



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 Kisoro District Local Government during FY 2018/19.

### 1.1 Brief about Kisoro District

Kisoro district is located in southwestern Uganda. It was carved out of Kabale District under the Uganda Government decentralization policy. The district shares part of Bwindi national park, one of only four national parks in the world where the African mountain gorilla can be observed in the wild. Kisoro borders Kanungu District to the north, Kabale District to the east, Rwanda to the south, and the Democratic Republic of Congo to the west. Kisoro is home to the famous Muhabura Volcanic Mountains and Bwindi impenetrable

forest where the rare Mountain Gorillas are found. As of the current year 2020, the total population of Kisoro District is estimated at 315,400 people with 141,600 males and 173,800 females (UBOS, 2019). It is comprised of four main ethnic groups, majority of whom are Bafumbira, followed by Bakiga, Banyarwanda and Batwa. The local economy is largely private sector-led and driven mainly by tourism and trade or commerce in agricultural produce; a geographic dividend arising from sharing borders with Rwanda and Democratic Republic of Congo through facilitation of trade across these borders. The district is composed of 3 counties of; Bufumita County North, Bufumita County East and Bufumita County South, 14 sub counties, 37 parishes and 513 villages.

### 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 of Council, 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 33 elected leaders (31 District Councillors, Chairperson and Speaker) and Council were assessed.

## 2.0 Results of the Assessment

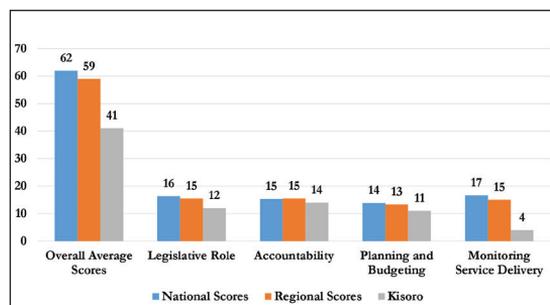
This section highlights the performance of Council, Chairperson, Speaker of Council and Councillors of Kisoro District Local Government during the FY 2018/19.

### 2.1 Performance of Kisoro District Council

During the FY 2018/19 Kisoro District Council scored 41 out of 100 possible points. This was a slight improvement by 3 points from the previous assessment. This was a lower performance than the regional and national averages at 59 points and 62 points respectively. With this performance, Kisoro District Council emerged the 32<sup>nd</sup> out of the 35 district councils assessed. Overall the

council registered a stagnant performance in comparison with the previous assessment across the four (4) parameters as summarized in Figure 1.

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

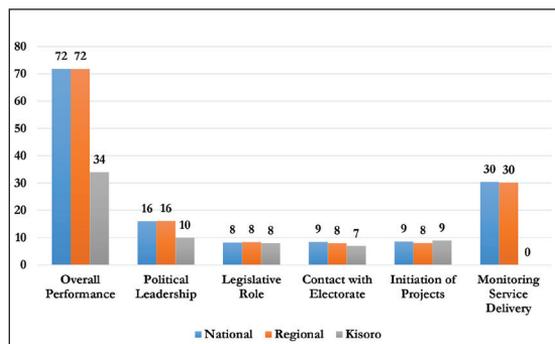
The council's best performance was registered under the parameter of accountability where it scored 14 out of 25 points, a point lower than the national and regional averages. The performance on planning and budgeting was average having scored 11 out of the 20 possible points, which were quite lower than the regional average (13) and national average (14). Council registered its worst performance under the parameters of legislation at 12 out of 25 points and monitoring service delivery at 4 out of 30 points; lower than the national and regional averages for both parameters. Generally, Kisoro District Council's performance across all parameters was not impressive. There was no clear evidence of committees having undertaken monitoring in line with the scorecard threshold. A summary of Council's performance is shown in Table 1.

### 2.2 Performance of the District Chairperson

During the FY 2018/19, Hon. Abel Bizimana was the Chairperson of Kisoro, serving his first term in office. He subscribes to the ruling, NRM party. Hon Bizimana scored 34 out of 100 points, a 2 point improvement from the previous assessment. His score was lower than both the regional and national averages at 72 points. The chairperson registered his best performance on the initiation of development projects in the district where he scored 9 out of 10 points; which was similar to the national average and a point higher than the regional

average. In addition, his performance on the parameter of contact with the electorate was also good with a score of 7 out of 10 points. However, Chairman Bizimana registered his worst performance under the parameter of monitoring service delivery having attained no point. This was mainly due to lack of evidence for the monitoring he could have undertaken as well as follow up actions to cause positive changes. A summary of the Chairperson's performance is presented in Figure 2 and Table 2.

