



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Buliisa District Council Score-Card Report 2009/2010



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Advocates Coalition for Development and Environment
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ABBREVIATIONS

ACODE	Advocates Coalition for Development and Environment
BMU	Beach Management Unit
CAO	Chief Administrative officer
CBG	Capacity Building Grant
CBO	Community Based Organization
CBP	Capacity Building Plan
CDD	Community Driven Development
CFO	Chief Finance Officer
CSOs	Civil Society Organizations
CSR	Co-operate Social Responsibility
DDP	Deepening Democracy Programme
DDP	District Development Plan
DPU	District Planning Unit
ENR	Environment and Natural Resources
FAL	Functional Adult Literacy
FIEFOC	Farm Income Enhancement and Forestry Conservation
HC	Health Centre
HMIS	Health Management Information System
LGBFP	Local Government Budget Framework Paper
LGDP	Local Government Development Programme
LLG	Lower Local Government
MTEFW	Medium Term Expenditure Framework
NAADS	National Agricultural Advisory Services
NGO	Non-Governmental Organization
NPPA	National Programme Priority Areas
NUSAF	Northern Uganda Social Action Fund
PAC	Public Accounts Committee
PAF	Poverty Action Fund
PHC	Primary Health Care
PMA	Plan for Modernization of Agriculture
PRDP	Peace Recovery Development Programme
PWD	Person with Disability
RGC	Rural Growth Centre
SFG	School Facility Grant
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education
USE	Universal Secondary Education

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The Buliisa Local Government performance report is part of the Local Government Councils' Score-card Initiative (LGCSCI) which is a 10-year project implemented by ACODE. The main objective of this initiative is to improve the quality of service delivery at the local government level across the country and build the demand side of democracy by citizens from their elected leaders. Launched in 2009, the project which was initially implemented in 10 districts has since been expanded to cover 26 districts including Buliisa. During the assessment, the researchers employed a wide range of participatory research methods which included literature review, unstructured interviews and focus group discussions. The Buliisa research team would like to thank the Local Government councilors for their support and cooperation during fieldwork. The research team is also grateful to the citizens who participated in focus group discussions across the district and provided the information that was vital for the completion of the research. Their active involvement and enthusiasm during the discussions was encouraging.

ACODE is also grateful to Mr Mukotani Rugyendo who reviewed and edited this research report. It should be noted that the authors of this report benefited a lot from the intellectual backstopping provided by Mr Rugyendo and, for this, are grateful. In the same vein, the team is also indebted to all other individuals who contributed to the production of this report in one way or the other.

EXECUTIVE SUMMARY

Buliisa District Local Government is one of the 20 local governments that were assessed under the Local Government Councils' Score-card Initiative being implemented by ACODE currently in 26 districts of Uganda. This report provides the findings and policy recommendations arising out of the Buliisa District Local Government Score-card performance assessment for the Financial Year 2009/2010. Developed by the Advocates Coalition for Development and Environment (ACODE), the Score-card Monitoring tool seeks to deepen decentralization to deliver effective governance and quality goods and services to the citizens. The local government system as provided in the Constitution of the Republic of Uganda 1995 and operationalized by the Local Government Act 1997 was premised on the realization that decentralization was to ensure effective governance through devolution of functions and powers to the people at appropriate levels. For quite some time, decentralization seemed to deliver on its stated objectives. However, in recent times, service delivery started to decline especially in the sectors of education, health, agriculture and works. Through the Local Government Councils Score-card Initiative (LGCSCI), ACODE seeks to contribute to improved performance of selected local governments by assessing their performance using an open and transparent mechanism. Beyond the assessment, the LGCSCI seeks to empower the communities by delivering issue-based civic education that will enable them to demand accountability from the elected leaders.

The Local Government Councils' Score-card is a set of indicators that assess the performance of local government political leaders and local council organs in selected districts of Uganda. The indicators are developed based on the core mandate, responsibilities and functions as set out in the Constitution and the Local Government Act. Local Government Councils, district chairpersons, district speakers and councilors are assessed to determine how best they perform their political responsibilities and functions as set out in the Local Government Act 1997(as amended). Based on the assessment, the major limitations to performance are identified and policy response options to improve their performance suggested. The overall objective of the assessment is to provide evidence-based policy options needed to improve the role of local government councils in service delivery, the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils' Score-card initiative seeks to complement existing local government performance assessments and, in particular, the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments conducted by the Ministry of Local Government.

The first Local Government Councils' Score-card covering the Financial Year 2008/09 was conducted in 10 local governments. The second score-card assessment covering the Financial Year 2009/10 covers 20 local government councils including Buliisa District Local Government. This is the first time that Buliisa District Local Government is being assessed using the Score Card.

The overall score for Buliisa district is 38%. While the score reveals lower performance, the district has made great strides in development considering the fact that the situation was worse at the time the district was established. More so, the leadership was not cooperative during the time of assessment. However this situation has since changed with the leadership embracing the initiative and promising cooperation and information sharing. The assessment highlights major areas of strength, challenges and proposed interventions.

It should be noted that the Local Government Score-card Initiative was the first evidence based independent research conducted in Buliisa District. The assessment established that Bullisa as a new district faces a number of challenges which have to be addressed for it to improve service delivery and development. These challenges are as follows:

a) Political/legislative

Although Buliisa was granted district status, the number of councilors was very small and they could not constitute the different standing committees of the Council. The Council then decided to constitute a multi-purpose committee to handle all standing committee meetings. The research team noted that the multi-purpose committee meeting could not play an oversight role to the Council. As a result, the Council lost marks during the assessment.

Secondly, no induction training was given to the councilors to enable them perform their constitutional roles objectively. They had to learn on the job. Noteworthy also is that some councilors joined the District Council late after new sub-counties were formed and these also did not get induction training on council proceedings.

Third, the district does not have Council chambers, a library and councilor's lounge where they could do research and access relevant information to inform council debates on national policy matters. During the entire tenure of office of the pioneer District Council, no focused study tour of other districts was organized and this denied the councilors an opportunity to learn from other districts to inform their own deliberations.

