intermittent with citizens only accessing constant water flow for two to three weeks where as the rest of the period in the month, the water points would be dry.

4.5 Agriculture and NAADS

Figure 6: Cassava varieties under NAADS (Akena variety that must be eaten within 6 months) that have since been abandoned in Kateta Sub-county.



Source: ACODE Digital Library 2011

Soroti district's economy is largely agro based and like other local governments, a considerable support to the production sector is channelled through the National Agriculture Advisory Services (NAADS) programme³⁰. Under NAADS, there should be increased farmer access to relevant information, knowledge and technology through effective, efficient, sustainable and decentralized extension services and increased private sector involvement in line with government policy.³¹

During the financial year under review, the district engaged in support for farmers in a spectrum of activities. For instance; under the NAADS programme, the district undertook

³⁰ NAADS is one of the Seven Pillars under the Plan for Modernization of Agriculture (PMA).

³¹ GoU (2010), Ministry of Agriculture, Animal Industry & Fisheries: Agricultural Sector Development Strategy & Investment Plan: 2010/11 - 2014/15

: i) sensitization of farmers on NAADS through radio talk shows; ii) promotion of technology and food security in all the lower local governments; iii) establishment of technology demonstration sites, and iv) agribusiness, among other things.

However, in the district, the implementation of NAADS is facing several challenges. From the FGDs in Ochapa, Kateta, Kadungulu and Gweriis it was reported that NAADs had made some progress but not met the expectation of the people as originally perceived. There were reports of limited contact between extension advisors and farmers where farmers reported a very low frequency of visiting NAADs extension workers. Most of the participants reported that they rarely interact with any type of extension agents. For instance, in Gweri, farmers were provided with an orange growing project but it collapsed due to lack of guidance. Other common concerns that were raised included; the quality of the products provided by NAADs, e.g. rotting cassava cuttings, inflated pricing for NAADS products, for instance in Kateta it was reported that goats under NAADs cost Ush. 80,000 while similar goats cost Ush. 30,000 on the open market. Further, there were complaints that NAADS beneficiaries were being selectively chosen, and that support under the project was politicized with an inclination to those supporting the NRM. In Atiira sub-county, some members of the community had formed groups and paid membership fees of Ush. 20,000 but had not received any support.

4.6 Environment and Natural Resources (ENR)

Regardless of the existing legal and institutional framework, the environment in Uganda is still under threat from natural and man-made drivers of change. Forests have continuously been cleared, wetlands degraded and the environment polluted³². There are a host of factors that have brought about such state of affairs including: poverty, unsustainable use of resources, lack of enforcement of laws, rapid population growth, urbanization, agricultural expansion, industrialization, and the impacts of climate variability among others. Further, the widespread degradation of wetlands country-wide has been attributed to a number of factors including unclear institutional mandate and linkages at all levels, weak enforcement capacity by the relevant institutions, lack of specific law with sufficient enforcement provisions, inadequate financing, inadequate staffing at all levels, insufficient applied scientific information, rapid population growth, widespread poverty and improper physical planning, unclear boundary and legal definition of wetlands, need for compensation of wetland title-holders, political intervention and interference at both high and low levels and the trans-boundary nature of wetland systems, among others.

Meanwhile the country depends on patterns of weather and climate. There is need for institutional review and strengthening for improved coordination between DEA, NEMA, NFA and district local governments in policy implementation and regulation of natural resources and environment management. Monitoring and inspection of District Local Governments for environmental compliance showed that in general there is limited attention paid to the enforcement of compliance requirements. The level of mainstreaming of ENR issues within the National Agricultural Advisory Services (NAADS), programme was found to be very low. There are significant knowledge gaps in ENR management and its

³² MoWE (2010) Uganda Water and Environment Sector Performance Report 2010

related enterprises by Field Agricultural Extension Workers and Communities. It should be noted that MWE does not currently capture progress on environment management initiatives in Local Governments. There is a reporting vacuum between the Central and Local Governments. This issue is being addressed by the development of a Performance Measurement Framework for the ENR sub-sector by MWE.

It was observed that the ENR and natural resources sector is not seen as a priority in Soroti district. This is reflected in the nominal staffing and budgetary allocations to the department. However, Soroti district is grappling with rapid deforestation as a result of extensive farming and swamp reclamation as farmers take to rice growing. The district has already suffered from extensive floods resulting from both deforestation and wetland reclamation.

4.7 Soroti Local Government efforts to address gaps in Social Sectors

An analysis of the Soroti District Local Government Council deliberations reveals a sharp contrast between the gaps in the sectors and what council actually deliberated upon during the year under review. While mention of the broad strategic goals and programmes made in the district planning documents, especially the District Development Plan, most of these issues remain the preserve of the implementing technical persons and rarely find their way on the floor of the District Council.

Despite complaints by the community with regard to health (overcrowding and staffing levels), education (dilapidated structures and poor sanitation), roads (narrow and of poor quality), agriculture (few people benefiting from NAADs), water (low functionality) and environment (high prevalence of wetland reclamation and charcoal burning), a scrutiny of the Minutes of Council indicates a conspicuous absence of the real issues. As Table 7 below shows, most of the time of council was spent discussing issues that were not directly related to improving the cited gaps in service delivery.

Table 7: Summary of issues discussed in Soroti District Local Government Council plenary sessions in the year 2009/10.

Council Meeting Dates	Health	Roads	Water & Sanitation	Agriculture	FAL	Local Revenue	Others	Observations
06 & 07/07/2009							<ul style="list-style-type: none"> Motion on adoption of district documents including the DDP FOR 2009/10, 2010/11, 2012/13, Draft budget for 2009/10, Supplementary budget for FY 2008/09, District revenue Enhancement Plan & Capacity Building Plan 2009/10, and procurement plan (Min 03/07/2009) Moved motion to approve Vote on Account 	<ul style="list-style-type: none"> The meeting started at 12:05pm. Councillors posed a lot of questions on all the documents which could not be provided answers at the moment and therefore its approval are pushed to the next council meeting. This meeting went for two days but even on the second day it started as late as 12:37pm. Male Councillor for Kadungulu appealed that for the purpose of service delivery let the house approve the vote on account and therefore no consent and attribution of other councillors. Not only that but most councillors did not know by that day for approval its meaning. There is duplication of previous minutes but dated 14&15/10/2009. No attendance list recorded. No record that the statement was ever debated or action taken under these issues raised on roads by council.
14 & 15/10/2009								
01/06/2010		<ul style="list-style-type: none"> One councillor for Asuret sub county raised concern of Aurret-Atira-Aukot road and sought for an explanation (Min 15/06/2010) 					<ul style="list-style-type: none"> Approval of the DDP, District Capacity Building Plan and District Revenue Enhancement Plan (Min 16/06/2010) However much many councillors raised issues in the DDP, poor state of roads, poor performance in schools, poor facilitation of FAL and shortage of drugs, no adequate solution was provided to members (Min 15/06/2010). Motion to approve members of District Public Accounts Committee (Min 15/06/2010) Motion for approval of curving out of new administrative units that would make Serere district (Min 16/06/2010) Approval of the supplementary budget and the Draft budget. Approval of Vote on Account (Min CAO 021/06/2010) 	<ul style="list-style-type: none"> No record that the statement was ever debated or action taken by council.
								<ul style="list-style-type: none"> No attendance record (See attached) and no time recorded for the start of end of meeting. A new district of Serere is to start operating but no discussions on this matter was captured in the minutes. One councillor representing Northern Division narrated the importance of Vote on Account to the extent that he warned the council that it was suicidal not to approve the document. The document is approved without serious discussions by individual councillors.
14/06/2010								

