



HOIMA DISTRICT LOCAL GOVERNMENT COUNCIL SCORECARD ASSESSMENT FY 2018/19



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 district elected leaders and the council of Hoima District Local Government (HDLG) during FY2018/19.

1.1 About the District

Hoima district was carved out of Bunyoro district in 1974 after sub dividing Bunyoro district to create Hoima and Masindi districts. The district is located approximately 225 kilometres by road, North West of Kampala the capital city of Uganda. Hoima district is made up of 3 counties: Bugahya, Kigorobyia and Hoima Municipality that are sub divided into 10 Sub Counties including Kigorobyia Town Council. Hoima's population was projected to be at 374,500; 187,300 males and 187,200 females (UBOS, 2018).

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 the month June and September 2019. A total of 25 elected leaders (23 District Councillors, Chairperson and Speaker) and Council were assessed.

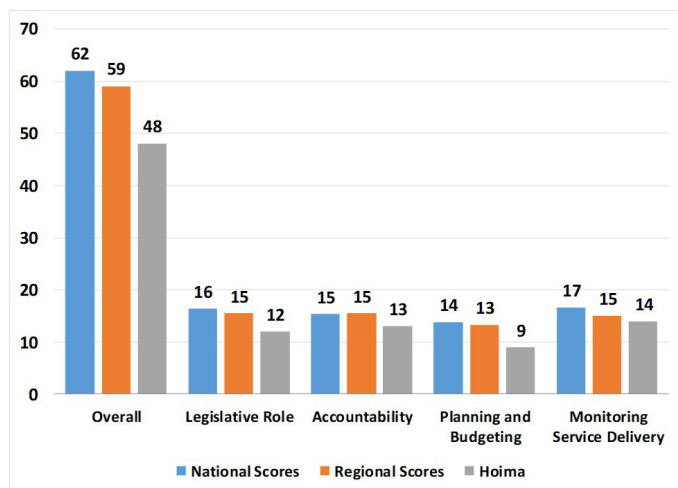
2.0

Results of the Assessment

2.1 Performance of Hoima District Council

Hoima District council has a total of 25 members including the District Chairperson and Speaker of council. The council scored 48 out of a possible 100 points compared to the national average score of 62 points. At regional level, Hoima District Council was ranked 9th out of the 11 districts that were assessed from western Uganda. Kabarole District emerged as the best performing district both at national and regional (western) levels. The council performed well in plenary and committees especially with regard to conducting meetings on schedule and adherence to the standard rules of procedure for local government councils. Despite this good performance in some aspects of legislation, council did not pass any ordinances in the last three (3) years including the year under review. In addition, council's performance on local revenue generation was not impressive as it failed to register an increase in local revenue by at least 5 per cent. It should be noted that local revenue generation has been a challenge to the district since Kikuube District was curved out of Hoima and took with it many local revenue sources. Furthermore, the performance in monitoring of service delivery by standing committees of council was hindered by the fact that there was no sufficient evidence of monitoring reports and actions taken to address the existing service delivery gaps. Details of the Hoima District Council Performance are presented in figure 1.

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

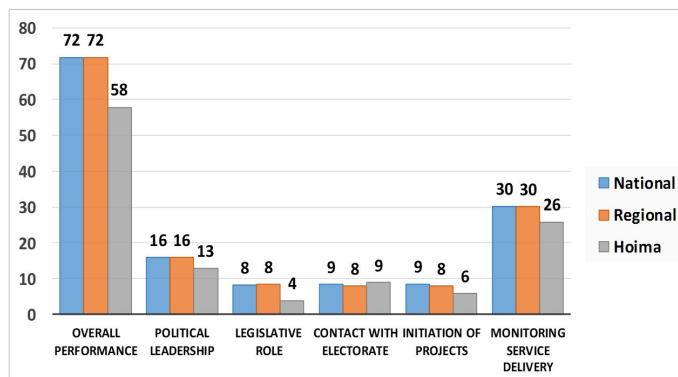


Source: Local Government Scorecard Assessment FY 2018/19

2.2 Performance of the District Chairperson

Hon. Kadiri Kirungi was the District Chairperson of Hoima during the year under review. The District Chairperson was serving his first five-year electoral term in office. He subscribes to the National Resistance Movement (NRM) political party. Hon Kadiri Kirungi scored 58 out of a possible 100 points. From a regional perspective, Hon Kirungi was in the 10th position amongst the 11 District Chairpersons assessed in western Uganda. The District Chairperson of Kabarole DLG, Hon. Richard Rwabuhinga emerged as the best District Chairperson both in the western region and at national level. Hon. Kadiri Karungi's best performance was exhibited in monitoring the delivery of public services and maintaining close contact with the electorate where he scored 26 out of 45 points and 9 out 10 points respectively. However, his overall performance was limited by low scores especially under the parameter of providing political leadership.