Fourth, while the Audit Department and Public Accounts Committee did a commendable job, the Council did not debate their reports and follow-up actions based on the recommendations. This compromised their oversight role in the Council in respect to administrative accountability.

b) Contact with the electorate

Fifth, while the voters are aware of their civic rights, they continue demanding material benefits from the councilors, and hence pose a challenge to the councilors who fear to organize regular consultations with them. In fact, it was established that some councilors dodge meetings with the electorate to avoid being pestered to share their allowances with them. The councilors are not well facilitated to conduct consultations like their counterparts in the national Parliament. It has thus become increasingly difficult for them to even open simple contact offices where the electorate could interact with them.

Sixth, there has generally been poor documentation of activities by both the District Council and individual councilors, which has undermined efforts to follow up their activities.

c) Participation in lower local governments

Seventh, the councilors are detached from the lower local governments that they represent in the district. This is often blamed on poor communication as most councilors confessed that they are never invited to attend the lower local government council meetings. This denies the lower local government councils opportunity to present their issues to be taken up at the district level, and also receive feedback from the district councilors about developments at the district level.

d) Monitoring Service Delivery on National Priority Program Areas

Another challenge relates to the mandate of the District Council through the executive and standing committees to monitor government development programmes to ensure effective service delivery in line with the district's Vision, Mission and Objectives. No deliberate efforts were made to ensure routine monitoring of service delivery in the national priority programme areas which compromised the quality of services more especially Functional Adult Literacy whose existence and relevance many councilors doubted.

Finally, there is the challenge relating to the uniqueness of internal contradictions in the district's politics. Although, all the councilors subscribed to the ruling NRM party, politics characterized by the "Bero" and "Umoja" factions within the ranks of the local politicians were identified by the electorate as one of the major obstacles affecting effective service delivery. This has culminated in factionalism being the basis on which councilors determine beneficiaries of government programmes and take Council decisions.

Policy Recommendations

While the research findings revealed that the state of service delivery in Buliisa was wanting, it hoped that such a situation will be improved if the various stakeholders implement the following recommendations.

1. Local Government should deepen Induction Training.

The research established that most councilors in Buliisa did not understand their roles, and responsibilities as provided for in the Local Government Act which impacts negatively on their performance. Consequently, it is recommended that induction training should be organized for councilors and supplemented by annual retreats and focused study tours of other districts to improve their performance effectiveness and competence in executing their constitutional mandates.

2. Buliisa Local Government should operationalise all committees.

All the mandatory committees of the Council should be instituted and made functional. During the assessment, it was found out that, due to lack of enough councilors, the district put together a general purpose committee instead of standing committees. While the general purpose committee served to fill the vacuum, its continued usage could undermine effectiveness and accountability by the District Council.

3. Establish a functional library.

While the District Council has made efforts to build the district headquarters, it should make similar efforts to ensure that the district council chambers, library and council lounge are put into place to enable freedom of access to information by councilors and the general public.

4. Audit and Public Committee Reports should be debated.

The District Council should take serious steps to ensure that Audit and Public Accounts Committee reports are debated, and recommendations effected to ensure administrative accountability. At the same time, the citizens should be informed of projects implemented in their areas to ensure public accountability.

5. Chairperson should take monitoring seriously.

The District Council should consider monitoring of government programmes and projects as their normal routine and monitoring reports should be presented to the Council and follow-up actions taken in a timely manner.

6. Improve documentation of records.

Documentation and record keeping should be a major priority for the Council and individual councilors to ensure efficiency and effectiveness in service delivery.

7. Councilors must visit electorate regularly.

As a constitutional mandate, councilors should endeavour to consult and inform their electorate on a regular basis so as to present their real development needs instead of perceived ones. It is also recommended that Functional Adult Literacy should be given priority if literacy levels among adults are to be uplifted.

This is the Buliisa District Local Government performance assessment report for the Financial Year 2009/2010. Buliisa District Local Government is one of the 20 local governments that were assessed using the Local Government Councils' Score-card. Developed by the Advocates Coalition for Development and Environment (ACODE), the Score-card monitoring tool seeks to deepen decentralization to deliver effective governance and quality goods and services to the citizens. The local government system as provided in the Constitution of the Republic of Uganda 1995 and operationalized by the Local Government Act 1997 was premised on the realization that decentralization was to ensure effective governance through devolution of functions and powers to the people at appropriate levels. For quite some time, decentralization seemed to deliver on its stated objectives. However, in recent times, service delivery has started to decline especially in the sectors of education, health and works. Through the Local Government Councils' Score-card Initiative (LGCSCI), ACODE seeks to contribute to improved performance of selected local governments by assessing their performance using an open and transparent mechanism. Beyond the assessment, the LGCSCI seeks to empower the communities through delivering an issue-based civic education that enables them to demand for accountability by the elected leaders.

The Local Government Councils' Score-card is a set of indicators that assess the performance of local government political leaders and local council organs in selected districts of Uganda. The indicators are developed based on the core mandate, responsibilities and functions as set out in the Constitution and the Local Government Act. Local government councils, chairpersons, speakers and councilors are assessed to determine how best they perform their political responsibilities and functions as set out in the Act. Based on the assessment, the major limitations to effective performance are identified and policy response options to improve performance presented. The overall objective of the assessment is to provide evidence-based policy options needed to improve the role of local government councils in the delivery of public services and the deepening of democracy and accountability in Uganda. By focusing on the political side of the local government system, the Local Government Councils' Score-card initiative seeks to complement existing local government performance assessments and in particular the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments conducted by the Ministry of Local Government.

The first Local Government Councils' Score-card covering the Financial Year 2008/09 was conducted in 10 local governments.¹ The second score-card assessment covering the Financial Year 2009/10 covers 20 local government councils including Buliisa District

¹ The first assessment covered the districts of Kampala, Amuria, Amuru, Hoima, Kamuli, Mbale, Moroto, Nebbi and Ntungamo.

Local Government.² This was the first time that Buliisa District Local Government is being assessed using the score-card.

