



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 Decentralization and Repositioning the Local Government Sector in Uganda.” The brief provides key highlights of the performance of Council and elected leaders of Kanungu District Local Government during FY 2018/19.

1.1 Brief about Kanungu District

Kanungu District is located in the Western Region of Uganda with the town of Kanungu being the centre for the District’s headquarters. The District is bordered by Rukungiri District to the north and east, Kabale District to the southeast, Kisoro District to the southwest, and DRC-Congo to the west. Kanungu District was created by the 6th parliament of Uganda in July 2001. The District comprises of 1 county with the 12 sub counties of Kihhihi, Kambuga, Nyamirama, Rugyeyo, Rutenga, Kayonza, Mpungu, Kinaaba, Katete, Nyakinoni, Nyanga and Kanyantorogo. The District has 4 town councils that is; Kanungu, Kihhihi, Butogota and Kambuga Town Councils. As of the current year 2020, the total population of Kanungu District is estimated at 277,300 people with 133,900 males and 143,400 females (UBOS, 2019).

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 July to September 2019. A total of 33 elected leaders (31 District Councillors, Chairperson and Speaker) and Council were assessed.

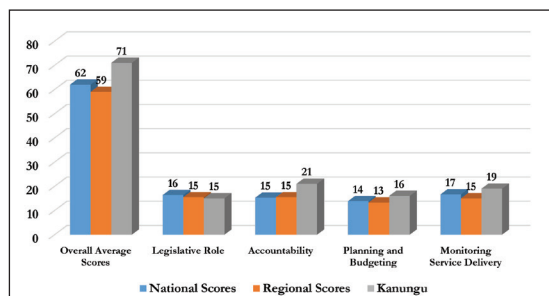
2.0 Results of the Assessment

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

2.1 Performance of Kanungu District Council

Kanungu District Council has 34 members (32 District Councillors, Chairperson and Speaker). The council which is the highest decision making organ of the district was assessed on: executing the legislative mandate; accountability; planning and budgeting and monitoring service delivery. The Council scored a total of 71 out of 100 points. This was a huge leap from the 57 points scored in the previous assessment in FY2016/17. The results also show that Kanungu was rated the 9th out of the 35 district councils assessed countrywide and 2nd out of the 11 district councils assessed in the western region. Figure 1 shows a summary of the performance of Kanungu District Council.

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

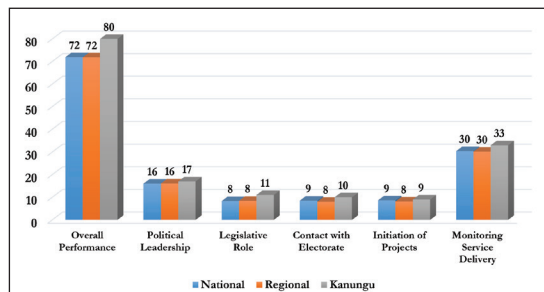
Kanungu District Council's best performance was under accountability to citizens where it scored 21 out of 25 points. Results show that the council was able to provide political accountability in terms of discussing contentious issues in the district, allowing ordinary citizens to attend and observe council meetings, communicated resolutions of council to the public, communicated information on the financial releases to the local government on public notice boards and radios. On the other hand, Council did not perform well on monitoring service delivery given a score of 19 out of 30 points. This was mainly because of lack of sufficient evidence of monitoring, reporting and following up on service delivery concerns especially in the sectors of; Environment and Natural Resources, Works and Technical Services, Functional Adult Literacy and Agriculture. Further details are shown in Table 1.

2.2 Performance of the District Chairperson

Hon. Josephine Kasya of the ruling NRM party was the Chairperson of Kanungu District in the year under review. She was serving her fourth term in office and was the only female district chairperson assessed. Overall, Hon. Kasya scored 80 out of 100 points; this was an improvement from the 69 points scored in the previous assessment (FY2016/17). With this performance, Hon. Kasya was ranked 8th out of the 33 district chairpersons

assessed nationally and 3rd amongst the 11 chairpersons assessed in the western region. Figure 2 shows the details of performance.