BUDGET AND REVENUE ARCHITECTURE OF SOROTI DISTRICT LOCAL GOVERNMENT

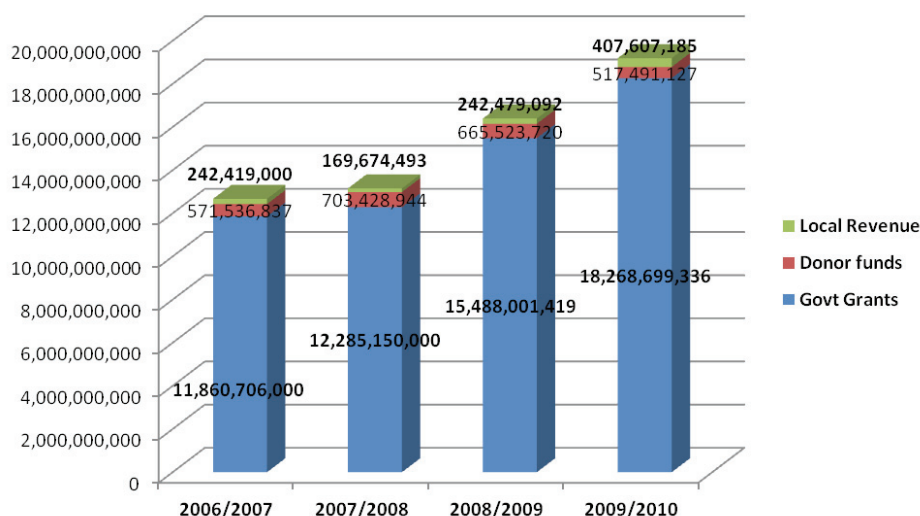
The socio-economic indicators described above show that the quality of public service delivery in Soroti district local government remains dismal. The review of the Soroti Local Government Council proceedings also show that the council has not engaged in any robust and strategic discussion on what needs to be done to move those indicators in the desired direction. Clearly, there are no council discussions on the poor performance of primary seven pupils or the quality 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 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”.³³ The score-card therefore assesses the architecture of the local government budgets, 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, level of local revenue contribution to the local government budget and the authority of the local government over its budget.

5.1 Soroti District Local Government Budget

The budget of Soroti Local Government comprises three revenue sources: central government grants, local revenue and donor funding. Central government grants comprise of unconditional grants and conditional grants. Local revenues include funds collected from sources that have been designated as local revenue sources by Parliament. However, all the major revenue sources from businesses located in the district are collected as central government revenue depriving the district of viable sources of local revenue. Donor revenues are funds that are provided directly to the district through donations and grants. Figure 8 shows a trend analysis of the budget over four financial years.

³³ See Constitution of the Republic of Uganda Chapter 11, section 176 (2) (d)

Figure 7: Budget trends analysis from FY 2006/7 to 2009/10.

Source: Budget Outturn in Soroti District from 2006/7 to 2009/10

Soroti district local government is heavily dependent on government transfers as can be seen in figure 8. In the period under review, local revenue contributed 2.1%, donor funding 2.7%, and 95.2% of the budget came from central government grants and this has always been the trend for the district. The implication is that the district does not have enough resources to cater for local needs that do not lie under the national development priorities. Given that in most cases the funds remitted to local governments are inadequate, the Soroti District Local government can not supplement such inadequate releases to LGs.

5.2 Challenges in Raising Local Revenue

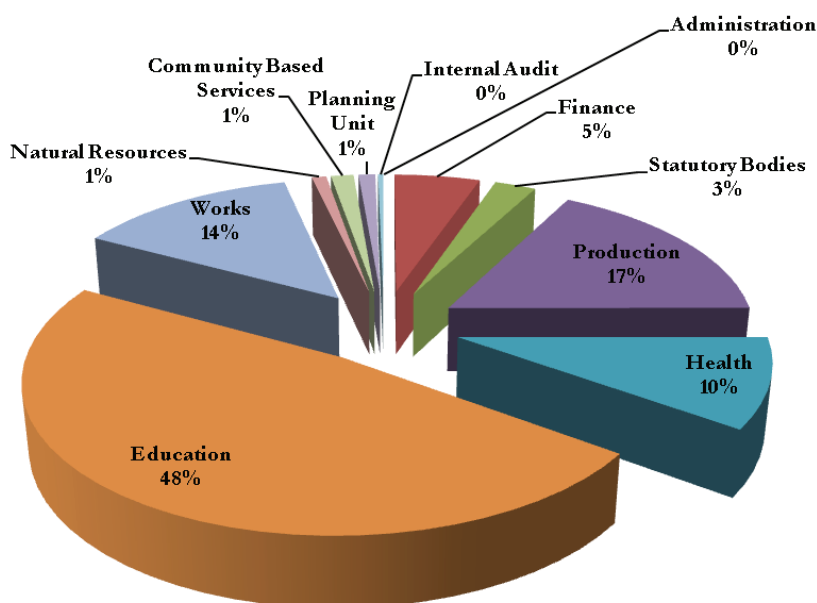
Soroti district faces several challenges in raising local revenue and the district routinely falls short of its local revenue targets; the district local revenue base is limited. The local revenue sources comprise of taxes on income, property; Goods and Services (Application fees, Business licenses, Liquor licenses) and Non Tax Revenue which includes Rent & Rates, Sale of council assets, Sale of Goods & Services (utilities, park fees, registration fees market fees etc. Other sources are fines and penalties (surcharge for tax default, replacement of tax tickets) and miscellaneous revenue. The district has over the years not met the planned targets for the local revenue as the trend indicates that only 64% in 2007/8, 47.6% in 2008/9 and 76.8% in 2009/10 was realized.

