



ADVOCATES COALITION FOR DEVELOPMENT AND ENVIRONMENT

## BUDUDA DISTRICT SCORECARD 2014/15

### 1 Introduction

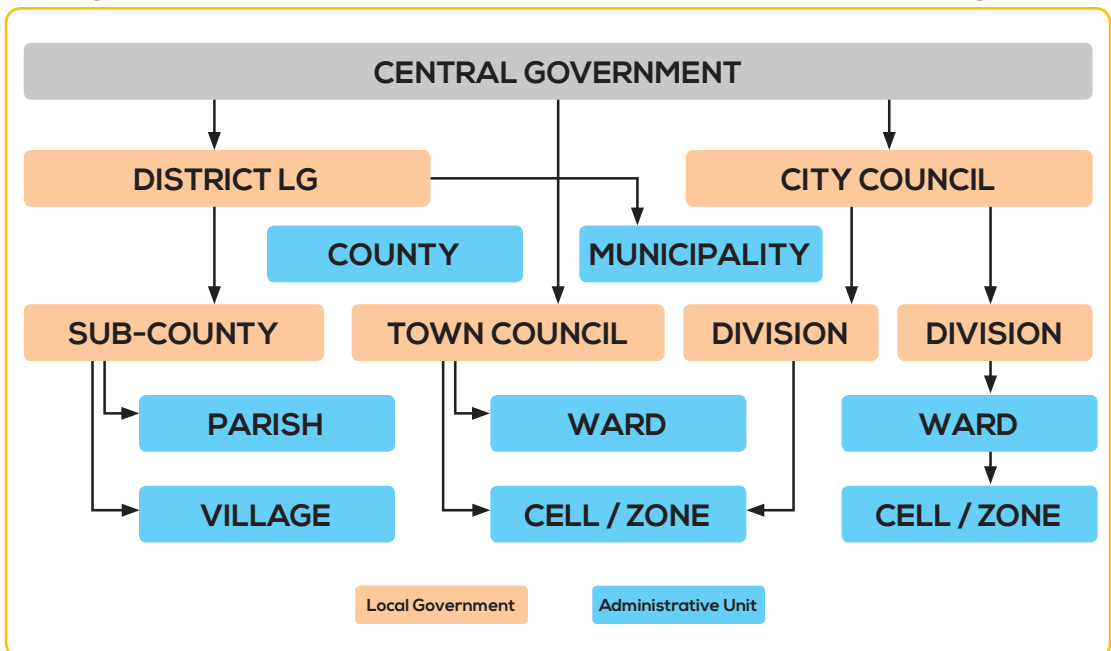
Bududa district is located in the eastern region of Uganda, on the slopes of Mt. Elgon whose scenery is characterized by stand-alone volcanic cones, interlocking spurs, v-shaped valleys and ridges- both gently undulating and rugged. The district is bordered by the republic of Kenya in the east; the district of Sironko in the north; Mbale in the west; Kween in the northeast and Manafwa in the south. The district has a population of 210,173 people. The district registered a population growth of 4.5% from 2002 to 2014 according to the Census Report 2016.

In terms of economic activity, the district is agriculture based where majority of the farmers are small holders who grow both perennial and annual crops. The perennial crops include banana, coffee, and tea, while the annual crops include maize, sweet potatoes, beans, cassava and groundnuts. The district has 16 sub counties. Buwali, Bubiita, Bukigai, Bushiyi, Nabweya, Nalwanza, Bukalasi, Bumayoka, Bududa Town Council, Bulucheke Bumasheti, Bukibokolo, Bududa, Bushiribo, Nakatsi, Bushika.

### 2 What are Local Governments?

Local governments are entities with planning, budgeting and service delivery functions. They have 5 tiers namely the: District (LCV), County (LCIV), Sub-county LCIII), Parish

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

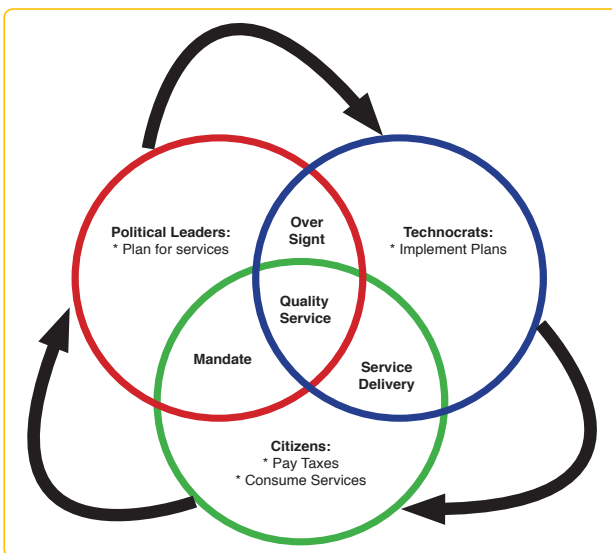


(LCII) and Village (LC1) each playing a specific role in service delivery. While the District and Sub-county, comprising both technical and political wings, are political units with powers to sue and be sued, the County, Parish and Village are administrative units without these powers. At district level, the political wing is headed by an elected chairperson whereas the technical wing is headed by an appointed Chief Administrative Officer (CAO). Figure 1 presents this hierarchy.