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



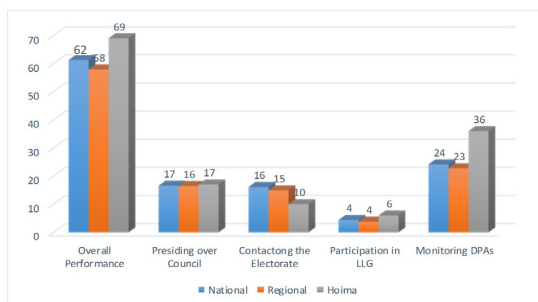
Source: Local Government Scorecard Assessment 2018/19

During the year under review, meetings of the District Executive Committee (DEC) were not conducted on schedule (that is monthly basis) as per the requirement. With regard to providing an oversight role on the civil servants, his performance was also not impressive. In addition, the Chairperson's performance on legislation was average as his attendance of council did not meet the required threshold of at least four (4) meetings; and there were also no bills presented by the DEC to council in the year under review. Details of the Chairperson's performance are presented in Table 3.

2.3 The Speaker of council's Performance

The Speaker of council was Nathan Kitwe Isingoma; he represents Busisi Division in Hoima District Council. He subscribes to the ruling NRM political party and is serving his second term both as district councillor and Speaker of the district council of Hoima. Speaker Nathan Kitwe Isingoma scored 69 out of a possible 100 points. With an average score of 62 for all the Speakers assessed, Speaker Isingoma's performance was good. His performance was enhanced by the scores under the parameters of presiding over council and monitoring service delivery where he scored 17 out of 25 points and 36 out of 45 points respectively. The Speaker's office is full-time, and this may have affected his role and duty to maintain close contact with his electoral area and also to participate at the lower local government level. Details of the Speaker's performance are presented in Table 4.

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



Source: Local Government Scorecard Assessment FY 2018/19

2.4 Performance of Hoima District Councillors

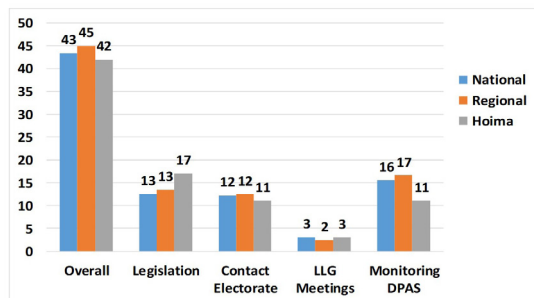
With an average total score of 42 for all the councillors assessed in Hoima District Council, their overall performance was below average. A total of 23 councillors were assessed. Hon. Bernadette Plan emerged as the best councillor in Hoima District Council for the second time in a row; she

scored 85 out of a possible 100 points. With the average score of 42 for the councillors assessed in Hoima, Hon. Bernadette Plan's performance was impressive. The best male councillor was Hon. Fredrick Kakoraki representing Kitoba Sub County; he scored 77 out of a possible 100 points, improving by 7 points from the previous assessment – his performance was good.

During the year under review, Hoima District Council had two (2) new councillors (male and female) representing workers joining council. Being their first time in council and to be assessed under LGCSCI, their performance was not impressive. The male councillor representing workers scored 37 out of a possible 100 points. On the other hand, the female councillor for workers obtained 30 points out of a possible 100 points. The performance for both councillors was attributed to the fact that they were not yet well acquainted with their roles in council. However, the average performance on legislation of all councillors assessed improved from 13 points in the previous assessment to 17 points in the year under review - they performed well on especially on attending and debating in plenary and standing committee meetings, however they did not perform well on moving motions and exhibiting skills and knowledge in guiding council or committee on special matters.

Most councillors attributed their failure to regularly monitor the delivery of public services in their areas of jurisdiction to lack of facilitation. Councillors representing special interest groups such as Youth, Women, Older Persons, PWDs and Workers hardly monitored any service delivery units. They were also not in touch with their constituents and did not participate at the lower local government level majorly due to limited facilitation to traverse these large electoral areas. It should be noted that these categories of councillors cover an entire district in as far as representation is concerned.

