



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

1.0 Introduction

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

1.1 Brief about Bududa District

Bududa District is located in the eastern region of Uganda, bordering the Republic of Kenya in the east; the district of Sironko in the North, Bukwo in the Northeast; Mbale in the West, Namisindwa District in the Southeast and Manafwa in the South. Administratively, Bududa district is made up of two constituencies; Manjiya and Lutseshe Counties. The district is composed of 15 sub-counties and 3 urban councils with a total of 94 parishes, 951 local councils 1 (villages), which include cells. The population of the district is estimated at 259,000 people (50.6 per cent male and 49.4 per cent female) according to Uganda Bureau of Statistics (UBOS). Majority of the people (92 per cent) reside in the rural area. Most

households are engaged mainly in subsistence agriculture with emphasis on food crops such as bananas, cassava, sweet potato, yam, bean, maize, ground nut with lots of horticultural and cash crops consisting of coffee and sugarcane.

1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

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

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

1.3 Methodology

The FY 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documents' review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between November and December 2019. A total of 38 elected leaders (36 District Councillors, Chairperson and Speaker) and Council were assessed.

2.0 Results of the Assessment

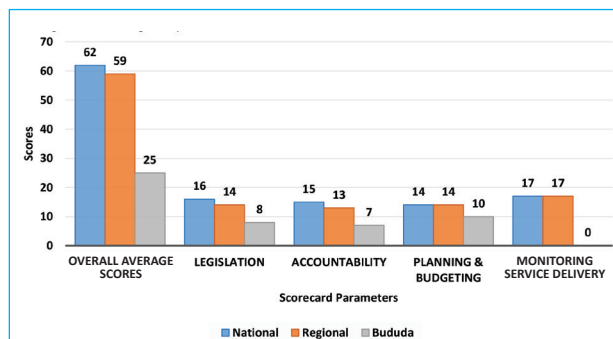
This section highlights the performance of Council, Chairperson, Speaker and Councillors of Bududa District Local Government during the FY 2018/19.

2.1 Performance of Bududa District Council

Council is the highest decision making organ of the district. Bududa District has a council consisting of 38 members (including Chairperson and Speaker of council). The District Council was assessed on 4 parameters of; i) legislation, ii) accountability to citizens, iii) planning and budgeting, and iv) monitoring service delivery. Bududa District Council scored 25 out of a possible 100 points, registering a decline from 40 out of 100 points attained in the previous assessment. With this performance, the District Council was ranked in the 35th position amongst the 35 district councils assessed nationally. With the overall scores of 62 for the 35 councils assessed, Bududa District Council's performance was not impressive.

Council registered poor performance across all the parameters mainly because the research team could not access documents to substantiate claims of performance. There was also failure by standing committees of council to sit for the required minimum number of six times. In addition, there was no evidence to suggest that the standing committees had undertaken monitoring of service delivery. Details of the Council's performance are presented in figure 1 and Table 1.

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

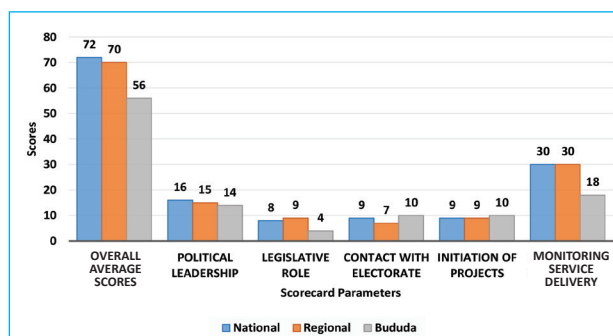


Source: Local Government Council Scorecard Assessment 2018/19

2.2 Performance of the District Chairperson

The Chairperson of Bududa in the year under review was Hon. Wilson Watira who subscribes to the NRM party. He was serving the third year of his second term in office having been elected in 2011. Chairman Watira was assessed on five parameters namely; i) political leadership, ii) legislation, iii) contact with electorates, iv) initiation and participation in development projects, and v) monitoring service delivery. Hon. Watira's performance declined by one point from the previous score of 57 to 56 out of a possible 100 points in the year under review. The performance ranked him 31st amongst the 33 district chairpersons assessed nationally. With the average scores of 72 for all the district chairpersons assessed, his performance was above average. Hon. Watira's best performance was under contact with electorate and initiation of development projects in which he scored maximum points.

