



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 Council of Buliisa District Local Government (DLG) during FY2018/19.

1.1 Brief about Buliisa District

Buliisa district is located in mid-western Uganda; bordered by Nebbi district to the northwest, Nwoya district to the northeast, Masindi district to the east, Hoima district to the south and the Democratic Republic of the Congo, across Lake Albert, to the west. The district has one county, 6 sub counties, 1 town council, 30 parishes and 131 villages. According to the Uganda Bureau of Statistics (UBOS), the district total population is estimated at 142,500 people (74,400 males and 68,100 females). Majority of the population (93.6 per cent) reside within the rural parts of the district.

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 Chairperson, Speaker, individual Councillors, and the District 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

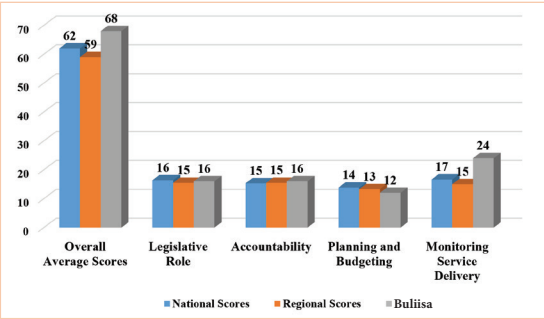
The 2018/19 LGCSCI assessment used face-to-face structured interviews, civic engagement meetings, documents’ review, key informant interviews, field visits and photography to collect the relevant data. The assessment was conducted between November and December 2019. A total of 22 political leaders (20 District Councillors, Chairperson and Speaker) and Council were assessed.

2.0 Results of the Assessment

2.1 Performance of the District Council

Council is the highest organ of the district. Buliisa District has a council of 22 members (including Chairman and Speaker of council) who were elected to represent sub-counties and special interest groups. The District Council was assessed on 4 parameters of; i) legislation, ii) accountability to citizens, iii) planning and budgeting, and iv) monitoring services. Buliisa District Council scored 68 out of a possible 100 points registering an improvement from 46 points out of 100 obtained in 2016/17. Buliisa District Council was ranked 13th out of the 35 district councils assessed nationally and 3rd out of the 10 district councils assessed in the western region.

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



Source: Local Government Scorecard Assessment FY 2018/19

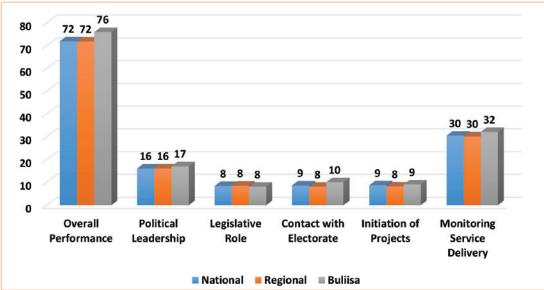
Council's best performance was exhibited under monitoring service delivery in which it scored 24 out of a possible 30 points. On the other hand, planning and budgeting registered the worst performance of all the four (4) parameters assessed with 12

out of 20 possible points. Details of the council's performance are presented in Table 1.

2.2 Performance of the District Chairperson

The Chairman of Buliisa in the year under review was Hon. Simon Agaba Kinene. Hon. Agaba is not a member of any political party and was serving the third year of his first term in office having been elected in 2016. The Chairman 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. Agaba registered a score of 76 from a possible 100 points, an improvement by 6 points from the previous score of 70 points. The performance ranked him 13th amongst the 33 district chairpersons assessed nationally and 4th amongst the 10 district chairpersons assessed from the western region.