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



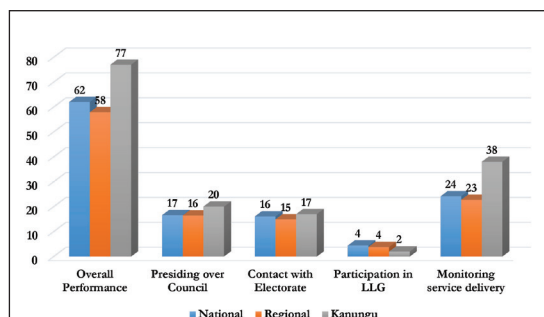
Source: Local Government Councils Scorecard Assessment FY 2018/19

Hon. Kasya exhibited impressive performance under parameters of contact with electorate and monitoring service delivery. She scored 10 out of 10 points and 33 out of 45 points respectively as it was evident that she had an elaborate plan for meeting with her electorate and had actively monitored service delivery. However, her performance under her legislative role was not very impressive given that DEC which she supervises had not presented substantive motions and bills in council, and she had not provided sufficient supervisory and oversight roles to the civil servants. Further details of her performance are presented in Table 2.

2.3 Performance of the Speaker of Council

The Speaker of council in Kanungu was Hon. Charles Beshesya who also represents Kirima Sub County in council. Hon. Beshesya, a member of the NRM party was serving his second term in office. He emerged the second best Speaker amongst the 35 speakers of councils assessed nationally and second out of the 11 assessed speakers of councils from the western region of the country. Overall, the Speaker scored 77 out of 100 points; a slight improvement from the 72 points he scored in the FY2016/17 assessment. Details are shown in Figure 3.

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



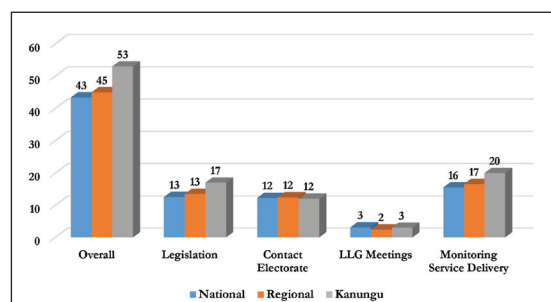
Source: Local Government Councils Scorecard Assessment FY 2018/19

Hon. Beshesya exhibited impressive performance across three parameters of; presiding over and preservation of order in council, contact with electorate and monitoring service delivery. The highlights of this impressive performance includes; the orderliness in which council meetings are conducted and the strict adherence to the Rules of Procedure. However, Speaker's performance was inhibited by his low scores under the parameter of participation in the lower local government.

2.4 Performance of Kanungu District Councillors

A total of 31 councillors (19 male and 13 female) were covered by the assessment. One councillor (Hon. Ezra Arinitwe) was not assessed given that he had been appointed to public service and subsequently resigned from council. The councillors were assessed on the four parameters of; i) legislative roles, ii) contact with electorates, iii) participation in the lower local government, and iv) monitoring service delivery. Overall, the councillors scored an average of 53 out of 100 points. This was a slight decline from the average of 58 out of 100 points scored in the FY 2016/17 assessment. Hon. Christopher Kamara representing the people of Kanyatorogo Sub County emerged the best overall performer with a score of 88 out of 100 points. On the other hand, Hon. Allen Atuhaire representing the people of Kihhi Town Council was the best performer amongst the female councillors with a score of 82 points. Figure 4 shows the details of the Councillors' performance.

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

District Councillors exhibited outstanding performance under their legislative role scoring an average 17 out of 25 points. This performance is attributed to the fact that all the 31 councillors assessed had attended at least 4 meetings of council and committees; 26 of these had debated at least once in each of the four meetings they attended both at plenary and committee. Furthermore, it was established that 25 out of the 31 councillors assessed had moved at least one motion in council during the year under review. There was a similarly impressive performance by councillors under the parameter of their contact with electorate. However, councillors obtained very low scores on participation in council meetings at the lower local government council level. This was mainly because 12 out of 31 councillors

scored zero on this parameter. Table 4 presents the details of Councillors' performance.