**Figure 2: Kisoro District Chairperson's Performance in Relation to National and Regional Scores**



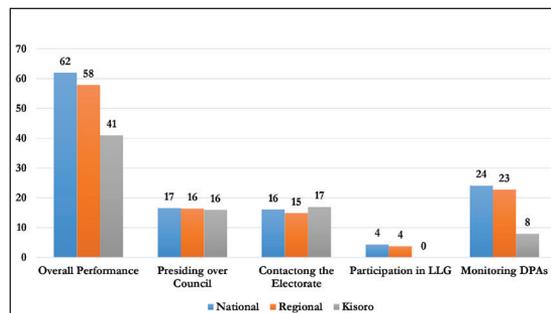
Source: Local Government Councils Scorecard Assessment FY 2018/19

### 2.3 Performance of the District Speaker of Council

During the year under review, the Speaker of Council, Kisoro District was Hon. Amos Hakizimana, who represents Murora Sub County and subscribes to the NRM party. The speaker scored 41 out of 100 points, an improvement by 17 points obtained in the FY 2016/17 assessment. However, this performance was lower than the regional and national averages at 58 and 62 points respectively. Hon. Hakizimana registered an outstanding performance on contact with electorate scoring 17 out of 20 points. This score was higher than both the regional and national scores at 15 and 16 points respectively. The Speaker also registered good performance on the parameter of presiding over council having earned 16 out of 25 points; similar to the regional average and slightly lower than the national average at 17 points. However, the Speaker performed poorly on the parameter of monitoring service delivery with a score of only 8 out of 45 points. In addition, Speaker Hakizimana equally performed poorly

on participation in lower local governments where he did not get any point, although the regional and national averages were also both generally low at 4 out of the 10 possible points. Figure 3 summaries the performance of the District Speaker of Council.

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

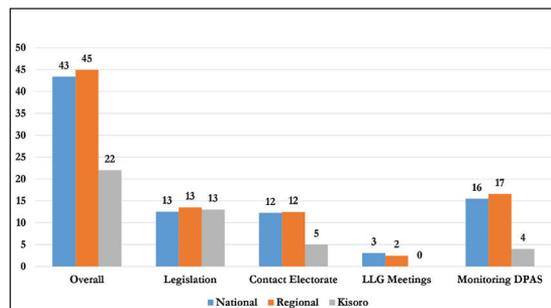


Source: Local Government Councils Scorecard Assessment FY 2018/19

### 2.4 Performance of Kisoro District Councillors

A total of 31 councillors were covered assessed (4 of these councillors were assessed using secondary data). The average performance of the Kisoro District Councillors was 22 out of 100 points. This performance was lower than the national and regional averages at 43 and 45 points respectively. The best performed parameter by councillors was legislation with an average score of 13 out of 25 points. Majority of the councillors did not attend council meetings at the Lower Local Government Level (LLG) obtaining an average score of 4 out of 10 points. Furthermore, there

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



Source: Local Government Councils Scorecard Assessment FY 2018/19

was poor performance in monitoring service delivery in the electoral areas that councillors represent in council. Majority of the councillors were unable to present evidence of monitoring and follow up actions to cause positive change in the various sectors. At individual level, Hon. Aidah Mugenga (Nyakinama Sub County) emerged as the best female councillor in Kisoro District Council garnering 50 out of 100 points. Although he was below average, Hon. John. B. Musabyimana (Busanza Sub County) emerged as the best male councillor in council during the FY 2018/19 assessment. Figure 4 shows the councillors' performance by parameter while Table 4 provides a breakdown of the same for each individual councillor.

### 3.0

#### Critical Factors Affecting Performance

- **Poor documentation and record keeping:** A number of councillors (10) did not have documentation of activities they had undertaken in council or on behalf of council. It was therefore impossible to verify claims made about what they had done in the year under review. This was especially common with maintaining close contact with electorate and monitoring services delivery units.
- **Conflict in the District:** The district administration has faced a number of episodes of conflicts that have resulted in attempts to censure the district Chairperson; created a divided council; boundary conflicts in LLGs; land conflicts; conflicts between the political and technical teams have all polarized council. These conflicts have greatly undermined the performance of the district.
- **Failure to participate in the assessment:** The performance of councillors who failed or declined to participate in the assessment had their performance severely impacted on, as the research team only relied on secondary data (usually not adequate) to assess them.
- **Failure to attend council meetings at Lower Local Governments (LLGs):** The results show that 27 out of 31 councillors did not attend at least 4 council meetings at the lower local government level. Some councillors reported to have attended

some of the meetings but the verification exercise revealed that they neither appeared in the attendance registers at the lower local governments nor featured in the minutes of council of the LLGs.