Figure 2: Performance of Bududa District Chairperson on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Councils Scorecard Assessment FY 2018/19

His performance under these parameters was facilitated by his robust strategies of meeting with the electorate and responding to their issues. However, the Chairman's performance under his legislative role was undermined

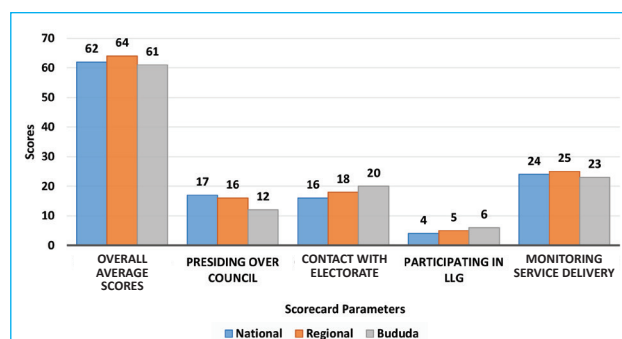
by the fact that there was no substantive evidence of any bill presented by the District Executive Committee (DEC) in council; there were also few motions moved by the Executive in council. A review of DEC minutes revealed that Chairman Watira did not delegate his vice to chair at least one meeting of DEC. Figure 1 and Table 2 present the details of the performance of the Chairperson of Bududa District.

2.3 Performance of the Speaker of Council

The Speaker of Bududa District Council was Hon. Geoffrey Natubu who subscribes to the NRM party and was serving his fourth term in office. The Speaker was assessed on four parameters of; i) presiding over and preservation of order in council, ii) contact with electorate, iii) participation in the lower local government, and iv) monitoring service delivery. Hon. Natubu scored 61 out of a possible 100 points compared to the 59 points he scored in the previous assessment. This performance ranked him 21st amongst the 35 speakers of councils assessed nationally. With the average scores of 62 for all the speakers assessed, Speaker Natubu's performance was good. The Speaker's best performance was in the parameters of contact with electorate (20 out of 20 points) and monitoring service delivery (23 out of 45 points). This performance is attributed to the fact that the Hon. Natubu resides within his electoral area and it was perhaps easy for him to traverse the constituency. However, speaker's performance in the parameter of participation in the lower local government was undermined by the fact that he did not meet the threshold of attendance of council meetings at Bulucheke Sub-county of at least a minimum of 4 times, possibly because of his busy schedule and conflicting schedule of meetings at both the district and sub-county levels. It was also noted that the Speaker was unable to provide evidence for a paper written to either guide a committee of council to inform discussion on a special issue, hence his dismal performance on the parameter of presiding over council. Also as a supervisor to the office of the Clerk to Council, Speaker Natubu did not ensure timely production of minutes for both Council and Standing Committees of Council. Poor documentation

and record keeping was also observed. A detailed breakdown of the Speaker's performance is presented in Figure 3 and Table 3.