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



Source: Local Government Scorecard Assessment FY 2018/19

3.0**Critical Factors Affecting Performance****3.1 Key Factors Enabling Good Performance**

- **Council meetings conducted on schedule:** Hoima District Council convened 7 meetings including one extra ordinary meeting that was organized to pave way for the creation of new sub counties in Kigorobya Sub County.
- **Good working relationship between the two arms of the district:** Hoima district political and technical leaders had a good working relationship. This relationship enabled councillors to improve their political monitoring and visibility amongst their electorates especially when the technical officers and committees of council travelled together to the field for monitoring activities.

3.2 Key Factors Affecting Performance

- **Poor documentation and record keeping:** Whereas there was an improvement in documentation and record keeping, this challenge persisted among most of the members of council. During the face to face interviews, most councillors admitted not to have any documentation to support their claims for the work done during the year under review. Some of the councillors who had monitored service delivery points claimed that they could not locate the monitoring reports thus affecting their performance.
- **Failure to monitor the delivery of public services:** Just like in the previous years, some councillors complained of not being facilitated to monitor the delivery of services in their areas of jurisdiction. Half of the councillors noted that they lacked funds and means to meet this obligation which demonstrates a lack of appreciation of the mandate of a councillor as enshrined in the Local Governments Act CAP 243. Councillors representing special interest groups such as Youth, Women, Older Persons, PWDs and Workers hardly monitored any service delivery units. They were not in touch with their constituents and did not participate at the lower local government level. All this arose from lack of facilitation from the district council.
- **Poor documentation and record keeping at the LLG level:** With the exception of Mparo Buseruka, Buhnika and Kitoba Sub Counties, the research team noted with concern the poor documentation by the sub county administration. Accessing council minutes at this level was a nightmare. In cases where the council minutes were available, they were poorly written (shallow) and made no attributions to councillors.

- **Failure to attribute Councillor's contributions in minutes:** Hoima district council minutes at times were shallow with no attributions to councillors' debate. It was hard for the research team to confirm claims by councillors about the times they deliberated in council as well as their contribution during committee sittings.
- **Conflicting schedules of council meetings:** Councillors and Sub County technical staff testified before the research team that their meetings at times collided with the district council meetings hence their failure to participate in LLG meetings.

4.0**Key Successes/Impact of the Scorecard**

There is increased civic competence amongst the citizens and this was manifested during the recent Community Engagement Meetings organised by ACODE – it was observed that citizens' issues and demands during the meetings were in line with the provision and quality of service delivery in their area unlike in the past where their demand was focused on things that were not in sync with the roles and duties of elected leaders. Half of the issues in the citizens' petitions submitted to the district council in March 2019 were addressed in the district budget for FY 2019/20.

5.0**Recommendations**

- There is need to facilitate councillors to perform their monitoring role. Hoima 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.
- The Principle Human Resource Officer should strengthen the capacity building interventions for elected leaders to ensure continuous training of councillors on their roles and duties.
- The office of the Speaker of council should liaise with the various leaders of sub counties to harmonise schedules of council meetings to avoid conflicting schedules.
- The District Chairperson should organize monthly DEC meetings and interface with technical staff as well as attend council meetings to ensure effective performance in council.
- There is need to improve on record keeping for council to ensure that all activities undertaken by Council are well documented and records appropriately kept.

Table 2: Performance of Hoima District Council FY2018/19

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	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
	59	48	2	1	3	1	0	1	0	2	1	1	12	2	6	3	2	0	13	5	4	0	9	1	5	4	2	1	0	1	14
	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 3: Hoima District Chairperson's Performance FY2018/19

Identifiers				Performance		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	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	5	5
Kadiri Kirungi	M	Hoima	NRM	1	61	58	0	4	2	2	2	3	13	0	4	0	4	4	4	5	9	1	0	5	6	0	7	5	7	4	0	3	26
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 4: Performance of the Speaker of Hoima District Council FY2018/19

Identifiers			Performance		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	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
Nathan Isingoma	NRM	Busisi	Hoima	M	2	57	69	21	3	9	3	2	0	0	17	1	9	10	6	7	1	7	7	7	2	5	36
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 5: Hoima District Councillors' Performance FY2018/19