- **Inadequate Monitoring of Services:** It was noted that majority of the councillors did not individually monitor service delivery in the areas they represent in council. The overall average score for monitoring was dismal (at 4 out of 45 points). In addition, 8 councillors scored zero on this parameter while 23 out of 31 councillors scored less than 5 out of 45 points on the same parameter.

### 4.0

#### Recommendations

- There is need for the district to plan, budget and facilitate district councillors to conduct monitoring in their own electoral areas. This should be coupled with easy to use monitoring tools for elected leaders.
- The district council should regularly plan for capacity building interventions of members of council and technical officials. This would be critical in ensuring that all members of council understand their roles and responsibilities and what is expected of them. This would go a long way in reducing role conflict.
- There is need for a conflict resolution intervention given the nature of conflict at the district. This conflict seems to involve very many stakeholders beyond the district administration. This therefore calls for a constructive engagement of all the parties to these conflicts in order to reach a conclusive point.
- There is need to emphasise record keeping among elected leaders especially for the activities undertaken on behalf of the district council. It should be noted that lack of documentation for activities undertaken was a major contributor for the poor performance.
- There is need for the district councils to encourage councillors to attend council meetings at the LLG level. This will be critical for accountability purposes where district leaders provide information to the LLGs and pick feedback and issues for the district councils to consider and act on.

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

Performance		Legislation										Accountability				Planning and Budgeting				Monitoring Service Delivery											
	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
Max Score	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
Kisoro	38	41	2	0	0	2	0	1	2	2	1	2	12	2	5	5	2	0	14	5	4	2	11	0	0	0	0	4	0	0	4
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	17

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

Identifiers		Performance		Political Leadership							Legislative Role				Contact with Electorate		Initiation of Projects				Monitoring Service Delivery							
Name	Gender	2016/17	2018/19	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
Max Score		100	100	3	5	2	4	2	4	20	2	8	5	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
Abel Bizimana	M	32	34	1	4	2	2	3	10	2	6	0	8	2	5	7	3	1	5	9	0	0	0	0	0	0	0	
Average Score		62	72	2	4	2	3	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	4	2	29	

Table 3: Performance of the Speaker of Council, Kisoro District FY 2018/19

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	Electorate	Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total	
<b>Maximum Scores</b>						100	100		3	9	3	2	3	5	25	11	9	9	20	10	7	7	7	7	7	7	5	5	45
Amos Hakizimana	NRM	Murora	Kisoro	M	2	24	41	71	3	7	1	2	3	0	16	8	9	9	17	0	5	0	1	1	0	0	1	8	
<b>Average</b>					2	57	62	18	3	7	2	2	2	0	17	8	8	8	16	4	5	4	3	4	4	1	3	24	

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

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	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
<b>Maximum Scores</b>					100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	5	5	45
Aidah Mugenga	NRM	Nyakinama	F	1	35	50	43	8	8	5	0	21	3	9	12	0	7	7	3	0	0	0	0	17	
John B. Musabyimana	NRM	Busanza	M	1	45	44	-2	3	8	0	0	11	3	2	5	0	7	5	3	5	5	2	1	28	
Joseph Habyarimana	NRM	Older Persons	M	1	50	36	-28	8	8	0	0	16	8	9	17	0	0	1	1	0	0	1	0	3	
Rose Manirakiza	NRM	Older Persons	F	1	25	32	28	1	8	0	0	9	8	9	17	0	0	0	3	1	0	0	2	6	
Izidol Turusime	NRM	Nyundo	M	1	35	31	-11	8	8	0	1	17	0	9	9	0	1	1	1	1	1	0	1	5	
Judith M.Bagaragaza	NRM	Southern	F	1	28	29	4	8	8	0	0	16	0	9	9	0	1	1	1	1	1	0	0	4	
Emmanuel Ntabanuye	NRM	Kanaba	M	1	22	28	27	6	8	0	0	14	0	2	2	0	0	1	0	1	0	1	4	12	
Wilson Kazimili	NRM	Chahi	M	1	47	27	-43	8	8	0	0	16	0	5	5	0	1	0	0	5	0	0	0	6	