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



Source: Local Government Scorecard Assessment FY 2018/19

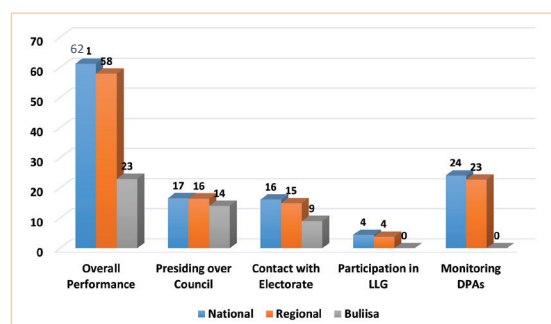
Hon. Agaba's best performance was exhibited under the parameters of contact with electorate where he garnered 10 out of 10 points, initiation of projects, under which he scored 9 out of 10 points and his political leadership in which he scored 17 out of a possible 20 points. Evidence revealed that under the parameter of his political leadership, the chairman was found to have effectively supervised civil servants and that most of the council resolutions were implemented. However, chairman's performance under his legislative role (8 out of 15 possible points) was undermined by the fact that there was no substantive evidence of any bill introduced by the District Executive Committee in council.

2.3 Performance of the Speaker of Council

Hon. Robert Kirungi, an independent member representing Buliisa Town Council was the Speaker

of Council. The Speaker was assessed on four parameters of; i) presiding over and preservation of order in council, ii) contact with electorates, iii) participation in the lower local council and, iv) monitoring services. Serving his first term in council, Speaker Kirungi's performance deteriorated compared to the previous assessment. He scored 23 out of a possible 100 points, a drastic drop from the 51 points he scored in the previous assessment. This performance ranked him last amongst the 35 Speakers of Councils assessed nationally and 10th amongst the 10 Speakers of councils assessed in the Western Region.

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



Source: Local Government Scorecard Assessment FY 2018/19

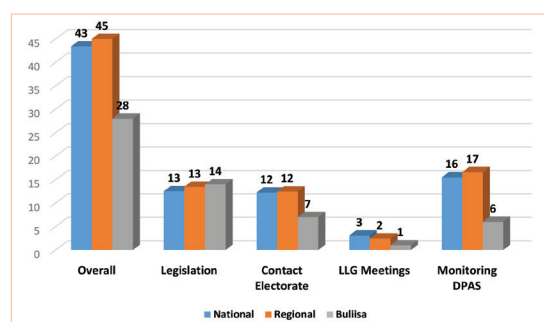
The Speaker's worst performances were under his participation in the lower local government and monitoring services. He did not score any point in the two parameters; there was no substantial evidence to suggest that the speaker had attended any meeting at Buliisa Town Council neither was there any evidence that the speaker had monitored service delivery points in his constituency. This can perhaps be explained by Speaker's busy schedule at the District Council. However, the Speaker performed well under the parameter of presiding over meetings of council in which he scored 14 out of a possible 25 points. There was sufficient evidence that council meetings presided over by the Speaker were conducted in an orderly manner and in accordance with the rules of procedures. A detailed breakdown of the speaker's performance is presented in Table 3.

2.4 Performance of Buliisa District Councillors

Twenty councillors were assessed in the year under review (6 were assessed using secondary data). The councillors were assessed on 4 parameters of; i) legislative roles, ii) contact with electorates,

iii) participation in the lower local government and, iv) monitoring service delivery. The councillors scored an average 28 out of a possible 100 points, a slight decrease from the average 36 points they scored in the previous assessment. Overall, Hon. Godfrey Byahuka Matongo, representing Kihungya Sub County) emerged the best with a score of 81 points while Hon. Teddy Joy Vusia of Ngwedo Sub-county emerged the best performer among female councillors with a score of 53 points from a possible 100.

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



Source: Local Government Scorecard Assessment FY 2018/19

Overall, the councillors' performance deteriorated with only 3 councillors scoring 50 points and above. The councillors performed well in their legislative role scoring an average 14 from a possible 25 points, this was attributed to the fact that more councillors were found to have debated both in plenary and committees; there were also more councillors (17) who moved motions. However, councillors' performances in the parameters of participation in the lower local government and monitoring services were undermined by the fact that majority of the councillors did not either meet the thresholds in the parameters or failed to provide documents to confirm their claims of performances. A detailed breakdown of individual scores is presented in Table 4.

3.0

Critical Factors Affecting Performance

3.1 Factors Hindering Performance

Lack of documents and poor record keeping:

Most councillors had not provided monitoring reports and reports for community meetings. There was also difficulty accessing documents from the sub counties.