Some of the reasons cited for the poor revenue performance were; inadequate financial capacity in terms of funding revenue enhancement programs like valuation of properties and planning of trading centers, corruption, tax evasion and avoidance including teaming and lading; and general laxity in collecting revenue as well as inadequate capacity in terms of human resource especially at the sub counties where there are few Parish chiefs and cashiers. There are also major challenges in the way collected revenue is shared out between the district and Lower Local governments; with lower local governments failing to remit the required 35% of the collected revenue to the district.

5.3 Intra-department Budget Allocations and Implications for Service Delivery

The analysis of the 2009/10 intra-department budget allocations indicates that Education department by far took the largest percentage of the budget accounting for 48%, a figure twice that of production department (17%) which is receiving the second highest budget allocation. A breakdown of the allocations to other departments is provided in figure 9.

Figure 8: Intra budget allocations for FY 2009/10



Source: Soroti District Annual Budget 2010/11

It should be noted that the bulk of the allocations to the education department goes into payment for teachers' salaries. The least funded departments include administration, internal audit and natural resources that receive less than 1% of the budget. The ENR sector receives.

SCORE-CARD FINDINGS AND INTERPRETATION

6.1 District Chairperson

The Chairperson of Soroti District Local Government during the year under review was Mr. Stephen Ochola. The Chairman, Mr. Ochola belonged to the Forum for Democratic Change (FDC) political party. At the time of the assessment, he was serving his first term in office. As a Local government council chairperson, he was 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 assessed the extent to which chairpersons provide political and executive leadership to the district local government. Overall, the chairman scored 72 out of a possible 100 points.

6.1.1 Political Leadership

The Local Government Act charges 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 bade 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.

During the year under review, Mr. Ochola provided effective political leadership and scored 26 points out of a total of 30 points under this parameter. A Key highlight of the chairperson's performance included presiding over the meetings of the executive committee.

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 under authority to prepare and present to the councils bills and motions that can support the development agenda of the district. The chairman scored 11 out of a possible 15 points in the exercise of his legislative role scoring 6 points out of 6 in presentation of motions.

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. Chairman Ochola had an average record of keeping in physical contact with his electorate, manifested in a score of 6 out of a total of 10 points allotted for this parameter.

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, the Chairman performed very well and scored a 10 out of a total of 10 points allotted for this parameter.

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 taxes from which the chairperson's salary is drawn, the chairperson 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 chairperson with regard to service delivery was measured based on the priority programmes of the central government. In this regard, the Chairman, Mr. Ochola scored 19 out of a total of 35 points allotted for this parameter. In some cases, claims of monitoring government programmes were made but no evidence was available to verify such claims and this was largely due to lack of record of such activities.

6.2 District Speaker

The speaker of Soroti district local government during the year under review was Mr. Joseph Osoto, who like the chairman, subscribed to the FDC political party. At the time of the assessment, the speaker was serving his first term in office, having been elected by Soroti district local government council in 2001.

The speaker was 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 councillor.

6.2.1 Presiding and preservation of order in council

The Local Government Act instructs the district speaker, to not only preside at all meetings of the council but also entrusts him/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.³⁴

During the year under review, the district speaker exhibited good performance while presiding and preserving of order in council, where he scored 24 out of 30 points. The district speaker scooped the full marks for chairing council sessions, since the district held seven general council sittings where he chaired 6 of them.

There was also evidence of adoption of the district rules of procedure by the council as well as their regular enforcement, which contributed positively to the running of district council and council minutes were well documented.

6.2.2 Contact with the electorate

The fact that a district speaker is first of all elected as a councillor before being elected as a speaker means that he remains with the responsibility of representing his constituency through keeping close contact with them and channelling their service delivery and other concerns to the council and local administration for attention. The district speaker recorded his best performance on this parameter and scored 20 out of a possible 23 points. As a councillor representing Soroti sub-county, the speaker had programmes of meetings with various communities as well as a coordinating centre in the constituency.

6.2.3 Monitoring NPPAs

During the year under review, the main ruination of the speakers' performance was in this role where he scored only 17 out of 42 possible points. The speaker did not carry out any monitoring of water and FAL programmes, while in sectors like health and education he had only monitored a few facilities.

6.3 Soroti Local Government Council

The Local Government Council is the highest authority within a local government with political, legislative, administrative and executive powers.³⁵ The score-card for the council is derived from the functions of the local government councils as stipulated under 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.

³⁴ A district speaker is paid a monthly salary with a functional office at the district.

³⁵ According to the Local Government Act, a district council is composed of a district chairperson, one councillor directly elected to represent an electoral area, two councillors, one of whom shall be a female youth, representing the youths in the district, two councillors with disabilities, one of whom shall be female, women councillors forming one third of the council, two elderly persons, a male and a female, above the age of 60. During council sittings, the law provides for a member of parliament attending meetings of the local council in his/her constituency.

The council is the platform where councillors can raise issues affecting their electorate and ensure that appropriate plans are put in place the fiscal and other assets of the local government channeled towards addressing those issues. During the year under review, the district council of Soroti was composed of twenty eight (28) councillors. 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. Overall, Soroti district local government council scored a total of 44 out of a possible 100 points.

6.3.1 Legislative Representation

Soroti Local Government Council scored 8 out of a total of 25 points with respect to legislative representation. During the year under review, the council had adopted and operationalized the model rules of procedure for conducting council business. However, that was all. It was established that Soroti District Local Government council did not receive or consider any petitions, there were no focused tours, council had no legislative resources and none of the council meetings were held on time.

6.3.2 Accountability to Citizens

Local government councils discharge their mandate on behalf of the citizens and especially the voters who elect the councillors. In this regard, they are expected to be accountable to the citizens with regard to what they do and by demanding accountability from the central government. The indicators for measuring accountability therefore covered fiscal, political and administrative accountability in addition to involvement of CSOs, CBOs and citizens in the business of council. Soroti District Local Government Council scored 11 out of 25 points.

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, Soroti District Local Government relies heavily on central government conditional grants 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 13 out of 25 points. The Council had approved all the basic budget and planning instruments. These include the district budget framework paper, the three-year district development plan, the district capacity building plan; the district revenue enhancement plan and the district work plan.

6.3.4 Monitoring of public service delivery

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 Soroti district government local council scored a paltry 12 out of 25 points. This performance is attributed to the fact that while councillors undertook monitoring of the various service delivery units, there was neither quarterly reports being produced nor follow up actions on the issues that could have been raised from the monitoring. A critical review of the two sets of minutes further reveals that the district council's deliberations often fell short of discussions about service delivery concerns in the different constituencies.