Figure 3: Speaker of Council's Performance on Key Parameters Relative to National and Regional Average Performances

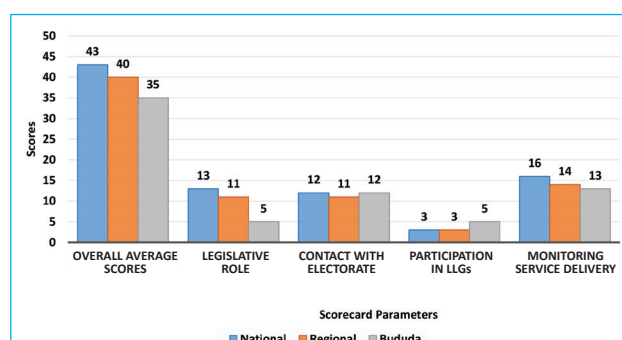


Source: Local Government Councils Scorecard Assessment FY 2018/19

2.4 Performance of Bududa District Councillors

A total of 36 councillors were assessed in the year under review (7 were assessed using secondary data). The councillors were assessed on 4 parameters of; i) legislative roles, ii) contact with electorate, iii) participation in the lower local government and, iv) monitoring service delivery. The councillors registered an average score of 35 out of a possible 100 points, a slight decrease from the average score of 37 points obtained in the previous assessment. Hon. Patrick Meru Kuloba representing the people of Bubiita Sub-county emerged as the best councillor with 67 out of 100 points while Hon. Teopista Nabusaito representing the women of Nangako Sub-county emerged as the best female councillor with a score of 49 out of 100 points. Overall, the councillors' performance deteriorated with only 4 councillors scoring 50 points and above.

Figure 4: Performance of Bududa District Councillors on Key Parameters Relative to National and Regional Average Performances



Source: Local Government Councils Scorecard Assessment FY 2018/19

The councillors performed dismally across the four (4) parameters with the worst performance exhibited in their legislative role in which they obtained an average score of 5 out of 25 points. A section of councillors did not engage in council business, protesting council's constitution of standing committees which in their view were exceeding the expected number of secretaries - these councillors refused to belong to any committee of council, neither did they attend any single meeting of the committees; this matter was before the courts of law. A detailed breakdown of individual councillors' performances is presented in Figure 4 and Table 4.

3.0

Critical Factors Affecting Performance

3.1 Factors Enabling Performance

- **Close contact with the electorate:** Several councillors maintained contacts with their electorate which helped them to understand and appreciate community challenges. Almost in every Sub-county where Community Engagement Meetings were conducted, the community appreciated the efforts of district councillors in responding to community challenges.
- **Monitoring of service delivery:** A good section of councillors had monitored service delivery in their Sub-counties and reported to relevant authorities although rarely discussed the issues in Council or Committee.

3.2 Factors Hindering Performance

- **Poor record keeping:** Majority of the councillors that had monitored service delivery points claimed that they could not locate their monitoring reports that they had prepared.
- **Poor documentation of issues:** While some few councillors improved on documentation and record keeping, the challenge of record keeping among members of council continues to be a challenge. Some councillors wrongly documented their reports addressing them to wrong offices which yielded no impact. During the face to face interview, most councillors admitted not to have any documentation to support their claims of the work done in the financial year under review. A number of councillors also presented to the assessment

team monitoring reports that were prepared and printed as the assessment was on going and in most cases they were not signed.

- **Conflicts in the council:** A section of councillors did not belong to any standing committee of council in the year being assessed due to their belief that the way council constituted the committees was irregular and illegal. They argued that the committees constituted were more than the number of Secretaries and thus sued the Council. With the exception of the Committee of Social Services, minutes of standing committees for the year under review that were availed indicated that no standing committee sat more than 2 times thus affecting the performance of councillors.
- **Limited participation in LLG meetings:** A good number of councillors did not participate in the meetings of Lower Local Governments where they are Ex-officials. They claimed that they were not informed or invited to participate in these LLG meetings.

4.0

Recommendations

- Councillors should improve on their record keeping by making use of the councillors' diaries. Also the Speaker of Council should enhance supervision of the Clerk to Council to ensure that minutes of councils are produced in a timely manner and council records are kept well.
- Council should invest in solving the conflict as well as streamlining the rules of procedure since it had deprived a section of councillors from participating in committees.
- Facilitate councillors to perform their monitoring role – Bududa District Council should emulate best practices from councils such as Lira District Council who provide fuel every month to each individual councillor to enable them perform their monitoring function.
- Council should invest in enhancing the local revenue so that councillors can be facilitated to undertake monitoring especially at committee level, and follow up on the recommendations in the monitoring reports.