Failure to meet the scorecard thresholds: The scorecard is premised on the basis of thresholds, below which points are not awarded. Majority of the councillors were found to have not met the threshold of attending meetings at sub-counties and monitoring service delivery.

Failure to participate in the assessment: Six councillors failed to turn up for the assessment and were subsequently assessed using secondary information. This affected their performance since the secondary data could not give adequate information about their performance.

Failure to participate in activities of lower local governments. District councillors claimed that they did not know council schedules for LLGs since they were not invited to attend the meetings.

Passive attitude towards their constitutional mandate: The assessment uncovered enormous deficiencies among councillors especially in contact with the electorate, participation in LLGs and monitoring service delivery in NPPAs. During Civic Empowerment Meetings and field verification exercise by the research team conducted in all the six Sub-counties, it was evident that most of the councillors did not perform their constitutional mandates under the last three parameters of the assessment. Majority of councillors relaxed on ground that they were not going to be assessed. The research team got the impression that when councillors are not assessed regularly, they tend to relegate their constitutional mandates in the last three parameters and only concentrate in performing their legislative roles.

Low motivation of the councilors: While the Local Government Act provides for 20 per cent of local revenue to facilitate council and the fact that councillors emoluments such as sitting allowances, committee facilitation and ex-gratia were budgeted and approved by the same council, these were not paid thus demoralizing the councillors. The councillors were not willing to incur extra costs in terms of transport to conduct monitoring, organizing community meetings and participating in LLGs.

Ineffective monitoring of service delivery by standing committees: The research team established from council minutes that CAO's office was not facilitating the standing committees to undertake monitoring of service delivery as their oversight role. This could lead to provision

of poor quality services by the technocrats who are not brought to account for their actions since monitoring was done by the same technocrats. It is important that the oversight role of committees of council is respected to ensure accountability and quality service provision. The council was denied marks for not performing its oversight roles by the standing committees.

4.0 Recommendations

- **Improve documentation and record keeping**

The Speaker should always work with the clerk to council and secretary to DEC to ensure timely production of minutes and proper record keeping of council business. At individual levels, councillors should take personal initiatives to ensure timely documentation of their work and proper record keeping that should be a routine practice other than doing it for external assessment.

- **Enhance Local Revenue**

Council should device strategies for enhancing its local revenue base. That way, council will be able to facilitate the councillors to adequately monitor services and also organize the mandatory minimum six meetings of council and committees

- **Streamline activities of the sub-counties and the district council**

The district council should make resolution to streamline the activities of the district council and the sub counties. This will reduce the tendencies of sub county meetings clashing with district councils and minimise the risk of district councillors failing to participate in meetings of the sub county councils.

- **Standardise monitoring and make it mandatory**

Buliisa District council should work with the technical team to develop a uniform monitoring tool and resolve that all district councillors undertake monitoring. Buliisa could borrow a leaf from other districts that have made monitoring of service delivery mandatory and have tagged some facilitation to monitoring.

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

Performance			Legislation										Accountability					Planning and Budgeting			Monitoring Service Delivery										
District			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
	2016/17	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	30	
	2018/19	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	30	
	Bullisa	46	68	2	1	3	3	1	0	3	2	0	16	4	6	4	2	0	16	5	3	4	12	5	5	3	3	3	2	3	24
	Average	51	62	2	1	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	17

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

Identifiers		Perfor mance		Political Leadership							Legislative Role			Contact with Electorate			Initiation of Projects				Monitoring Service Delivery								
Name	Gender			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
Maximum Score				3	5	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
Simon Agaba Kinene	M	70	76	2	5	2	3	2	3	17	2	6	0	8	5	5	10	3	1	5	9	6	7	6	6	2	3	2	32
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: Performance the Speaker of Council, Buliisa District FY2018/19