6.4 District Councillors

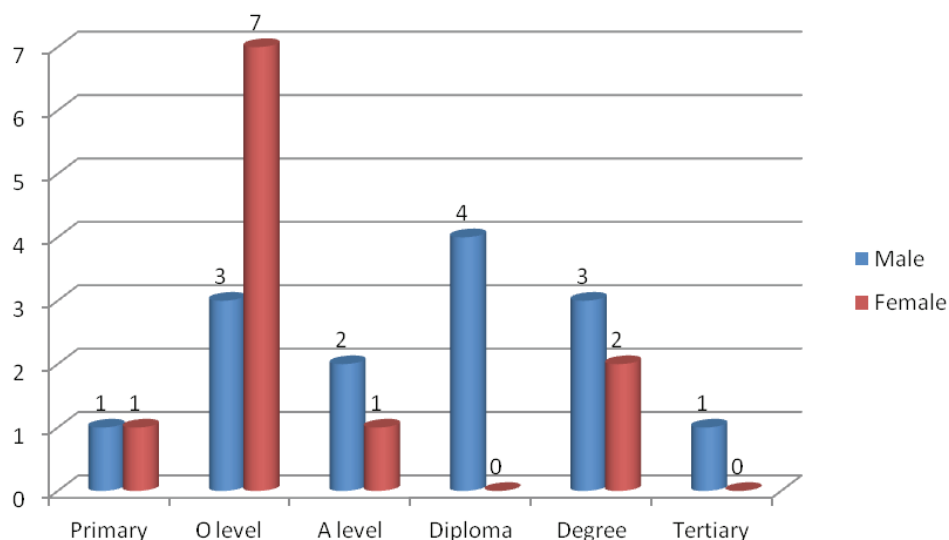
Under the Local Government Act, district councils are vested with wide ranging powers and responsibilities. They are empowered to discharge legislative and executive functions within their areas of jurisdiction. They are established as the planning authorities of their districts and vested with powers to collect local revenue and adopt budgets designed to ensure effective development of their local governments. However, these functions are largely undertaken by individual councillors 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 councillors. Consequently, the Local Government Councils Score-card includes a score-card for individual council members. The councillors 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.

6.4.1 Cross variation analysis

In a bid to understand the quality, capacity and factors that may affect or influence the performance of councillors in the district, the score-card seeks to establish facts regarding each individual councillors' 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 tabulated to further appreciate the level of influence one variable may have on another in the execution of councillors' 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 councillors 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 councillor in the whole country and Soroti District Local Government in particular. In fact, councillors are not required to submit any academic papers as part of the eligibility requirements to contest for the office of councillor. Figure 10 shows the results.

Figure 9: Councillor Level of Education by Gender

Source: Field Findings (2011)

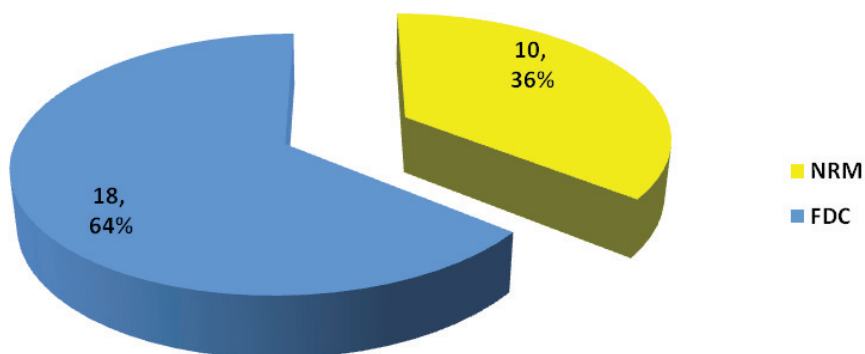
Findings from the analysis revealed that councillors with the lowest levels of education generally registered lower scores on all indicators compared to their more qualified counterparts. The best six councillors all had post-secondary education. Low levels of education undermine effective debate and interaction among councillors and the highly educated technical staff whom they are presumably supposed to supervise. Without doubt, the correlation between the level of education and performance was seen among the worst performing councillors; the worst performing male councillor was the only male councillor who had a primary school education while among the female councillors it was those with either Ordinary level or primary school education who performed worst.

b) Gender and level of education

Evidence from the analysis revealed that the men were slightly more educated than the women. While majority of female councillors had only attained Ordinary level education, most male councillors had at least Advanced level and higher academic qualifications. This may perhaps explain the disparity in the performance of male versus female councillors where the men performed better than their female counterparts.

c) Political Party Affiliation

In the period under review, only two political parties were represented in Soroti District Local Government Council .i.e. FDC and NRM political parties. Figure 7 shows the details.

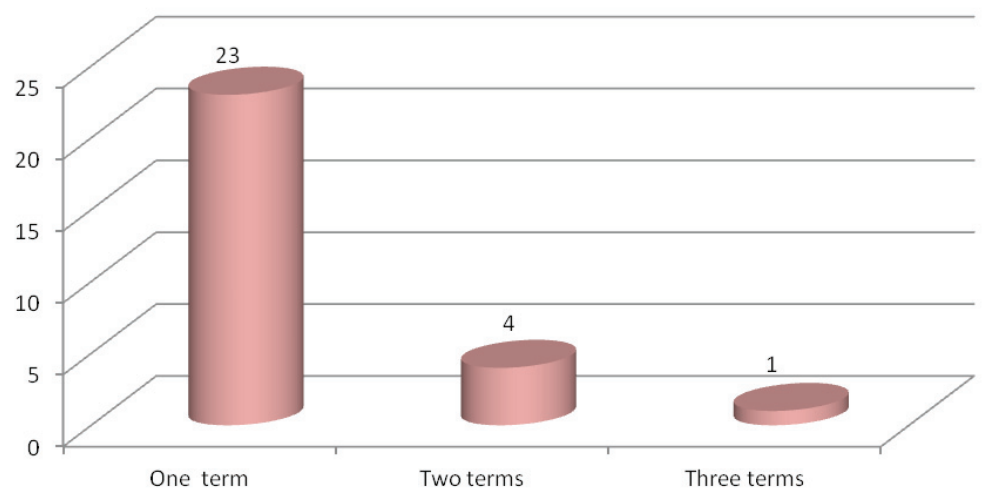
Figure 10: Political Party Affiliations

Source: Field Findings (2011)

The FDC had more representation (64%) than NRM (N. 64% of the councillors subscribed to the FDC party while 36% belonged to the NRM. In terms of performance, party affiliation did not necessarily influence performance of particular councillors. Both political parties have councillors who performed well and poorly.

d) Number of terms served

Of the 28 councillors assessed, 23 were serving their first term of office, while 4 were serving a 2nd term and only one councillor was serving a 3rd term in office. There was no evidence that the number of terms served by individual councillors had an impact on their performance. The few councillors who were serving more than one term had a mixed performance. Figure 12 shows a summary of terms served by councillors.