Table 1: Performance of Bududa District Council FY 2018/19

Performance			Legislation										Accountability					Planning and Budgeting				Monitoring Service Delivery									
District	2016/17	2018/19	Rules of Procedure	Membership to ULGA	Committees of Council	Motions Passed by the Council	Ordinances	Conflict Resolution Initiatives	Public Hearings	Legislative resources	Petitions	Capacity Building	Sub Total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of accountability	Sub Total	Plans, Vision and Mission	District Budget	Local Revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	ENR	Sub Total
	100	100	2	2	3	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	4	30
	Burduda	40	25	2	0	1	0	0	1	0	3	0	1	8	2	2	2	1	0	7	4	4	2	10	0	0	0	0	0	0	0
	Average	51	62	2	1	2	2	2	1	1	3	1	2	16	3	5	5	2	0	15	5	4	5	14	3	3	2	2	2	1	2

Table 2: Performance of Bududa District Chairperson FY 2018/19

Identifiers				Perfor mance		Political Leadership						Legislative Role			Contact with Electorate		Initiation of Projects			Monitoring Service Delivery												
Name	Gender	District	Political Party	Terms	2016/17	2018/19	DEC	Monitoring Admin	State of Affairs	Oversight Civil Servants	Commissions/Boards	Central Gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues by Electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
					100	100	3	5	2	4	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	7	5
Wilson Watira	M	Bududa	NRM	2	57	56	1	4	1	2	2	4	14	2	2	0	4	5	5	10	3	2	5	10	2	6	2	2	2	2	2	18
Average Score					62	72	2	4	2	3	2	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	4	2	3	29

Table 3: Speaker of Council's Performance, Bududa District FY 2018/19

Identifiers					Perfor mance		Presiding over Council						Contact Electorate		LLG	Monitoring Service Delivery											
Name	Political Party	Constituency	District	Gender	Terms Served	2016/17	2018/19	% Change	Chairing Council	Rules Of Procedure	Business Committee	Records Book	Record Of Motions	Special Skills	Sub Total	Meetings Electorate	Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
						100	100		3	9	3	2	3	5	25	11	9	20		10	7	7	7	7	7	7	7
Maximum Scores						100	100		3	4	2	0	3	0	12	11	9	20	6	3	7	3	1	5	2	2	23
Geoffrey Natubu	NRM	Bulucheke	Bududa	M	4	59	61	3	3										4	3	7	3	4	4	1	3	24
Average					2	57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	4	1	3	24

Table 4: Performance of Bududa District Councillors FY 2018/19

Identifiers			Perfor mance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery											
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Sub Total	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					100	100		8	8	5	4	25					11	9	20	10	7	7	7	
					100	100		8	8	5	4	25												
Patrick Meru Kuloba	NRM	Bubiita	M	3	41	67	63	1	8	0	0	9	10	9	19	6	5	5	5	5	4	4	33	
Yonasani Bululu	NRM	Bududa	M	1	67	66	-1	8	0	5	1	14	6	9	15	6	7	7	3	5	5	0	4	31
Koloto Wekhola Mukhwana	NRM	Bukigai	M	2	47	57	21	1	0	5	0	6	6	9	15	6	5	5	5	5	5	1	4	30
Ben Makomu	NRM	Nabweya	M	1	41	56	37	1	0	5	1	7	3	9	12	10	5	5	1	5	5	1	5	27
Stephen Musuto	NRM	Bukalasi	M	2	28	49	75	1	8	0	0	9	6	6	12	6	5	5	5	1	1	4	1	22
Teopista Nabusaito	NRM	Nangako	F	1		49		1	8	5	0	14	3	9	12	10	1	5	1	0	5	0	1	13
Aidah Nambuya Mukuwa	NRM	Bukigai/Nabweya	F	1	46	47	2	8	8	5	0	21	3	9	12	6	1	0	1	5	0	1	0	8
David Musene Mayeku	NRM	Bumayoka	M	2		47		1	8	0	0	9	6	9	15	6	5	5	1	1	1	0	4	17
Benjamin Kimaswa	NRM	Nakatsi	M	1	36	47	31	8	0	5	1	14	6	9	15	6	1	5	5	0	1	0	0	12
Florence Muyama Wakooba	NRM	Bukalasi	M	1	21	46	119	1	0	0	0	1	10	9	19	6	5	5	3	1	5	0	1	20