Identifiers						Performance			Presiding over Council							Contact Electorate			LLG	Monitoring DPAs							
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	Subtotal
Maximum Scores						100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	7	5	5	45
Robert Kirungi	IND	Buliisa TC	Buliisa	M	1	51	23	-55	3	4	2	2	3	0	14	0	9	9	0	0	0	0	0	0	0	0	0
Average						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 Buliisa District Councillors FY2018/19

Identifiers				Performance			Legislation				Contact Electorate		LLG	Monitoring DPAs										
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Max. scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
Godfrey Byaruhuka Matongo	NRM	Kihungya	M	1	87	81	-7	8	3	5	1	17	11	9	20	6	7	7	3	7	7	5	2	38
Gilbert Tibasima	NRM	Youth	M	1	13	74	469	8	8	5	0	21	11	9	20	10	7	7	0	0	5	4	0	23
Teddy Joy Vusia	NRM	Ngwedo	F	2	35	53	51	1	8	5	1	15	1	9	10	0	7	7	3	1	5	0	5	28
Richard Kisembo	IND	Kigwera	M	1	39	36	-8	8	8	5	0	21	0	9	9	0	5	1	0	0	0	0	0	6

Identifiers				Performance			Legislation				Contact Electorate		LLG	Monitoring DPAs										
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	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	7	7	7	7	5
Evelyne Nyakato	NRM	Workers	F	1		31		1	8	0	0	9	7	9	16	0	1	1	1	1	1	0	1	6
Joyce Mbabazi Kadogoli	NRM	Buliisa TC	F	3	82	26	-68	8	8	5	0	21	0	5	5	0	0	0	0	0	0	0	0	0
Yofesi Mukonyezi	NRM	Buliisa	M	1	79	24	-70	1	8	5	0	14	0	9	9	0	0	1	0	0	0	0	0	1
Robina Mulimba	NRM	Butiaba	F	1	52	23	-56	8	8	2	0	18	0	5	5	0	0	0	0	0	0	0	0	0
Magadelen Namutebi Mbiyha	IND	Older Persons	F	1	11	23	109	8	8	2	0	18	0	5	5	0	0	0	0	0	0	0	0	0
Julius Manyireki*	NRM	PWD	M	3	14	23	64	8	8	5	0	21	0	2	2	0	0	0	0	0	0	0	0	0
Doreen Akugizibwe	NRM	Buliisa	F	1	42	21	-50	1	8	2	0	11	0	9	9	0	0	1	0	0	0	0	0	1
Deogratius Kakura	NRM	Biiso	M	1	37	20	-46	3	8	5	0	16	0	2	2	0	1	1	0	0	0	0	0	2
Molly Batagancwa	IND	Biiso/ Kihungya	F	1	26	20	-23	3	8	2	0	13	0	5	5	0	1	1	0	0	0	0	0	2
Margaret Kagole	IND	Kigwera	F	1	18	18	0	8	8	0	0	16	0	2	2	0	0	0	0	0	0	0	0	0
Jackson Byaruhanga Ntandikwa	IND	Butiaba	M	1	33	15	-55	1	0	0	0	1	0	9	9	0	1	1	1	1	0	0	1	5
Alice Atimango*	NRM	Youth	F	2	28	15	-46	3	8	2	0	13	0	2	2	0	0	0	0	0	0	0	0	0
Didan R. Amama*	NRM	Ngwedo	M	2	11	13	18	1	8	2	0	11	0	2	2	0	0	0	0	0	0	0	0	0
Dison Balikagira*	NRM	Older Persons	M	1	14	13	-7	1	8	2	0	11	0	2	2	0	0	0	0	0	0	0	0	0
Faith Mugume*	NRM	PWD	F	3	19	13	-32	1	8	2	0	11	0	2	2	0	0	0	0	0	0	0	0	0
Moses Businge*	NRM	Workers	M	3		13		1	8	2	0	11	0	2	2	0	0	0	0	0	0	0	0	0
Average					36	28	14	4	7	3	0	14	2	5	7	1	2	1	0	1	1	0	0	6

*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 it's 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 LGCSCI: The Local Government Councils Scorecard Initiative (LGCSCI) 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.

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