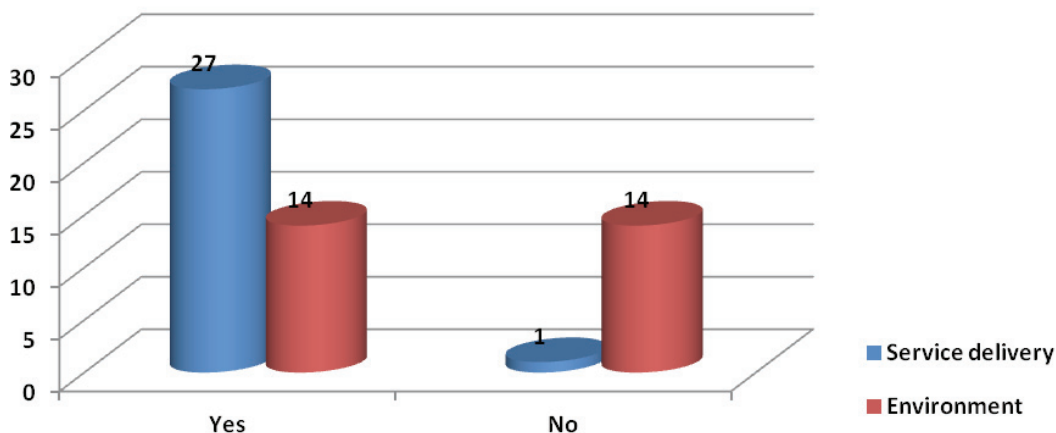
Figure 11: Summary of Number of Terms Served by Councillors

Source: Field findings (2011)

e) Debate on issues of environment and service delivery

Whilst councillors are assigned a wide range of roles and responsibilities (executive, social and legislative), at the end of the day, their output and impact can only be measured by the quality of service delivery in the district. A critical analysis of Soroti District Local Government councillors' contributions to debates on issues of environment and service delivery reveal a big gap between debates on the NPPAs and those on issues of environment as shown in Figure 10 below.

Figure 12: Debate on Issues of Service Delivery and Environment



Source: Field Findings, 2011

Findings show that a half of the district councillors had not debated anything related to the environment and its protection during the year under review. This reflects the level of importance attached to the environment by councillors amidst reports of massive degradation levels in the district.

6.4.2 Councillors' General Performance

In aggregate terms, the performance of individual councillors was generally poor, with the highest scoring 77 points while the lowest scored a paltry 18 points out of a total of 100 points. The general performance of the councillors indicates that male councillors scored highly (48 points) compared to their female counterparts with 40 points. With a few exceptions, the majority of councillors registered their best performance under their legislative role. On the contrary, councillors' worst performance was found to be their participation in lower local governments and monitoring of the NPPAs, a situation that can explain the poor state of the majority of social services in the district. For example, in Atiira sub-county, during the first half of the financial year 2010, neither the male nor the female area councillor attended a sub-county meeting. In Olio sub-county, neither councillor attended sub-county council during the financial year 2009/10 and also failed to accompany important guests to the sub-county. For example The Amnesty Commission Department arrived to distribute hoes and the local area councillor was nowhere to be seen despite it being an important local event. Table 8 shows a summary of all the councillors performance for the year under review.

Table 8: Average performance of councillors

Name of councillor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Daniel EdiauEwadu	Arapai	26	23	3	25	77
Felix JoremObior	Tubur	28	21	0	24	73
Robert Agwau	Olio	24	21	3	24	72
Moses Edonu	Bugondo	26	18	0	27	71
Joseph OpitOkojo	Pingire	26	16	0	23	65
John Enomu	Katine	26	23	0	14	63
AdemuEjoku	Asuret	19	14	2	19	54
Martin Esasi	Kadungulu	18	9	0	15	42
Peter Ogwang	Youth	20	4	0	16	40
Joel Omusei	Kyere	14	9	0	16	39
MuhammedNassur	Eastern Division	18	10	0	10	38
Olinga R P	Kateta	8	5	5	16	34
Ameet Ababa Odeke	PWD	14	10	2	7	33
Leonard Eloba	Kamuda	18	5	0	8	31
Lawrence Ewalu	Western Division	10	13	0	8	31
F. Gerald Okello	Northern Division	16	5	2	6	29
Faraday Okiring	Gweri	8	0	5	14	27
Average Male		19	12	1	16	48
Betty Anyakoit	Katine	21	18	0	21	60
HellenAkiya	Gweri	22	12	0	20	54
Betty Among Oluka	Kyere	20	11	0	17	48
Esther Adipo	Pingire	14	10	5	17	46
Margret Italai	Kateta	14	8	5	16	43
Florence Amoding	Asuret	16	10	0	13	39
Agnes Alubo	Arapai	16	12	5	6	39
Betty Anyomol	Youth	14	5	2	17	38
Christine Amaso	Western Divison	14	8	0	6	28
Jane Alum	PWD	12	2	0	10	24
Mary Apwoyo	Katine/Tubur	14	3	0	1	18
Average Female		16	9	2	13	40

It is important to note that while councillors in Soroti are legally empowered to effectively monitor and oversee the proper implementation of local government programmes, there are fundamental limitations such as their level of education, individual confidence and capabilities, limited facilitation to execute their mandates, obligation to their political parties and their ability to substantially debate in council that inhibit them from ensuring effective service delivery and respond to the demands of the voters and residents in the district. Among all the parameters, the worst performance was registered in participation in lower local government councils in their own constituencies. This was mainly attributed to lack of invitations from LLGs and the fact that most councillors migrate from their constituencies upon election, and settle in the municipality or near the district headquarters.

CHALLENGES TO SOROTI DISTRICT LOCAL GOVERNMENT PERFORMANCE AND DELIVERY OF QUALITY PUBLIC SERVICES

7.1 Introduction

On the whole, findings from the Soroti District Local Government assessment reveal that the fair performance of the district council (44%) coupled with poor performance by the majority of councillors (40% female and 48% 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 the actual performance of Soroti District Local Government is waning. In the education sector, Soroti suffers from stagnancy in performance- the district has been unable to improve school performance over the last ten years. 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 a situation of a typical rural district. In terms of political leadership, a number of factors that affected the performance of the councillors and the subsequent quality of service delivery in the district were eminent.