The report is organized in eight sections. Section 2 after this introduction details the methodology of the study, while Section 3 gives a summary of the district background. In Section 4, the state of service delivery in the district is critically analyzed, while Section 5 focuses on Buliisa's budget and revenue architecture. Section 6 presents the score-card findings and interpretation. The focus of Section 7, on the other hand, is a correlation between the district performance and the quality of public services. Finally, Section 8 provides the conclusion and recommendations.

2 In addition to Hoima, the following districts were covered during the second assessment: Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kampala, Kamuli, Luwero, Mbale, Mpigi, Moroto, Moyo, Nakapiripirit, Nebbi, Ntungamo, Rukungiri, Soroti and Mukono.

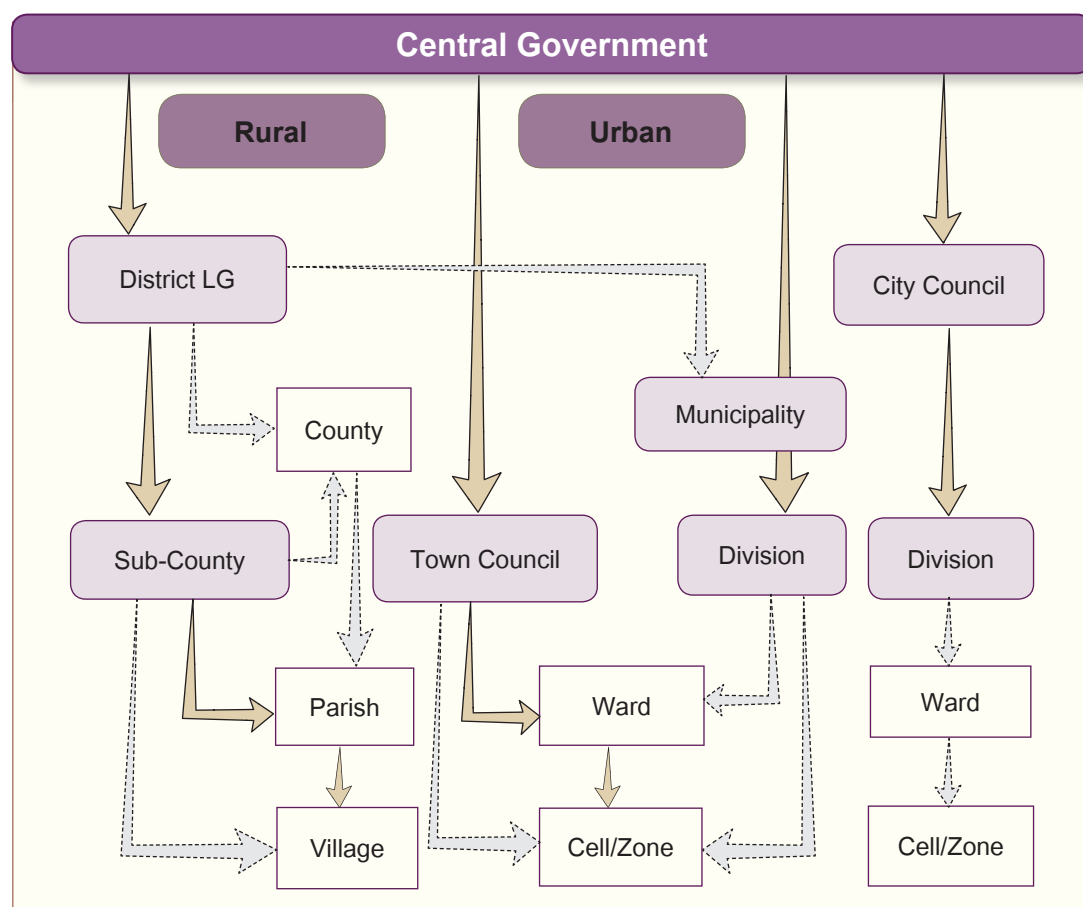
The Local Government Councils' Score-card uses a standard methodology and a set of qualitative and quantitative indicators to assess the performance of local government council leaders. The score-card was initially developed in 2009. Following the publication of the first score-card³ and the feedback from the outreach process, the indicators were revised to address a number of deficiencies that became apparent. The revised score-card departs from the original one in three fundamental ways. First, the revised indicators are more aligned to service delivery objectives where councillors are assessed by their substantive contributions to monitoring and promoting the delivery of public services across the five national priority programme areas (NPPAs). Second, local government councils are assessed on the extent to which they address national public policy issues such as corruption, governance and respect for human rights. Finally, a set of indicators that measure the extent to which councillors provide feedback to their constituencies are included in the score-card.

2.1 Building Block for the Score-card Indicators: Who is assessed?

The local government structure is the primary building block for the score-card indicators. As shown in Figure 1, the local government structure comprises two distinct components. First, the organs that are shown in block shades are constituted under the Local Government Act as corporate entities with power to sue and be sued. Most importantly, they can receive public funds and are primarily responsible for the delivery of public services in their local jurisdiction. Theoretically, at each level, a council is established as the local government of the area with full political, executive, legislative and administrative powers. While the score-card can be applied at each of these levels with necessary modification, the current assessment only focuses on the organs of the District Local Government Council: the Council; individual Councillors; the Chairperson; and the Speaker.⁴ Secondly, the local government council organs in the unshaded blocks are largely administrative units. With no official budgets of their own, how the organs of local governments are used to ensure the delivery of public services and deepening governance is a responsibility of the legally mandated council organs or the central government.

3 The 2008/09 Score-card was undertaken in 10 districts of Moroto, Amuria, Mbale, Kamuli, Kampala, Luwero, Ntungamo, Hoima, Nebbi and Amuru.