Name		Political		Constituency		Gender		Terms Served		Performance			Legislation				Contact Electorate			LLG	Monitoring Service Delivery							
										2016/17	2018/2019	% Change	Penalty	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Sub County Meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR
<b>Maximum Scores</b>								<b>100</b>	<b>100</b>		<b>8</b>	<b>8</b>	<b>5</b>	<b>4</b>	<b>25</b>	<b>11</b>	<b>9</b>	<b>20</b>	<b>10</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>7</b>	<b>5</b>	<b>5</b>	<b>45</b>
Grace Kyarikunda	NRM		Nyundo & Bukimbiri	F	1	31	26	-16	8	8	0	0	16	0	9	9	9	0	0	0	0	0	0	0	0	0	0	1
Alex Nambajimana*	IND		Central Div	M	1	23	25	9	8	8	0	0	16	0	5	5	4	4	0	0	0	0	0	0	0	0	0	0
Elizabeth Tereraho	NRM		Muramba	F	2	30	25	-17	8	8	0	0	16	0	5	5	4	4	0	0	0	0	0	0	0	0	0	0
Henry Mugisha	NRM		Nyarubuye	M	1	23	25	9	1	8	0	0	9	0	5	5	4	4	0	1	0	1	4	0	1	7		
Enid Akanyana*	NRM		Youth	F	1	36	23	-36	8	8	5	0	21	0	2	2	0	2	0	0	0	0	0	0	0	0	0	0
Florence Nkuranga	NRM		Nyakabande	F	2	48	22	-54	8	8	0	0	16	0	5	5	0	5	0	1	0	0	0	0	0	0	0	1
Expedito Byensi*	NRM		Nyakabande	M		29	21	-28	8	8	0	0	16	0	5	5	0	5	0	0	0	0	0	0	0	0	0	0
Joseph Muhozi	NRM		Nyakinama	M	1	34	21	-38	1	8	0	0	9	0	9	9	0	9	0	1	0	0	1	0	0	0	3	
Festus Bahinyuza	NRM		Nyabwishenya	M	1	28	20	-29	8	8	0	0	16	0	2	2	0	2	0	1	0	0	0	0	0	0	2	
Joseph Rukema	NRM		Workers	M	1		20		8	8	0	0	16	0	2	2	0	2	0	1	0	0	0	0	0	2		
James Agaba	NRM		Southern Div	M	1	37	19	-49	8	8	0	0	16	0	2	2	0	2	0	0	1	0	0	0	0	0	1	
James Agaba	IND		Kirundo	M	1	21	18	-14	0	8	0	0	8	0	5	5	0	5	0	5	0	0	0	0	0	0	5	
Cossum Kakyiga	NRM		PWD	F	3	26	18	-31	0	8	0	0	8	0	3	2	5	5	0	0	1	1	0	1	1	1	5	
Imelda Kwizera	NRM		Nyarusiza	M	1	39	17	-56	1	8	0	0	9	0	3	5	8	8	0	0	0	0	0	0	0	0	0	0
Peter Ntwari	NRM		Northern/ Central	F	1	20	16	-20	1	8	0	0	9	0	5	5	0	5	0	0	0	0	1	0	0	0	2	
Peninah Habyara	NRM		Nyarubye Busanza	F	1	32	16	-50	1	8	2	0	11	0	2	2	0	2	0	1	0	1	0	0	0	1	3	
Feresta Kampire	NRM		Nyabwishenya & Kirundo	F	2	25	15	-40	1	8	0	0	9	0	5	5	0	5	0	0	0	0	0	0	0	0	1	
Norah Nyiramahoro	NRM		Muramba	M	1	36	14	-61	1	8	0	0	9	0	2	2	0	2	0	0	0	1	0	0	1	0	3	
Innocent Kwizera	IND		Bukimbiri	M	1	16	13	-19	3	8	0	0	11	0	2	2	0	2	0	0	0	0	0	0	0	0	0	0
Epaphura Nsabiya	IND		Workers	F	1		13		1	8	2	0	11	0	2	2	0	2	0	0	0	0	0	0	0	0	0	0
Jenipher Nsaba	IND		Kisoro Municipality	M	1	12	12	0	1	8	0	0	9	0	2	2	0	2	0	0	0	0	0	0	0	0	1	
Edson Mbyariyehe	IND		Nyarusiza/ Chhi	F	1	51	11	-78	1	8	0	0	9	0	0	0	0	0	0	0	0	1	0	1	0	0	2	
Mary S. Mbonigaba	NRM		Kanaba Muroa	F	1	26	0	-100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Annet Kansiiime*	NRM																											
<b>Average</b>						<b>31</b>	<b>22</b>	<b>-24</b>	<b>4</b>	<b>8</b>	<b>0</b>	<b>0</b>	<b>13</b>	<b>1</b>	<b>4</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>4</b>

\*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.

## ABOUT THE AUTHORS

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