3.0 Critical Factors Affecting Performance

3.1 Factors Enabling Performance

- **Regular attendance of Council:** Results show that all the councillors had attended at least four plenary and committee meetings. The results show that 84 percent of councillors actively participated and contributed to debates and motions in council.
- **Close and regular contact with electorate:** It was established that most of the councillors (30 out of 31) had co-coordinating centers in their sub counties which facilitated close and regular contact with their electorate. This perhaps explains why most of the debates in council were issue-based.
- **Positive attitude towards the assessment:** Thirty out of the 31 councillors in Kanungu turned up for the assessment and appeared to be scored. This enhanced their performance in that the one-on-one interface with the research team provided them with the opportunity of divulging in depth information about their activities as opposed to having the research teams rely on secondary data.

3.2 Factors Hindering Performance

- **Irregular attendance of meetings of Standing Committees by the Heads of Departments (HODs) and secretaries:** For instance the District Engineer (Min. 118 May 2019)¹, the DHO (Min. 202 May 19)² and Secretaries (Min. 100/5/FC/2019)³ were faulted on this matter. As such Standing committees lacked guidance on technical matters from the responsible officers especially on matters relating to making lawful committee recommendations.
- **Inadequate follow-up and addressing of issues after monitoring:** Although there was evidence that councillors actively undertook monitoring, majority of them did not take a step to follow up on key issues identified to translate the monitoring visits into tangible improvement in service delivery. This is further compounded by consistent failure to adequately facilitate committees like the Works and Technical Committee to conduct monitoring within the district (Min. 201 May 2019). This explains reports of shoddy work in the district (Min.204 FEB 19)⁴. This was cited at the commissioned projects like Latrine Construction at Namunye

¹ Kanungu District Local Government (2019) Minutes of Works and Technical Committee Meeting held on 15/05/2019 at the District Council Hall.

² Kanungu DLG (2019). Minutes of the Social Services Committee Meeting held 20/05/2019 at the District Council Hall.

³ Ibid

⁴ Kanungu DLG (2019). Minutes of the District Council Meeting held on 17/02/19 at the District Council Hall.

Primary School; Omumbuga Primary School; and construction of a staff house at Rwanga Primary School. The DEC further noted that the contractors are civil servants (Min 205 FEB 19)⁵ who cannot supervise themselves hence the shoddy works.

- **Delayed reporting to Standing Committees:** There were delays by the HODs to submit their reports to committees and the office of the clerk to council for members of the committees to access and discuss them during committee meetings as well as make appropriate recommendations. This was reported to affect the quality of debates in such committee meetings (Min 80 Aug 2018)⁶.
- **Inadequate documentation and challenge of record keeping:** Lack of documentation and poor record keeping is another factor that impacted on the performance of the councillors. The challenge of documentation was also noted with the departments of the district especially with the office of the clerk to council and at the sub counties.
- **Disconnect between council and lower local governments:** The results demonstrate that councillors did not perform well on the parameter of participation in lower local governments with the average score of 3 out of 10 points. Whereas most councillors did not meet the threshold of having attended at least 4 meetings, others said they were merely not invited for these meetings. This points to a disconnect between the district council and lower local governments which should ordinarily work in tandem.
- **Inactive/dormant structures of special interest groups:** Although councillors performed impressively under contact with electorate, special interest group representatives (youth, PWDs and older persons) generally scored low marks under the indicator of having organized meetings with electorate. They attributed this to a challenge in mobilizing these groups because the structures that bring them together like youth council, older person's council and disability councils are dormant.
- **Delays in awarding of Contracts:** Under the education sector, there were reported delays in the implementation of the planned projects attributed to: failure to award contracts in time by the contracts committees; and operational challenges of IFMIS (Min. 202 May 19)⁷.
- **Lack of induction for LCI and LCII Councils:** It was noted in council that LCI and LCII Councils were not inducted and oriented on their mandate yet the community relies on them for various services (Min.205 FEB 19), yet, most of them do not understand their roles and responsibilities.

These administrative units further feed into the local governments' planning and budgeting and service delivery functions. Thus their ineffectiveness affects the entire system.

- **Duplicated Minutes:** For instance; Minutes for the works and technical committee held on 15/05/2019 were found to be similar to another set of minutes of the same committee held on 25/03/2019. Also, minutes of social services committee meeting held on 26/03/19 were similar to those of the meeting for the same committee held on 20/05/19.