### 3 What Do Local Governments do?

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

**Figure 2: Power relations between politicians, technocrats and citizens**



As presented in Figure 2, citizens have a role to pay taxes that are used to provide the required services. By electing political leaders, citizens give them the mandate to plan for services to suit the needs of their local government, a role the political leaders perform through the local council meetings. Political leaders also use this mandate to oversee the implementation of development programmes and council decisions by the technocrats. The provision of quality services is therefore dependent on each stakeholder effectively performing their role. Technocrats on the other hand implement lawful decisions of council.

### 4 What is the role of the citizens?

As a citizen the constitution of Uganda spells out a number of things you are supposed to do. They Include:

- To engage in gainful work for the good of that citizen, the family and the common good and to contribute to national development.
- To contribute to the well-being of the community where that citizen lives.
- To promote responsible parenthood.
- To promote democracy and the rule of law.

- To acquaint himself or herself with the provisions of the constitution and to uphold and defend the constitution and the law.
- To respect the rights and freedoms of others.
- To protect children and vulnerable persons against any form of abuse, harassment or ill-treatment.
- To protect and preserve public property;
- To cooperate with lawful agencies in the maintenance of law and order.
- To pay taxes.
- To register for electoral and other lawful purposes.
- To combat corruption and misuse or wastage of public property.
- To create and protect a clean and healthy environment.

## 5 What are the Roles of political leaders?

Political leaders have specific roles as stipulated in the constitution and the local government act. These include:

### Councils:

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

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

### Chairpersons:

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

### Councillors:

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

### Speakers

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

- Chair lawful meetings
- Chair business committee
- Enforce rules of procedure
- Maintain council records

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

## 6 How have the political leaders been performing since 2011?

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

**District Council:** Bududa district council scored a total of **69** points out of **100** possible points which shows an improvement from **64** points that were scored during FY 2013/2014. The best performed parameter was monitoring NPPAs with (**26** out of **30**). See Table 1 for details.

**District Chairperson:** The chairperson of Bududa was Mr. John Baptist Nambeshe. Chairman Nambeshe subscribes to the National Resistance Movement (NRM) political party and had served Bududa district for one term. The chairman scored **75** out of **100** possible points. This represents an improvement in his performance compared to **56** points scored during the previous assessment of FY 2013/14. The chairperson's main area of improvement was monitoring service delivery, providing feedback from monitoring and following up on service delivery deficiencies identified with the office of the CAO. See Table 2 for details.

**District Speaker:** The speaker of Bududa district was Mr. Micheal Matsyetsye who subscribes to the ruling NRM party. Hon. Matsyetsye scored **63** out of **100** possible points during FY 2014/2015 compared to **76** points that were scored in the last FY 2013/2014. The decline in performance was due to lack of evidence.

**Councillors:** The findings over the years have shown that councillors have generally improved in their performance with respect to their functions. The findings further indicate that the best male councillor in FY 2014/15 was Hon. Francis Namwokoyi, representing Buwali sub-county. Hon. Namwokoyi scored **77** out of **100** points. The best female councillor was Hon. Mereth Wakinya Namwenya representing Bushika and Nakatsi sub-counties. Hon. Namwenya scored **62** out of **100** points- an improvement from **55** scored in FY 2013/14. Hon. George Wanetosi showed the highest improvement margin of 97% i.e. from **29** points in 2013/14 to **55** in FY 2014/15.

## 7 Key factors affecting Performance of Councillors in Bududa District

**Logistical challenges:** Failure to attend Sub-county council meetings. Most of the councillors did not attend council meetings at the sub-county. This means that they did not bring feedback from the district council to their constituency about district plans and activities.

**Poor performance in legislative function:** The findings generally indicate that most councillors performed poorly in their legislative function. This is mainly because they were not able to move motions in council and provide special skills to guide the proceedings of council. The data shows that out of 28 councillors assessed, 24 did not score any mark of moving motions on council.