7.2 Endogenous Factors

7.2.1 Contact with electorate

Evidence from the various FGDs conducted at the sub-county level points to poor contact between councillors and their electorate. In a number of cases, citizens were often unsure of who was representing them and unable to name their local councillor. At the political leadership level, the majority of councillors did not have official programmes to meet the electorate and most claimed to use burial ceremonies, community parties and weddings to meet local citizens which are merely social obligations. The citizens noted that the only time they were guaranteed to see their councillor was during election time.

7.2.2 Limited knowledge of roles and responsibilities of councillors and the electorate

Councillors in Soroti had a basic understanding of their job roles; in as far as representation is concerned. However, there was a knowledge gap regarding the understanding of exactly what the Local Government Act requires of them. Councillors seem to be unaware of their

job roles and the level of responsibility that comes with being a public servant in that it is effectively a voluntary role due to such low levels of facilitation. This seemed to be exacerbated by a more ignorant electorate which demands more than the mandate of their elected leaders. Coupled with ignorance on the roles is the level of education of councillors which can hinder them from debating successfully in council and writing reports as their level of education does not ensure that they are capable of such tasks

7.2.3 Poor participation in Lower Local Government Councils

The findings from the study revealed poor participation of councillors' in sub-county council meetings with the majority of councillors not attending. The very few who attended did not make any official contributions/communication during council debates. This lack of official communication made their presence almost futile. Some councillors claimed that they were not being invited to sub-county council meetings whilst some of those who were invited did not attend the meetings claiming that they received the invitations late.

7.2.4 Poor monitoring of government projects

Whilst many councillors claimed to monitor government projects, they often failed to produce any formal documentation as evidence for their monitoring. This rendered many of the councillors to perform poorly. The verification of what the councillors were claiming to have done became very difficult owing to lack of such records. In terms of the score-card indicators, the majority of councillors performed dismally on producing reports as well as any follow-up activities taken. This certainly undermines their roles as political leaders as monitoring is a vital part of what councillors do since it can make such a huge difference when undertaken effectively. Furthermore, councillors 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.

7.2.5 Poor record keeping among councillors

It was apparent that councillors did not regard record keeping as a priority since only few had official programmes, diaries and documentation to back up the activities they claimed to have undertaken. For example, with the exception of three councillors who verified their claims with evidence, the researchers were regularly told to go to the clerk for documents to verify councillors' claims. Despite their claims to have met their electorate, the councillors did not have written plans, schedules or programmes, with details of meeting venues, dates and target audiences among others. For example in Pingere sub-county it was stated that five sub-county meetings had been held but documentation was only available for two of them. In Kyere and Atiira sub-counties councillors representing these constituencies were reported to have visited them and held meetings but did not document this anywhere like guestbook's.

7.2.6 Failure to implement key decisions and recommendations by oversight bodies and entities

This is an issue that was prominent in the financial year under review. For example, the Internal Audit reports that highlighted key management issues were not acted upon, an issue that greatly affected the performance of the district. Even when key recommendations and directives are given to this effect, no action is taken. A scrutiny of the internal audit reports indicates that throughout the FY 2009/10, the same audit issues were raised, same recommendations and directives given but no concrete actions taken by the concerned parties to this effect.

7.2.6 Revenue collection and sharing across and between the different levels of local government

The local revenue collection and sharing process was found to have great implications on the performance of Soroti local government. For example, in the FY 2009/2010, the sub counties of Kadungulu, Pingire, Tubur, Kamuda and Atiira defaulted on remitting the 35% transfer of local revenue to the district, an issue that not only contravenes regulation 39 sec 1 of the Local Government Financial and Accounting Regulations, but also affects the realization of district budget estimates.

7.2.7 Laxity of technical staff at sub county level in doing their work

This was particularly evident in the perpetual late coming for work, absenteeism, failure to open sub-county premises on time, and poor record keeping exhibited at the sub county level. During the assessment, all the 11 sub counties of the district were visited, - majority of which were locked by 11 am. This greatly reduces accessibility of such public offices due to the reduced working hours that are often unproductive. In most of these cases, it was reported that the sub county chiefs and other technocrats were not resident at the sub county premises, a factor that contributed to the late coming. In the same vein, especially in the rural sub counties, work days have been reduced to 3 days in week since Friday and Monday are “gazetted” as travel days to and from Soroti Town respectively where majority of the technical staff reside.

7.3 Exogenous Factors

7.3.1 Low civic awareness among community members

Findings from the research revealed that there was generally low level of awareness of councillors’ roles and responsibilities among the community members. For example, community members were shocked when researchers enumerated the roles and responsibilities of the councillors, 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 councillors accountable on these issues and had almost given up any hope of advocating for change from a grassroots level. There was also a perceived breakdown in the political service delivery chain where the majority of local citizens thought that the president was better equipped to improve local services than their councillors.

7.3.2 High dependence on Central Government funding – the budget architecture

Soroti District Local Government is highly dependent on Central Government for its budget. As discussed in Section 5 of this report, around 96% of the budget revenue is raised through Central Government grants. 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 national development priority areas. 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. 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 among other challenges.

7.3.3 Decentralization Vs Recentralization

Findings from almost all community focus groups revealed an apparent collapse of the bottom-up planning approach – a very key principle in the decentralization framework as decisions for service planning were being decided on by the central government. This means that local priorities do not filter through the budgeting process to reach the district or even the national budget and consequently these local needs are not catered for given that in most cases they do not fall in the earmarked national priorities along which district prepare their development budgets and plans.

7.3.4 Political power without authority in 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, Soroti 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 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 instruct the council and the technical agencies of the Local Government not only to oversee the use of funds, but also 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

Soroti district has a long way to go before it can attain the ideal of decentralisation-bringing services closer to the people. Our detailed analysis points to a generally negative trend of service delivery and unveils a gap between the technical implementation and the political leadership. 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, Soroti District Local Government has recently fallen victim to the continued district creation, where parts of the district have been curved off to form other new districts. It is easy to overlook the implications of the loss of territory to the new district, but the net result is that it has become increasingly difficult for Soroti to increase its collection of local revenue to support its autonomy.

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 councillors) 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. On the other end of the scale, councillors should also take keen interest in financially orphaned 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 Mandatory quarterly reports from councillors

Monitoring can never be complete if proper documentation is not undertaken. It is recommended that council introduces a mandatory requirement for councillors to produce individual monitoring reports from their constituencies. These reports should reflect an individual councillors' work in a sub-county regardless of the committee on which they serve. This was based on the fact that in Soroti, as was the case in the majority of districts assessed, councillors usually associated their monitoring solely to committee monitoring

and neglected to monitor areas of service delivery that were not related to their particular sectoral committee.