4.0

Recommendations

- The Heads of Departments and secretaries should be compelled by their CAO and the District Chairperson respectively to regularly attend meetings of the standing committees and submit their reports to their respective committees in time. This would be important for purposes of sharing information, providing technical guidance and accountability.
- The Council should standardize monitoring and ensure that there are follow ups on service delivery concerns. This can be done by working with the technical team to develop a standard monitoring tool.
- Councillors should utilise customized diaries provided by ACODE to keep records of their activities and expand the horizon of documentation beyond just the need to meet the assessment criteria.
- The council should invest in building the capacity of councillors and as far as possible, it can partner with CSOs like ACODE to do the capacity building especially in area of monitoring and evidence based advocacy.
- Council should consider streamlining its activities with the lower local governments and make it mandatory for the lower local government councils to involve district councillors in their activities especially council meetings.
- There is need to ensure presentation and scrutiny of minutes of council when they are presented in council for ratification. The speaker of council should always ensure that minutes of council are a true reflection of the proceedings of council before signing them.
- There is need for the contracts committees to expedite the processes of award of contracts to avoid scenarios of failure to absorb funds or stampeding procurements at the end of the financial year.
- It is important for the district to plan and budget for continuous trainings of LCI and LCII about their roles and functions and expectations from other local government structures.

⁵ Ibid

⁶ Kanungu DLG (2018). Minutes of works and Technical Committee Meeting held on 14/08/19.

⁷ Kanungu DLG (2019). Minutes of the Social Services Committee Meeting held 20/05/2019 at the District Council Hall.

Table 1: Performance of Kanungu 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	2	3	3	3	1	2	4	2	3	25	4	8	8	8	2	3	25	5	4	11	20	5	5	4	4	4	4	30	
	57	71	2	1	3	2	0	1	1	3	1	2	15	3	7	6	2	3	21	5	4	7	16	4	4	3	3	1	2	2	19	
	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 the Kanungu District Chairperson FY2018/19

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 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	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
Josephine Kasya	F	Kanungu	NRM	4	69	80	3	4	2	2	2	4	17	2	6	3	11	5	5	10	3	1	5	9	5	6	7	7	3	0	5	33
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 of Speaker of Council, Kanungu District FY 2018/19

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	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	5	5	45	
Charles Beshesya	NRM	Kirima	Kanungu	M	2	72	77	7	3	9	3	2	3	0	20	8	9	17	2	7	7	3	7	7	2	5	38
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 Kanungu 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	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Maximum Scores					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
Christopher Kamara	NRM	Kanyatorogo S/C	M	1	86	88	2	8	8	5	1	22	11	9	20	10	7	7	7	7	1	0	36	
Allen Atuhaire	IND	Kihini TC	F	1	64	82	28	8	8	2	0	18	3	9	12	10	7	7	7	4	5	5	42	
Emmanuel R.Bizimana	NRM	Katete S/C	M	1	47	81	72	8	8	5	1	22	10	9	19	4	7	7	1	7	2	5	36	
Joseph Akankwasa	NRM	Rugyevo S/C	M	1	57	80	40	8	8	5	0	21	3	9	12	8	7	7	6	7	0	5	39	
Elias Mugenyi	NRM	Rutunga S/C	M	1	66	80	21	8	8	0	0	16	11	9	20	4	7	7	7	7	0	5	40	
Mariam Asimwe	NRM	Kanyatorogo S/C	F	3	64	77	20	8	8	5	1	22	10	9	19	6	7	7	3	4	3	1	5	30
Beatrice T. Turyatunga	FDC	Kanungu T/C & Kirima S/C	F	1	62	76	23	3	8	5	1	17	10	9	19	10	7	7	3	3	5	2	30	
John Bosco Kahigi	NRM	Kambuga S/C	M	1	56	70	25	8	8	5	0	21	3	9	12	4	7	7	1	7	0	4	33	
Peninah Tibeeereba	NRM	Nyarima & Nyakinoni S/C	F	1	82	63	-23	8	8	5	0	21	6	9	15	8	3	3	7	3	0	0	19	
Prudence Kyarimpa	NRM	Kihini-Nyanga S/C	F	1	59	61	3	8	8	2	0	18	0	9	9	4	7	5	1	5	7	0	5	30
Bonny Christopher Byaruhanga	NRM	Kinaaba S/C	M	1	43	61	42	3	8	0	0	11	10	9	19	4	3	3	7	7	2	2	27	