**Poor record keeping:** Some councillors still had a problem of recordkeeping especially monitoring reports.

Table 1: Bududa District Council

District	2011/12	2012/13	203/14	2014/15	% change	Rules of Procedure	Membership to ULGA	Committees of Council	Motions passed by the council	Ordinances	Conflict Resolution Initiatives	Public Hearings	Legislative resources	Petitions	Capacity building	Sub total	Fiscal Accountability	Political Accountability	Administrative Accountability	Involvement of CSO	Principles of accountability	Sub total	Plans, Vision and Mission	District Budget	Local Revenue	Sub total	Education	Health	Water and sanitation	Roads	Agriculture	FAL	ENR	Sub total			
Max Points	100	100	100	100		2	2	3	3	3	1	2	4	2	3	25	4	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	4	4	4	4	30
12 Bududa	60	61	64	69	8	2	0	3	0	0	0	0	2	2	3	12	3	6	5	2	2	18	5	4	4	13	5	4	4	4	2	2	4	4	4	26	

Table 2: Bududa District Chairperson

Name	Identifiers		Trends in Performance										Political Leadership				Legislative Role				Contact with Electorate			Projects				Monitoring NPPAs							
	Gender	District	Party	Terms	2011/12	2012/13	2013/14	2014/15	% Change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central govt	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues by electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total	
Maximum Score					100	100	100	100		3	5	2	4	2	4	20	2	6	7	15	5	5	10	3	2	5	10	7	7	7	7	5	5	5	45
14 John Baptist Nambeshe	M	Bududa	NRM	1	62	71	56	75	34	3	4	1	4	2	4	18	2	0	4	5	5	10	3	2	5	10	7	3	7	7	6	0	3	33	

Table 3: Bududa District Speaker

Name	Identifiers		Trends in Performance					Legislative Function					Contact with Electorate		Monitoring NPPAs														
	District	Political	Constituency	Gender	Number of terms	2011/12	2012/13	2013/14	2014/15	% change	Chairing council	Rules of procedure	Business Committee	Records book	Record of motions	Special skills/	Sub Total	Meetings Electorate	Coordinating centre	Sub Total	LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub total
Maximum Sores					100	100	100	100		3	9	3	2	3	5	25	9	20	20	10	7	7	7	7	7	5	5	5	45
16 Micheal Matsyetsye	Bududa	NRM	Bumasheti	M	2	35	63	76	63	-17	3	9	2	0	0	16	7	9	16	4	5	5	5	5	0	3	4	27	



## 8 What Factors Affect Service Delivery in Bududa District?

**Low local revenue base:** Local revenue collection in Bududa district was low, UGX 315,857,000 was approved however, UGX 135,887,000 was collected which translates into 43% of the annual budgetary performance. This was due to no receipts from identified sources like registration of business, births and deaths among others. There was also non remittance of 35% to the district by some sub counties. On the other hand foot and mouth disease in the first quarter affected tendering of markets.

**Climatic change effects:** Landslides in Bududa district have continuously affected the already constructed projects for example five schools were closed and onerelocated. Pupils in these areas have difficulty accessing education services. On the other hand schools and health facilities are located in hilly areas, this makes delivery of materials difficult and hence making construction expensive and time consuming because the terrain makes roads impassable.

**Attraction and retention of staff in the education Sector:** For instance, 50% of the primary schools are located in hard-to-reach and hard -to-stay areas. It's difficult to deploy and retain teachers in such areas.

**Human resources capacity gaps:** During the year under review, the overall staffing gaps in relation to the district staffing norms stood at 31% with key heads of departments in acting positions. Consequently this had an impact on timely delivery of public goods and services.

**Water:** Water sources in low land areas of Bumwalukani, Nametsi, Maika, Bundesi, Shibanga, Namakukye are affected by landslides hence the community walks long distances in search of water. Some available water sources like boreholes are not repaired in time when they breakdown.

## 9 Recommendations to enhance performance

- The district should increase local revenue by supporting local enterprises and investments. Measures to improve the administrative efficiency in the levy and collection of taxes should also be considered.

**Figure 3:A Deserted Borehole in Bududa Town Council Nashulo Ward**



- In the forthcoming work plans, the district council should prioritise construction of staff houses to accommodate staff at health centres and schools to mainly curb the levels of absenteeism and late coming.
- There is an urgent need to sensitise the community about climatic change and how to adopt. Measures should be undertaken to create a fund to take care of such incidents such as landslides in the districts.
- The district should also look into recruitment of staff and incentives on how to motivate the current deployed staff so as make sure that service delivery points are fully staffed.

## 10 How can Citizens engage their leaders?

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

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

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

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

### ABOUT THE AUTHORS

**Phoebe Atukunda** is a Research Officer at ACODE and the regional coordinator for the Local Government Council's Score-card Initiative (LGCSCI), Mbale, Bududa and Tororo districts. She is also in charge of the Local Government SMS Platform.

**Peter Bogere** is an independent researcher and the lead researcher of Mbale and Bududa districts. He has been part of Local Government Council's Score-card Initiative (LGCSCI) implementation for 5 years.

**Aisha Khainza** is an Independent Researcher and a Social Worker at BUCINET.

**Joseph Amos Kutosi** is an Independent Researcher in Bududa district.

**ADVOCATES COALITION FOR DEVELOPMENT AND ENVIRONMENT**

Plot 96, Kanjokya Street, Kamwokya

P. O. Box 29836, Kampala. Tel: +256 312 812150

Email: [acode@acodea-u.org](mailto:acode@acodea-u.org); [library@acode-u.org](mailto:library@acode-u.org)

Website: [www.acode-u.org](http://www.acode-u.org)