Identifiers			Performance		Legislation				Contact Electorate		LLG	Monitoring Service Delivery										
Name	Political		2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
	Constituency	Gender	Terms Served																			
Maximum Scores			100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
Bernadette Plan	NRM	F	3	95	85	-11	8	8	2	0	18	7	9	16	6	7	7	7	7	5	5	45
Fredrick B. Kakoraki	NRM	M	2	70	77	10	8	8	5	0	21	7	9	16	6	7	7	0	3	7	5	34
Naume Koojo	NRM	F	2	57	73	28	8	8	2	0	18	7	9	16	6	7	7	0	7	7	0	33
Ashah Kabaramagi	NRM	F	2	70	68	-3	8	8	5	0	21	7	9	16	10	7	3	3	3	2	0	21
Benson Chiche	NRM	M	1	81	66	-40	8	8	2	0	18	11	9	20	10	1	5	1	5	0	1	18
Gerald Crystal Tulinde	NRM	M	1	66	65	-2	8	8	0	0	16	0	9	9	6	7	7	3	7	0	5	34
Swaibu Nyangabyaki	NRM	M	1	63	52	-17	8	8	0	0	16	4	9	13	0	7	3	3	1	7	0	23
Geofrey Kumakech	NRM	M	2	10	45	350	8	8	0	0	16	6	9	15	6	1	1	0	1	5	0	8