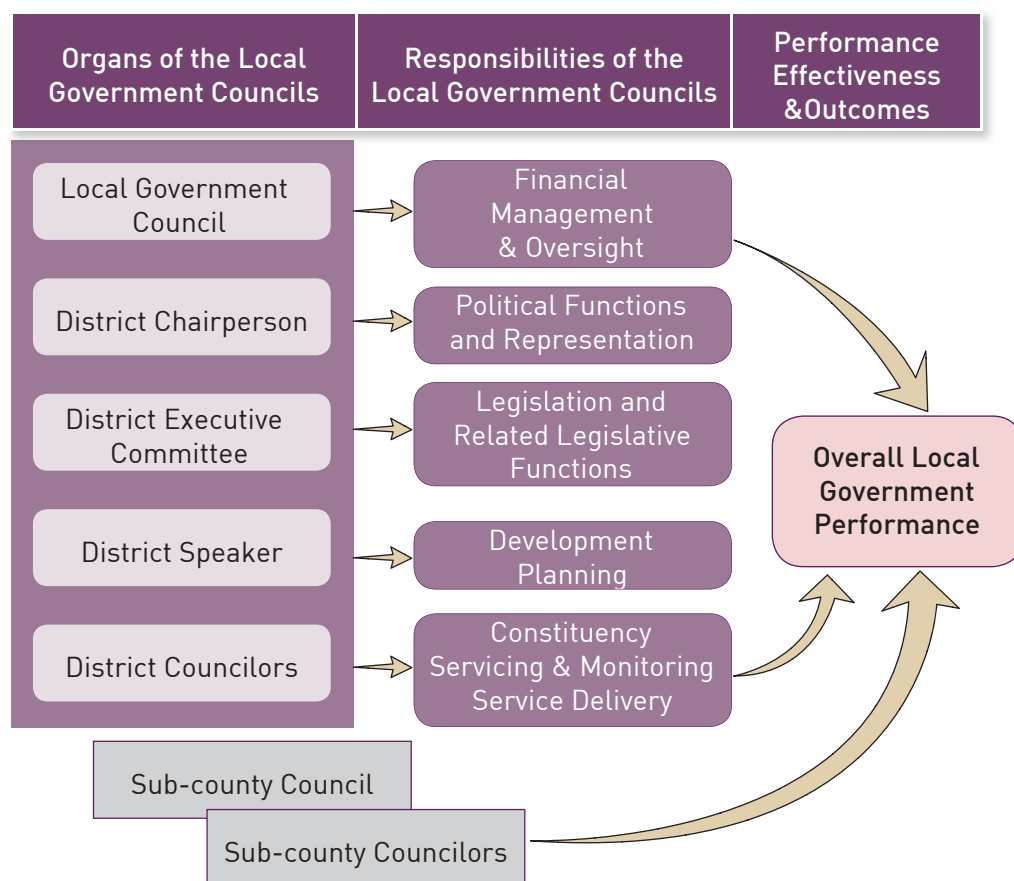
4 c/d include note that financial and human resource limitation inhibit extending the score card to LCIII

Figure 1: Structure of District Local Governments in Uganda⁵

2.2 The Building Blocks for the Indicators: What is assessed?

As shown in Figure 2 below, the responsibilities and functions of the Local Government Councils are grouped into five broad categories that are generally referred to as performance parameters in the score-card: financial management and oversight; political functions and representation; legislation and related legislative functions; development planning; and constituency servicing and monitoring of service delivery on five national priority programmes.

⁵ Modified from the structure of the local government system in Uganda, see Tumushabe, Godber, et al (2010). Monitoring and Assessing the Performance of Local Governments in Uganda. Background, Methodology and Indicators. ACODE Policy Research Series No. 31. ACODE, Kampala.

Figure 2: Key Aspects of the Local Government Councils Performance

The local government councils' score-card is premised on a theory of change that by providing data and information on the performance of local political leaders, citizens will demand for accountability and effective service delivery, and hence trigger a vertical spiral of demand up to the national level.⁶ An empowered citizenry will trigger the necessary reforms that are essential for creating an environment in which the delivery of public services is responsive to the majority of citizens. In the theory of change, demand-induced performance by the local government council leaders and increased demand for accountability on national leaders will have a positive impact on the overall performance of the local government. Consequently, beyond the scores of each organ of council, the assessment seeks to establish the causal-effect relationship between the performance record of local council political leaders on the one hand, and the quality of service delivery and accountability on the other.

2.3 Score-card Assessment Methodology

The methodology for undertaking the score-card is designed to achieve a number of objectives. The methods used include: literature review; inception meetings; interviews; and focus group discussions (FGDs). First and foremost, the primary objective is to

⁶ For more detailed information on the Theory of Change refer to Godber et al. Monitoring and Assessing the Performance of Local Government Councils in Uganda, ACODE Policy Research Series No. 31, 2010.

collect qualitative and quantitative data on the status and trends on key service delivery indicators in the selected local governments. Secondly, the process of undertaking the assessment helps the councils learn more about their roles and how best they can perform those roles and effectively represent the interests of their electorate. Thirdly, while focus group discussions are designed to collect information on the perceptions of voters as well as validate the data and information from councilors, the meetings also act as civic empowerment platforms.

Based on the information derived from the literature review, the fieldwork took the form of interviews and focus group discussions. Individual interviews were organized with the district councilors, the chairperson and the speaker. The interviews provide the opportunity to discuss with the respondents the scores that they may obtain based on the information and documentation available about their performance. For the 2009/10 Financial Year, Buliisa district local government Council had a total of 8 councilors. All the councilors participated in the assessment. Focus group discussions were organized in each of the 3 sub-counties. As already alluded to above, besides providing an opportunity for validating the reports from councilors, FGDs also provide an opportunity for civic education for the participating members. In Buliisa district local government, the FGDs were attended by 45 participants of whom 18 were women and 37 men. A standard guideline (Annex2) was used for conducting the FGDs.

Finally, observation and photography were employed as a research method to triangulate information provided by the councilors during the score-card administration. Through direct observation, the researchers were able to verify reports from councilors especially with regard to community projects and other information on service delivery. In addition, the research team also attended three council sessions to observe the proceedings and debates.