Identifiers			Performance			Legislation				Contact Electorate		LLG	Monitoring DPAs											
Name	Political	Constituency	Gender	Terms Served	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Maximum Scores																								
Henry Mwongyera	NRM	Kambuga TC	M	1	33	60	82	8	8	2	0	18	0	9	9	4	3	7	3	7	1	1	29	
Fulgence Karafe Karanda	NRM	PWD	M	1	60	56	-7	1	8	2	1	12	3	9	12	4	7	7	1	4	3	2	4	28
Lydia Mugisha	NRM	Katete S/C	F	2	67	54	-19	8	8	5	0	21	7	9	16	0	3	3	3	3	2	0	17	
Medius Kiconco	NRM	Mpungu S/C	F	1	57	52	-9	1	6	5	0	12	0	9	9	0	7	7	5	7	1	0	4	31
George Eric Mugisha	NRM	Nyanga S/C	M	1	74	53	-28	8	8	0	0	16	0	9	9	10	3	7	1	1	3	0	3	18
Diana Mukanwengo Kakobwa	NRM	Kayanza/Butogota T/C	F	1	52	51	-2	8	8	2	0	18	6	9	15	10	3	1	1	1	1	0	1	8
Yeremiah Agaba Kyomukama	NRM	Older persons	M	1	34	50	47	8	8	2	0	18	11	5	16	0	5	1	7	1	1	0	1	16
Francis Byamukama	NRM	Kayanza S/C	M	1	77	49	-36	8	8	2	0	18	3	9	12	0	5	1	1	5	5	1	1	19
Ben Stanley Tumwesigye	NRM	Butogota TC	M	1	54	46	-15	8	8	0	0	16	0	9	9	2	3	3	3	0	7	2	1	19
Eliab Nasasira	NRM	Youth	M	1	53	44	-17	8	8	2	1	19	0	9	9	2	3	3	1	3	3	0	1	14
Serina Tumuhairwe	NRM	Kinaaba/ Rutenga S/C	F	1	66	42	-36	3	8	2	0	13	10	9	19	2	3	2	0	0	1	2	0	8
Ezra Kabeera	NRM	Nyamirama S/C	M	1	58	42	-28	8	8	2	0	18	10	9	19	0	1	0	1	1	1	0	1	5
Rosette Katenesi	NRM	PWD	F	1	55	39	-29	1	8	5	0	14	3	9	12	0	3	3	3	0	0	4	13	
Shamillah Nyiramahoro	NRM	Youth	F	1	47	37	-21	8	8	5	0	21	0	9	9	0	3	1	0	0	3	0	0	7
Lawrence Byaruhanga	NRM	Nyakinoni S/C	M	3	78	34	-56	8	8	0	0	16	1	9	10	0	1	1	1	1	3	0	1	8
Julia Iribangiza	NRM	Older Persons	F	1	53	34	-36	8	8	0	0	16	0	9	9	0	3	3	1	0	1	0	1	9
Gad Byomuhangi	NRM	Kihiki S/C	M	1	58	33	-43	8	8	5	0	21	0	5	5	0	3	1	0	1	1	0	1	7
Aggrey Ahimbisibwe Kajojjo	NRM	Kanungu TC	M	1	60	30	-50	8	8	5	0	21	0	9	9	0	0	0	0	0	0	0	0	0
Frank Byaruhanga*	NRM	Mpungu S/C	M	4	47	30	-36	8	8	0	0	16	0	0	0	4	3	0	0	0	7	0	0	10
Jacinta Kataba	NRM	Kambuga SC& T/C	F	1	47	27	-43	1	1	2	0	4	0	9	9	0	3	3	3	0	3	2	0	14
Ezra Arinitwe					Left Council and was appointed the head teacher																			
Average			58	53	-7	7	7	3	0	17	4	8	12	3	4	4	2	3	4	1	2	2	20	

*Councilors 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 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.

ABOUT THE AUTHORS

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