Identifiers				Perform mance		Legislation				Contact Electorate		LLG	Monitoring Service Delivery										
Name	Political		Constituency	Gender	2016/17	2018/2019	% Change	Legislation				Contact Electorate		LLG	Monitoring Service Delivery								
								Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate		Office	Sub Total	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL
					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45
					45	46	2	0	0	0	0	0	10	9	19	6	5	5	5	1	0	0	21
					44	45	2	1	0	0	0	1	6	9	15	10	5	1	5	1	5	1	19
					28	45	61	1	0	2	1	4	6	9	15	10	1	5	5	0	1	0	4
					35	42	20	1	0	0	0	1	7	9	16	10	1	5	1	5	1	1	15
					44	42	-5	0	8	0	0	8	6	6	12	4	5	5	1	5	1	0	1
					60	41	-32	1	0	0	1	2	7	9	16	6	5	5	1	5	0	0	1
					40	40	0	1	0	2	0	3	6	9	15	4	5	1	5	5	1	0	1
						40		0	0	0	0	0	7	6	13	6	5	5	1	5	5	0	0
					33	38	15	1	8	0	0	9	6	6	12	4	5	1	1	1	1	0	4
					58	36	-38	1	0	0	1	2	6	6	12	4	1	7	1	5	3	1	0
						35		0	0	0	0	0	11	9	20	6	1	5	0	1	1	1	0
					21	31	48	1	0	0	0	1	6	9	15	6	0	1	0	1	5	1	1
					19	31	63	1	0	0	0	1	3	9	12	10	1	5	1	0	1	0	0
						30		1	0	0	0	1	3	9	12	2	5	5	1	1	1	1	1
					18	29	61	1	0	0	0	1	6	6	12	0	5	0	1	1	5	0	4
					37	24	-35	1	8	0	0	9	0	0	0	10	5	0	0	0	0	0	5
					16	24	50	0	8	0	0	8	6	6	12	4	0	0	0	0	0	0	0
					36	23	-36	0	0	0	0	0	3	9	12	2	5	1	0	1	1	0	1
						22		0	0	0	0	0	6	6	12	2	1	0	1	1	1	0	4
					13	22	69	1	0	0	0	1	7	2	9	2	1	5	1	1	1	0	1
					28	11	-61	1	1	0	0	2	6	2	8	0	1	0	0	0	0	0	1
					23	9	-61	0	0	0	0	0	7	2	9	0	0	0	0	0	0	0	0
					38	8	-79	1	0	0	0	1	0	0	0	6	1	0	0	0	0	0	1
					58	5	-91	1	1	0	0	2	0	2	2	0	1	0	0	0	0	0	1
					44	2	-95	1	0	0	0	1	0	0	0	0	1	0	0	0	0	0	1
						1		1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0
					37	35	7	1	2	1	0	5	5	7	12	5	3	3	2	2	2	0	1

*Councillor Assessed Using Secondary Data

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

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

ABOUT THE AUTHORS

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Catherine Sarah Watsemba undertook the Scorecard assessment in Bududa District as a Researcher under ACODE's Local Government Councils' Scorecard Initiative (LGCSCL) and is currently working with Rathe Consult International. She also works with Bugisu NGO Forum which promotes good governance and transparency in Bugisu Sub region.

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