Buliisa District is one of the newly created districts, having come into existence by an Act of the Eighth Parliament of Uganda in 2006 when it was carved out of Masindi District. The district started its operations in the Financial Year 2007/2008. The district is located in mid-western Uganda with Nebbi, Nwoya, and Masindi as her neighbor districts in the northwest, northeast, east, and south respectively. The western part of the district on the other hand, is bordered by Lake Albert and the Democratic Republic of Congo. Much of the district's 3200sq km lies in the Western Rift Valley floor with the highest point being 1,800 metres above sea level⁷. In addition to the rift valley, the district is home to other physical features such as Bugungu Game Reserve, Murchison Falls National Park and Budongo Forest Reserve.

3.1 Political and Administrative Structure

Buliisa District is made up of one county which is Buliisa County that is subdivided into Biiso and Buliisa sub-counties and Buliisa town council. In total, there are six rural parishes, four town wards and 90 village councils. The District Council comprises nine elected representatives with at least one from each sub-county. The council comprises five sectors, each headed by an executive member of the council. The district is headed by the Chairperson who is also Secretary for Works and Technical Services.

3.2 Population and livelihood

In terms of population, the district during the year of assessment had a total of 104,934 of whom 51% are female and with a population density 65 persons per sq km. The majority of the population is mainly concentrated along the shores of Lake Albert in the rift valley floor and up the escarpment. In addition, children under 18 years constitute 60% of the total population in Buliisa District. In terms of livelihood, the district is characterized by a highly rural population that is dependent on agriculture and fishing. This rural economy coupled with political and economic marginalization of the region has escalated the poverty prevalence. This makes the district one of the poorest in the country with over 90% of the population considered to be poor. Malnutrition is prevalent, with 26.8% of children reported to be stunted and 18.4% underweight.

⁷ Buliisa District Development Plan 2010

Table 1: Buliisa District Demographic Indicators 2010

Sub-County	Parish	House holds	Villages	Males	Females	Total
Biiso	3	6,861	39	24,286	24,356	48,642
Buliisa	3	7,715	43	25,535	26,989	52,524
Buliisa Town Council	4	-	8	1,752	2,016	3,768
Total	10	14,576	90	51,573	53,361	104,934

Source: Buliisa District Development Plan 2010

4

SELECTED SOCIO-ECONOMIC INDICATORS FOR BULIISA DISTRICT

4.1 Primary Education

Buliisa District has 32 primary schools, five secondary schools and an Army Field Artillery School in Butiaba as the only tertiary institution. Although the education sector receives the biggest budget allocation in the district, this does not automatically translate into better education service delivery. Table 2 gives a detail of the key education indicators in the district.

Table 2: Key education indicators

Buliisa		2005	2006	2007	2008	2009
Accessibility Indicators	Net Intake			53.3	57.5	76.6
	Net Enrolment			85.4	100	121.7
Quality Enhancement	Pupil teacher ratio		74	85	68	72
	Pupil classroom ratio		99	109	101	103
Accessibility Indicators	Net Intake			54	55.4	65
	Net Enrolment			116.7	106	122.6
Quality Enhancement	Pupil teacher ratio	67	55	75	57	54
	Pupil classroom ratio	94	81	83	75	70

Source: UBOS Statistical Abstract 2010

Figure 3: Collapsed inner wall of the pit latrine Pit latrine at Kihungya Primary School



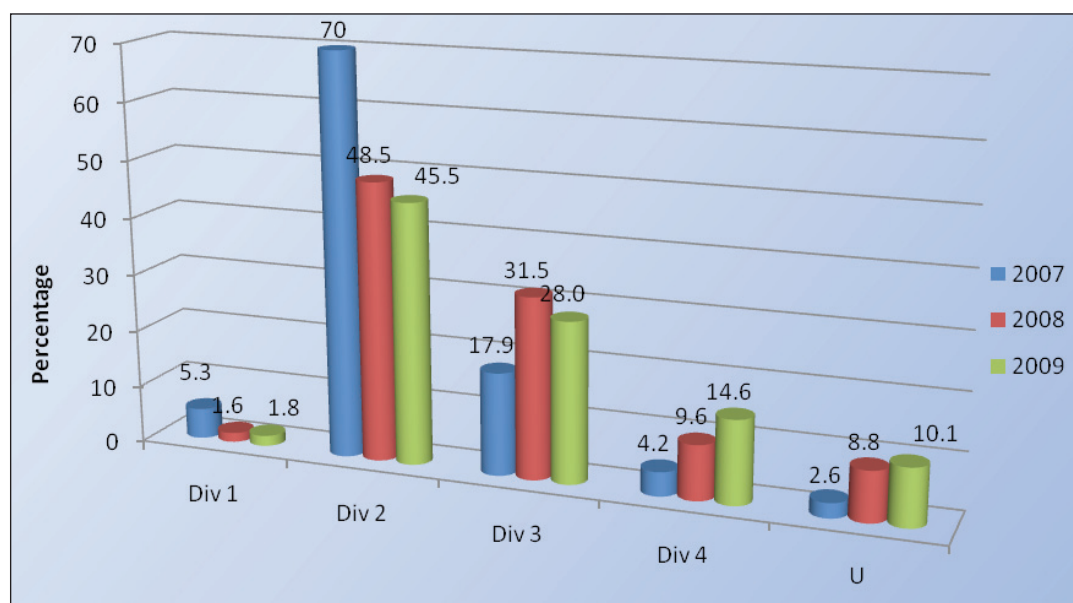
The education sector particularly the primary education sub-sector in the district is faced with challenges of inadequate classrooms, desks, scholastic materials, lack of staff houses, insufficient teachers and a long process of recruited teachers accessing the payroll. There has also been a steady decline of UPE capitation grants that are not remitted timely, which greatly affects primary education. Worth noting also is inadequate facilitation of the Education Department in the district to be able to conduct routine school inspection visits to improve the quality of education service delivery.

One participant that was interviewed pointed out that:

Children and teachers go to school any time they want without following time and nobody seems to mind. In spite of the roll call conducted in classes, children simply roam outside while lessons are in progress.