Identifiers				Performance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery											
Name	Political	Constituency	Gender	Terms Served	2016/17		2018/2019		% Change	Plenary	Committee	Motion	Special Skills	Meeting Electorate		Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
					100	61	100	41						-33	8										
Joyce Nyakato	NRM	Kigoroba T/C	F	1	61	41	-33	8	8	2	0	18	4	9	13	6	1	1 <td>1<td>0<td>0<td>1<td>4</td><td>45</td></td></td></td></td>	1 <td>0<td>0<td>1<td>4</td><td>45</td></td></td></td>	0 <td>0<td>1<td>4</td><td>45</td></td></td>	0 <td>1<td>4</td><td>45</td></td>	1 <td>4</td> <td>45</td>	4	45	
Jackson Mulindambura Mugenyi	NRM	Kigoroba S/C	M	4	46	37	-20	8	8	2	1	19	1	9	10	2	0	0 <td>1<td>0<td>1<td>0<td>4</td><td>6</td></td></td></td></td>	1 <td>0<td>1<td>0<td>4</td><td>6</td></td></td></td>	0 <td>1<td>0<td>4</td><td>6</td></td></td>	1 <td>0<td>4</td><td>6</td></td>	0 <td>4</td> <td>6</td>	4	6	
Samuel Muganzi	NRM	Workers	M	1		37		8	8	0	0	16	7	9	16	0	1	1 <td>1<td>1<td>1<td>0<td>0</td><td>5</td></td></td></td></td>	1 <td>1<td>1<td>0<td>0</td><td>5</td></td></td></td>	1 <td>1<td>0<td>0</td><td>5</td></td></td>	1 <td>0<td>0</td><td>5</td></td>	0 <td>0</td> <td>5</td>	0	5	
Doreen Komukyeza Muhairwe	NRM	Kyabigambire & Buhanika S/C	F	2	61	35	-43	8	8	0	0	16	7	9	16	0	1	1 <td>0<td>1<td>0<td>0<td>0</td><td>3</td></td></td></td></td>	0 <td>1<td>0<td>0<td>0</td><td>3</td></td></td></td>	1 <td>0<td>0<td>0</td><td>3</td></td></td>	0 <td>0<td>0</td><td>3</td></td>	0 <td>0</td> <td>3</td>	0	3	
George J. Mwesigwa	NRM	Kahoora S/C	M	1	43	34	-21	8	8	0	0	16	7	9	16	0	1	1 <td>0<td>0<td>0<td>0</td><td>2</td></td></td></td>	0 <td>0<td>0<td>0</td><td>2</td></td></td>	0 <td>0<td>0</td><td>2</td></td>	0 <td>0</td> <td>2</td>	0	2		
Edward Kusiima	NRM	PWD	M	2	19	34	79	8	8	0	0	16	0	9	9	0	1	1 <td>1<td>1<td>1<td>0<td>4</td><td>9</td></td></td></td></td>	1 <td>1<td>1<td>0<td>4</td><td>9</td></td></td></td>	1 <td>1<td>0<td>4</td><td>9</td></td></td>	1 <td>0<td>4</td><td>9</td></td>	0 <td>4</td> <td>9</td>	4	9	
Brenda Bridget Kaahwa	NRM	Workers	F	1		30		8	8	0	0	16	0	9	9	0	0	0 <td>5</td> <td>0<td>0<td>0<td>0</td><td>5</td></td></td></td>	5	0 <td>0<td>0<td>0</td><td>5</td></td></td>	0 <td>0<td>0</td><td>5</td></td>	0 <td>0</td> <td>5</td>	0	5	
Joab Kunihira*	NRM	Mparo S/C	M	2	54	29	-46	8	8	0	0	16	0	0	0	10	1	1 <td>1<td>0<td>0<td>0<td>0</td><td>3</td></td></td></td></td>	1 <td>0<td>0<td>0<td>0</td><td>3</td></td></td></td>	0 <td>0<td>0<td>0</td><td>3</td></td></td>	0 <td>0<td>0</td><td>3</td></td>	0 <td>0</td> <td>3</td>	0	3	
Flossy Ayesiga	NRM	PWD	F	1	27	29	7	8	8	0	0	16	3	9	12	0	0	0 <td>1<td>0<td>0<td>0<td>1</td></td></td></td></td>	1 <td>0<td>0<td>0<td>1</td></td></td></td>	0 <td>0<td>0<td>1</td></td></td>	0 <td>0<td>1</td></td>	0 <td>1</td>	1		
Jane Mugenyi Tuhaise	NRM	Bujumbura/Busisi	F	2	26	27	4	8	8	2	0	18	0	9	9	0	0	0 <td>0<td>0<td>0<td>0<td>0</td><td>0</td></td></td></td></td>	0 <td>0<td>0<td>0<td>0</td><td>0</td></td></td></td>	0 <td>0<td>0<td>0</td><td>0</td></td></td>	0 <td>0<td>0</td><td>0</td></td>	0 <td>0</td> <td>0</td>	0	0	
Geoffrey Murungi	NRM	Youth	M	1	10	26	160	8	8	0	0	16	0	9	9	0	1	0 <td>0<td>0<td>0<td>0<td>1</td></td></td></td></td>	0 <td>0<td>0<td>0<td>1</td></td></td></td>	0 <td>0<td>0<td>1</td></td></td>	0 <td>0<td>1</td></td>	0 <td>1</td>	1		
William Kyahura*	NRM	Older Persons	M	1	12	22	83	8	8	0	0	16	0	2	2	0	1	1 <td>0<td>1<td>1<td>0<td>4</td></td></td></td></td>	0 <td>1<td>1<td>0<td>4</td></td></td></td>	1 <td>1<td>0<td>4</td></td></td>	1 <td>0<td>4</td></td>	0 <td>4</td>	4		
Joshua Byenkya*	NRM	Bujumbura S/C	M	1	46	18	-61	8	8	2	0	18	0	0	0	0	0	0 <td>0<td>0<td>0<td>0<td>0</td><td>0</td></td></td></td></td>	0 <td>0<td>0<td>0<td>0</td><td>0</td></td></td></td>	0 <td>0<td>0<td>0</td><td>0</td></td></td>	0 <td>0<td>0</td><td>0</td></td>	0 <td>0</td> <td>0</td>	0	0	
Agnes Nyangoma Mukooto*	NRM	Older Persons	F	1	24	16	-33	8	8	0	0	16	0	0	0	0	0	0 <td>0<td>0<td>0<td>0<td>0</td><td>0</td></td></td></td></td>	0 <td>0<td>0<td>0<td>0</td><td>0</td></td></td></td>	0 <td>0<td>0<td>0</td><td>0</td></td></td>	0 <td>0<td>0</td><td>0</td></td>	0 <td>0</td> <td>0</td>	0	0	
Irene Ahaisibwe*	NRM	Youth	F	1	47	16	-66	8	8	0	0	16	0	0	0	0	0	0 <td>0<td>0<td>0<td>0<td>0</td><td>0</td></td></td></td></td>	0 <td>0<td>0<td>0<td>0</td><td>0</td></td></td></td>	0 <td>0<td>0<td>0</td><td>0</td></td></td>	0 <td>0<td>0</td><td>0</td></td>	0 <td>0</td> <td>0</td>	0	0	
Average					47	42	15	8	8	1	0	17	3	7	11	3	2	2	1	2	2	1	1	11	

*Councillors 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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