8.2.3 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 councillors' roles and responsibilities. This means that there was a knowledge gap that undermines the community members' capacity to demand for accountability as they cannot do so when they do not know what they are entitled to. At the political leadership level there is need for continuous councillor orientation and training to remind them of their constitutional obligations. The fact that councillors associated their good performances with the number of burial ceremonies and other social functions they attended clearly showed misunderstanding of councillor roles and responsibilities and undoubtedly impacted negatively on the quality of service delivery.

8.2.4 Advocacy for changed budget architecture

A critical analysis of the Soroti District Local Government budget of the year under review revealed high dependence on the central government for funding. This dependence made Soroti 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, Soroti District Local Government could not be expected to drastically improve local service delivery with the current local budget architecture. The district local government council should raise this issue with ULGA to be able to have a stronger voice for all local governments to lobby for change in 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.

8.2.5 Remuneration for councillors

Councillors 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 councillors' motivation to assume their job roles and responsibilities more effectively. Councillors' 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.

8.2.6 Contact with the electorate

The first assessment of the performance of the political leadership in Soroti revealed pitiable levels of contact between the councillors 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 councillors and the need for the community members to use such benchmarks to assess their leaders’ performance.

8.2.7 Orientation of district councillors

It is not true that a political leader who assumes office at the district level automatically knows their duties and responsibilities. The fact that findings from the assessment revealed that a number of councillors did not appreciate their roles and responsibilities in their entirety means that there is a knowledge gap that needs to be addressed. Councillors should be trained on an annual basis about their roles and responsibilities, report writing and how to monitor effectively. Efforts such as the Local Government Council Scorecard Inception meetings and community Focus Group Discussion at district and sub county level should be applauded and upheld as important avenues through which councillors and citizens learn about their political roles. At the administrative level councillors should be trained in advocacy and the chain of administrative communication so they know who to raise their issues to and can effectively instigate change through the policy of decentralization.

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ANNEXES

Annex I: FGD Guide

Procedure:

- a) Hold at least two FDGs in every sub county (division).
- b) Mobilize between 8 - 12 community members in each sub county (division).
- c) Register all members in attendance.
- d) 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	Written Expression	Civil Action
<ul style="list-style-type: none"> • 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 	<ul style="list-style-type: none"> • Letters • Petitions • Media articles • Telephone calls • Text messages 	<ul style="list-style-type: none"> • 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.

PARAMETER/INDICATOR	ACTUAL SCORES	MAXIMUM SCORES
4 INITIATION AND PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES PROJECTS IN HIS/HER ELECTORAL AREA	10	10
i) Projects initiated	2	2
ii) Contributions to communal Projects/activities	4	4
iii) Linking the community to Development Partners/NGOs	4	4
5 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	19	35
i) Monitored Agricultural services	2	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	5	5
v) Monitored road works in every sub-county	5	5
vi) Monitored water sources in every sub-county	2	5
vii) Monitored Environment and Natural Resources protection	3	5
TOTAL	72	100

Annex 4: Speaker's Score-Card

Name	Joseph Osoto	District	Soroti
Subcounty	Soroti	Gender	Male
No of terms served	1	Political party	FDC
Total	64		

PARAMETER/INDICATOR	ACTUAL SCORES	MAXIMUM SCORES
1 PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL	24	30
i) Chairing lawful council/ meetings	3	3
ii) Rules of procedure and Minutes	10	10
iii) Business Committee	5	5
iv) Organisation of business of council	3	6
v) Provided special skills/knowledge to the Council or committees	3	6
2 CONTACT WITH ELECTORATE	20	23
i) Meetings with Electorate	13	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	3	5
i) Attendance in sub - county Council sessions	0	5
ii) Made official Communication to council	3	
4 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	17	42
i) Monitoring of Health Service delivery units	3	5
ii) Monitoring Agricultural Projects	4	7
iii) Monitoring Functional Adult Literacy programmes	3	3
iv) Monitoring Education facilities	1	7
v) Monitoring Road projects	4	7
vi) Monitoring Water facilities	0	7
vii) Monitoring Environment and natural resources	2	6
TOTAL	64	100

Annex 5: Councillors' Score-Cards

District: Soroti
Name of councillor: Daniel Ediau Ewadu
Constituency: Arapai
Gender: Male
Number of Terms: 1
Political Party: FDC
Total: 77

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	26	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	8	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	23	23
i) Meetings with electorate	16	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	3	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	25	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
TOTAL	77	100

District: Soroti
Name of councillor: Felix Jorem Obior
Constituency: Tubur
Gender: Male
Number of Terms: 1
Political Party: FDC
Total: 73

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	28	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	10	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	21	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	24	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	3	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
TOTAL	73	100

District: Soroti
Name of councillor: Robert Agwau
Constituency: Olio
Gender: Male
Number of Terms: 2
Political Party: NRM
Total: 72

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	24	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	6	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	21	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	3	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	24	42
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	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
TOTAL	72	100

District: Soroti
Name of councillor: Moses Edonu
Constituency: Bugondo
Gender: Male
Number of Terms: 2
Political Party: FDC
Total: 71

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	26	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	6	10
iv) Provided special skills/knowledge to the council or committees	4	4
2 CONTACT WITH ELECTORATE	18	23
i) Meetings with electorate	13	16
ii) Office or coordinating centre in the constituency	5	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	27	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
TOTAL	71	100

District: Soroti
Name of councillor: Joseph OpitOkojo
Constituency: Pingire
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 65

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	26	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	8	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	16	23
i) Meetings with electorate	13	16
ii) Office or coordinating centre in the constituency	3	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	23	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	2	6
TOTAL	65	100

District: Soroti
Name of councillor: Enomu John
Constituency: Katine
Gender: Male
Number of Terms: 1
Political Party: FDC
Total: 63

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	26	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	8	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	23	23
i) Meetings with electorate	16	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	14	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	3	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	63	100

District: Soroti
Name of councillor: Betty Anyakoit
Constituency: Katine
Gender: Female
Number of Terms: 1
Political Party: FDC
Total: 60

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	21	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	8	8
iii) Moved a motions in council	2	10
iv) Provided special skills/knowledge to the council or committees	3	4
2 CONTACT WITH ELECTORATE	18	23
i) Meetings with electorate	11	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	21	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
TOTAL	60	100

District: Soroti
Name of councillor: Ademuj Ejoku
Constituency: Asuret
Gender: Male
Number of Terms: 3
Political Party: FDC
Total: 54

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	19	30
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	3	4
2 CONTACT WITH ELECTORATE	14	23
i) Meetings with electorate	14	16
ii) Office or coordinating centre in the constituency	0	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	19	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	3	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	2	6
TOTAL	54	100