These poor conditions can be seen in the outcome indicators mainly exhibited by the poor performance in the district over the years. In the year under assessment, only 1.8% of the pupils that sat for Primary leaving Exams (PLE) in the district passed in Division 1. Figure. 2.

Figure 4: PLE performance in Buliisa 2007-2010



Source: UNEB 2011

2.2 Health

The District Council has made significant achievements in ensuring that health service delivery is improved and the distance to health facilities reduced. This has been achieved by opening up health centres at parish levels and improving the infrastructure. A notable example is Bugoigo Health Centre where the district constructed a new block with improved sanitary facilities. It should be noted also that the district does not have any hospital. There is only one health centre IV located in Buliisa Town Council with few beds

to facilitate curative, preventive, disease control, surveillance and other health services. In addition, there is one health centre III (Biiso Health Centre), and six health centre IIs distributed throughout the sub-counties. Tullow Oil Uganda Ltd is also building a health centre IV in Buliisa Sub-County to provide improved health services to the population under its Corporate Social Responsibility Programme.

Table 3: Health indicators

Buliisa	Public Health	Pit latrine coverage	50	49	49
	Immunization	BCG	88	114	58
		Measles	62	116	40
		OPV3	66	90	46
		DPT3	66	92	105
	Health Unit utilization	OPD	0.7	0.6	0.4
		Deliveries in health units	18	28	8
		HIV/AIDS Service Availability	65	20	125
		Pregnant women receiving 2nd dose Fansidar for IPT	34	44	50

Source: UBOS Statistical Abstract 2010

Inadequate staffing and staff retention is a big challenge as Buliisa is considered to be one of the hard-to-reach areas by the existing staff. Drug stock out is also one of the common problems affecting health service delivery. It was established during fieldwork that the under-dosage given to patients only increases disease resistance to drugs subjecting patients to more complex health problems. Immunization services are rare and wanting as outreach programmes have collapsed. Services at the health centres are not effective, which leads to increased mortality among children and expectant mothers suffering from immunizable diseases. Inadequate accommodation for staff has forced many to look for accommodation elsewhere, resulting into late coming to work and leaving early, with nobody to attend to emergencies especially at night. Ambulances that are supposed to provide services especially for maternal health have been grounded. This poses a risk to patients who need the services.

One of the participants from Wanseko landing site summarized the situation of health services in Buliisa as follows.

Health centres are not useful to the patients. Panadol is given to treat all ailments and if you are lucky to get the drugs, you are given under-dose but in most cases there are no drugs.

Figure 5: Maternity Ambulance rotting



A similar observation was made in Buliisa Town Council by a participant who said that:

There is congestion in the Health Centre IV especially in the main ward, poor sanitation where animals, especially goats and chicken, share space with patients and no ambulance for emergencies especially expectant mothers

Another woman from Kihungyha had this to say about the health services:

The staff report late for work and leave early. It is difficult to get a nurse or midwife to attend to expectant mothers on labour; there are no immunization services; nobody to attend to emergencies especially at night and when admitted, there are no mattresses in addition to few beds.

The research team took particular interest in Buliisa Health Centre 1V which also doubles as a Sub-District Health Centre. It was established that the health centre has no qualified doctor even though as a Sub-District Health Centre it is supposed to be managed by a qualified doctor. There were only four nurses and a clinical officer in charge of the health centre. There was one ward that was shared by children, female and male patients and the place was congested. Staff manifested a lot of fatigue due to handling of a high number of patients. Two ambulances packed at the health centre were grounded (and this appeared to have been for a long time). The general picture of the health centre and the dilapidated buildings gave an indication of breakdown of the services.

When the research team inquired from one of the staff on duty whether the district had been informed about the state of the health centre, there was a readily available answer. The staff who did not want to be identified noted that even the District Chairman came to the health centre frequently and everybody concerned knew what was happening.

Figure 6: A child admitted in Buliisa Health Centre IV**Figure 7:** Nurses room which was Empty

With regard to water coverage, most of the respondents were happy that a lot had been done by the district local government to ensure safe water was accessed by all. There is piped water in the Town Council, Wanseko and a gravity water scheme to Biiso and Butiaba. Many wells have also been protected and shallow wells built by Uganda Red Cross Society. However, in some villages, it is still difficult to get water as people travel between five and seven kilometres to access clean water.

Table 4: Health Centres Classification by Ownership

Facility	Level	Government	NGO	Private	Total
Hospital		0	0	0	0
Health centre	IV	1	0	0	1
Health centre	111	1	0	0	1
Health centre	11	5	0	1	6

Source: Buliisa District Development Plan 2009/10-2011/2012

4.3 Water and Sanitation

Much effort has been made by the district in partnership with Uganda Red Cross Society to improve water and sanitation in the district. Gravity water schemes such as Butiaba and Biiso and sanitation projects distributed in several villages such as Busingiro, Kihunghya and Bugoigo constitute a major achievement for the district. However, some shallow wells and boreholes tend to dry up during the prolonged dry season and pump breakdowns force many to move long distances in search of clean water.

Latrine coverage is low especially along the lake shores as a result of high water table and sandy nature of the soils that do not support pit latrines. Deliberate efforts need to be taken by the district to improve water and sanitation especially along the shores of Lake Albert where cholera and other water-borne diseases are common due to poor hygiene.⁸

Table 5: Water indicators in Buliisa district

General Characteristics	Population	Population Population served	76,900 60,628
	% Access	Rural	81
		Urban	72
		Total	79
	% Functional	Rural	74
		Urban	79
		WFP	-
Point Water Sources	Protected springs	Functional	28
		Non-functional	2
		Total	30
	Shallow wells	Functional	57
		Non-functional	19
		Total	76
	Deep boreholes	Functional	37
		Non-functional	30
		Total	67
	Rainwater harvesting tanks	Functional	11
		Non-functional	2
		Total	13
Water for Production	Dams	Functional	0
		Non-functional	0
		Total	0
	Valley tanks	Functional	0
		Non-functional	0
		Total	0

Source: Ministry of Water 2010

⁸ Interview with members of a focus group discussion in Buliisa during fieldwork in May 2011.