District: Soroti
Name of councillor: Hellen Akiya
Constituency: Gweri
Gender: Female
Number of Terms: 1
Political Party: FDC
Total: 54

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	22	30
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	2	4
2 CONTACT WITH ELECTORATE	12	23
i) Meetings with electorate	12	16
ii) Office or coordinating centre in the constituency	0	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	20	42
i) Monitoring of health service delivery units	2	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	54	100

District: Soroti
Name of councillor: Betty Among Oluka
Constituency: Kyere
Gender: Female
Number of Terms: 1
Political Party: FDC
Total: 48

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	6	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	2	4
2 CONTACT WITH ELECTORATE	11	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	5	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	17	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	48	100

District: Soroti
Name of councillor: Esther Adipo
Constituency: Pingire
Gender: Female
Number of Terms: 1
Political Party: FDC
Total: 46

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	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
2 CONTACT WITH ELECTORATE	10	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	17	42
i) Monitoring of health service delivery units	3	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	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	4	6
TOTAL	46	100

District: Soroti
Name of councillor: Margret Italai
Constituency: Kateta
Gender: Female
Number of Terms: 2
Political Party: NRM
Total: 43

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	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
2 CONTACT WITH ELECTORATE	8	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	16	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	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	4	6
TOTAL	43	100

District: Soroti
Name of councillor: Martin Esasi
Constituency: Kadungulu
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 42

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	18	30
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	2	4
2 CONTACT WITH ELECTORATE	9	23
i) Meetings with electorate	2	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	15	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	7	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
TOTAL	42	100

District: Soroti
Name of councillor: Peter Ogwang
Constituency: Youth
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 40

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	20	30
i) Participation in plenary sessions	6	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	2	4
2 CONTACT WITH ELECTORATE	4	23
i) Meetings with electorate	2	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	16	42
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	1	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	4	6
TOTAL	40	100

District: Soroti
Name of councillor: Joel Omusei
Constituency: Kyere
Gender: Male
Number of Terms: 1
Political Party: FDC
Total: 39

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	8	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	2	4
2 CONTACT WITH ELECTORATE	9	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	3	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	16	42
i) Monitoring of health service delivery units	2	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	1	7
vi) Monitoring water facilities	3	7
vii) Monitoring environment and natural resources	2	6
TOTAL	39	100

District: Soroti
Name of councillor: Florence Amoding
Constituency: Asuret
Gender: Female
Number of Terms: 1
Political Party: FDC
Total: 39

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	16	30
i) Participation in plenary sessions	6	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	2	4
2 CONTACT WITH ELECTORATE	10	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	13	42
i) Monitoring of health service delivery units	3	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	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	39	100

District: Soroti
Name of councillor: Agnes Alubo
Constituency: Arapai
Gender: Female
Number of Terms: 1
Political Party: FDC
Total: 39

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	16	30
i) Participation in plenary sessions	6	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	2	4
2 CONTACT WITH ELECTORATE	12	23
i) Meetings with electorate	9	16
ii) Office or coordinating centre in the constituency	3	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	6	42
i) Monitoring of health service delivery units	3	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	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	0	6
TOTAL	39	100

District: Soroti
Name of councillor: Muhammed Nassur
Constituency: Eastern Division
Gender: Male
Number of Terms: 1
Political Party: FDC
Total: 38

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	18	30
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	2	4
2 CONTACT WITH ELECTORATE	10	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	10	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
TOTAL	38	100

District: Soroti
Name of councillor: Betty Anyomol
Constituency: Youth
Gender: Female
Number of Terms: 1
Political Party: FDC
Total: 38

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	2	8
ii) Participation in committees	8	8
iii) Moved a motions in council	2	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	5	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	17	42
i) Monitoring of health service delivery units	5	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	38	100

District: Soroti
Name of councillor: Olinga R P
Constituency: Kateta
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 34

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	8	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	0	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	5	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	16	42
i) Monitoring of health service delivery units	3	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	4	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	34	100

District: Soroti
Name of councillor: Ameet Ababa Odeke
Constituency: PWD
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 33

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	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
2 CONTACT WITH ELECTORATE	10	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	4	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	7	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	4	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	0	7
vii) Monitoring environment and natural resources	0	6
TOTAL	33	100

District: Soroti
Name of councillor: Leonard Eloba
Constituency: Kamuda
Gender: Male
Number of Terms: 1
Political Party: FDC
Total: 31

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	18	30
i) Participation in plenary sessions	6	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
2 CONTACT WITH ELECTORATE	5	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	3	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	31	100

District: Soroti
Name of councillor: Lawrence Ewalu
Constituency: Western Division
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 31

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	10	30
i) Participation in plenary sessions	2	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
2 CONTACT WITH ELECTORATE	13	23
i) Meetings with electorate	6	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	8	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	2	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	31	100

District: Soroti
Name of councillor: F. Gerald Okello
Constituency: Nothern Division
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 29

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	16	30
i) Participation in plenary sessions	6	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	2	4
2 CONTACT WITH ELECTORATE	5	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	6	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	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	4	6
TOTAL	29	100

District: Soroti
Name of councillor: Christine Amaso
Constituency: Western Divison
Gender: Male
Number of Terms: 1
Political Party: FDC
Total: 28

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	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
2 CONTACT WITH ELECTORATE	8	23
i) Meetings with electorate	8	16
ii) Office or coordinatng centre in the constituency	0	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	6	42
i) Monitoring of health service delivery units	0	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	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	28	100

District: Soroti
Name of councillor: Faraday Okiring
Constituency: Gweri
Gender: Male
Number of Terms: 2
Political Party: FDC
Total: 27

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	8	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	2	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	0	23
i) Meetings with electorate	0	16
ii) Office or coordinatng centre in the constituency	0	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	14	42
i) Monitoring of health service delivery units	3	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	4	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	2	6
TOTAL	27	100

District: Soroti
Name of councillor: Jane Alum
Constituency: PWD
Gender: Female
Number of Terms: 1
Political Party: NRM
Total: 24

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	12	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	0	8
iii) Moved a motions in council	4	10
iv) Provided special skills/knowledge to the council or committees	2	4
2 CONTACT WITH ELECTORATE	2	23
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	10	42
i) Monitoring of health service delivery units	3	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	4	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	24	100

District: Soroti
Name of councillor: Mary Apwoyo
Constituency: Katine/Tubur
Gender: Female
Number of Terms: 1
Political Party: FDC
Total: 18

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	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
2 CONTACT WITH ELECTORATE	3	23
i) Meetings with electorate	3	16
ii) Office or coordinating centre in the constituency	0	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	1	42
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	1	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	0	6
TOTAL	18	100

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