4.4 Agriculture

Agriculture is a key sector that provides livelihood to the majority of the communities in the district. The major agricultural activities in the district are crop production (both food and cash crops) and animal husbandry (especially cattle, goats and sheep) in the rift valley area. The NAADS programme is one of the key government interventions aimed at poverty eradication through agricultural modernization. Every financial year, the government sends special funds to support the NAADS programme which are used to provide advisory services, provide technologies for farmer groups among others. It should be noted that NAADS in Buliisa district faces many challenges, some of which are national while others are local.

A key national challenge facing NAADS that was established during fieldwork is the top-down approach in designing the programme and its politicization. Politics has made the programme look like a token by government to rural communities. Consequently, most participating communities have mistaken NAADS money with government appreciation (*Akasiimo*) for their support to the NRM especially during elections.

Other local challenges to NAADS include selection of beneficiary farmers inclined to other political party affiliations and connections with people with influence, substandard technologies and poor seeds and breeds that are provided sometimes in off-season periods.

Another challenge facing agriculture is the valuation of farmers' crops especially in oil exploration sites where communities complain that the district valuation and that of the central government are inconsistent, leading to lower values being given as compensation in cases where gardens are destroyed to allow construction. Communities were unhappy with the compensation rates for crops destroyed by oil exploration companies.

Consequently, the research team recommends that the District Council should take urgent measures to address this discontent among the people and ensure that agricultural services contribute to improved livelihoods.

It is suggested that the government should introduce the participatory approach in the implementation of the NAADS programme instead of using a top-down approach. The participatory approach is aimed at addressing the real needs of the farmers as opposed to their perceived needs.

Commenting on the status of agriculture in the district, most respondents identified NAADS as a key programme that was being accessed by farmers. However, they had reservations about the way the programme was being implemented, especially the advisory services and technologies given to farmers.

One respondent in Buliisa Town Council had this to say about NAADS:

Service providers recruited are not of help to farmers. I went to a service provider to help in treating my sick goat and I was referred to the District Veterinary Officer who was difficult to get as an ordinary farmer.

Another participant noted that tiny goats and piglets are given to farmers and these take long to mature in order for the farmers to realize income yet the purpose of the NAADS programme is to uplift the poor so as to enable them have improved livelihoods. When asked to mention who was responsible for the state of their life, participants mentioned the central and local governments; district and sub-county chairpersons; councilors; members of parliament and the community.

Asked what could be done to address the issues raised, all the respondents concurred that community meetings; awareness creation for both leaders and the citizens on their roles and responsibilities; leaders' accountability to the people; and people holding their leaders accountable, could improve service delivery.

4.5 Environment and Natural Resource Sector

Buliisa District is endowed with natural resources such as Budongo Central Forest Reserve, Murchison Falls National Park, Bugungu Game Reserve and Lake Albert among key notable ones. The recent discovery of commercial quantities of oil resources in the district has greatly boosted its economic prospects. However, Buliisa District is yet to start reaping significant benefits from these natural resources. For example, the revenue from Budongo Forest Reserve is managed by the National Forest Authority (NFA), while Uganda Wildlife Authority (UWA) remits minimal revenue to the sub-counties neighboring the park as part of the revenue-sharing mechanism and as mitigation against damage to crops by wildlife. Based on the findings by the research team, it is evident that Buliisa District is naturally endowed with natural resources that are not directly benefiting the local communities. For example, the revenue provided by UWA under the sharing mechanism is too little as communities share only 20% of the money collected from visitors entering the park.

In order for communities to get a more favourable share of the revenues from the natural resources, it is important that the District Council negotiates a better revenue-sharing formula with UWA and later on with the oil companies under their CSR mechanism.

4.6 Roads

The roads in the district are categorized as central government roads, district roads, feeder roads and access road/community roads. The district has an all-weather road, connecting it to Masindi and Hoima districts in the south and Nebbi and Amuru districts in the north. It also has ferry services connecting it to West Nile known as Wanseko-Panyimur Ferry and Para Ferry Services. Only two kilometers of the road around the rift valley escarpment is tarmacked. There are a number of feeder roads being opened by the district local government to link the major economic activities to the markets. Many of the feeder roads, for example Sitini-Kihungya, are narrow, while others are impassable during rainy seasons due to potholes and water-logged spots.

Table 6: Road network in Buliisa

Factor	Buliisa
Total km of trunk roads	105
District roads	100
Total km of district access roads	92
Total km of tarmac road	2

Commenting on the state of roads, most of the focus groups appreciated the efforts of the district in opening access roads and working on feeder roads. They, however, still had some concerns over the manner in which the road works were being conducted. Commenting about the state of roads in Buliisa District, a participant from Buliisa Town Council observed that:

Those who take tenders construct narrow roads which do not make two vehicles by pass each other. A thin layer of red soil (murrum) is put on the surface and easily washed away by rains leading to many spots becoming impassable, there are poor drainage systems, labour-based road maintenance is slow

Another participant from Wanseko landing site said,

People through whose gardens the new roads have been opened have not been compensated which causes discontent among the citizens.

Figure 8: A section of the road to Bugoigo Health Centre

5

BUDGET AND REVENUE ARCHITECTURE OF BULIISA DISTRICT LOCAL GOVERNMENT

For the financial year under review, the district had a total funding of 3.2 billion shillings (92%), with the largest percentage coming from the central government in form of conditional and unconditional grants. The local revenue on the other hand was only 115 million (3%). The district has however made efforts to increase local revenue collection through the development of a three-year Revenue Enhancement Plan 2009/10-2011/12. Table 5 below provides a breakdown of the sources and amounts.

Table 7: Revenue for Buliisa District FY 2009/10

Revenue sources	Budgeted	Actual
Central Government Transfers		
Conditional Transfers	3,390,972,414	1,935,191,972
Unconditional Transfers	1,148,806,310	1,015,412,872
Equalization Grants	0	0
Donor Funds	807,361,496	151,123,988
Local revenue	103,650,064	115,288,912
Total	5,450,800,689	3,217,017,744

Source: *Buliisa District Local Government Budget Estimates 2009/2010*

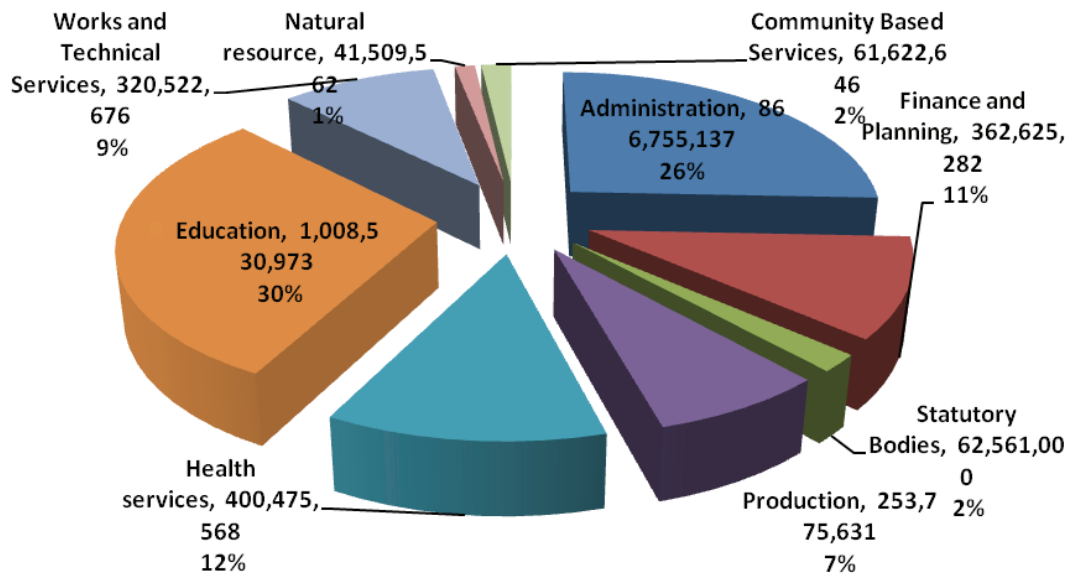
Given the heavy dependence on the central government budget cuts greatly affect the running of the planned activities. Over the last three years, the district has not achieved 100% realization of the budget as indicated in table 6

Table 8: Budget performance of Buliisa District over the years

No	Source	Realization 2006/2007	Realization 2007/2008	Realization 2008/2009
1	Local revenue	82%	88%	94%
2	Central Government transfers	89.9%	97.7%	97.8%
3	Donor funds	31%	55%	63%

Source: *Buliisa District Local Government Budget Estimates 2009/2010*

The budget priority areas where the bulk of the money is allocated are in the sectors of Education, Administration and Health. Community Based Services and Natural Resources have the least budget as indicated in Table 8 below.

Figure 9: Sectoral Budget allocations 2009/10

SUMMARY OF SCORE-CARD FINDINGS AND ANALYSIS

6.1 Score-card Performance for Buliisa District Council

The District Council was scored under four parameters and these included: Legislative role, accountability to citizens, planning and budgeting, and monitoring service delivery on national priority programmes.

6.1.1 Legislative role

As part of the Local Government Score-card Initiative, Buliisa District Council a key policy making organ was assessed. Based on the findings, Buliisa District Council performed below average in executing its legislative role. The overall legislative performance of the council was 10/25. The reasons for dismal performance of the District Council are partly attributed to fact that Buliisa is relatively a new district.

Nevertheless, the research findings from the assessment showed that at least the rules of procedure were adopted by the District Council. This was evidenced by the Minutes of the Council and in its sitting arrangement. The Council maintained empty seats for the members of the opposition parties since all the councilors in the district subscribe to the ruling National Resistance Movement (NRM) party.

Motions on service delivery were also moved and a Multi-Purpose Committee was constituted to handle committee businesses as the number of councilors was not enough to form standing committees. The research team could not trace evidence of public hearings on controversial issues in the district, which means that they were never conducted.

It was also established that the district has an office for the Clerk to Council which is not well equipped to support Council business. The office of the Clerk to Council needs to be equipped to enable it handle Council business and documentation in an efficient manner. The research team also found out that the district did not have council chambers, a functional library and a councilor's lounge. This has a bearing on effective service delivery and debates in the Council from an informed point of view since the councilors do not have opportunity to do research on policy issues they are meant to debate on.

It was also found out that the Council drafted ordinances for the education and natural resources sectors. However, due to technicalities in the process of approving ordinances, the Council did not pass them during the period under review. Furthermore, the research team established that the Council received petitions from the lower local governments, especially on the Council's decision to split Biiso and Buliisa sub-counties into four sub-counties.

The research team was also impressed by the way the mandatory council meetings were conducted on schedule and a schedule for council meetings for the whole financial year was in place. However, the research team noted that public hearings and focused tours by councilors were not carried out during the year under review and this had an implication on transparency and accountability to the electorate. Lack of focused tours/monitoring denied councilors the opportunity to learn lessons from their counterparts in other districts and this could have had a negative impact on their performance with regard to council business.

6.1.2 Accountability to the Citizens

In respect to accountability to the citizens, the research team established that the district performed below average. The overall score in this parameter was 10 out of 25.

To begin with, with regard to fiscal accountability the research team established that the district displayed funds received, projects and summary of audited reports. In terms of political accountability, the Council stood by the people in defending their land rights when there was an attempt by the pastoralists to grab communal land in Buliisa. This has been the most remarkable achievement of the District Council.

On the other hand, the research team established that the district has no council chambers and the District Council sits in the Sub-county Community Hall. During the fieldwork, councilors told the research team that as soon the Council completes construction of their new offices, they will start using their chambers. It was also found out that during the year under review, the Council received the Clients Chatter but did not approve it. Furthermore, the research team did not find any evidence of Council passing resolutions on key constitutional issues which led the researchers to believe that no constitutional issue was tackled by the Council during the period under review.

In respect to the fight against corruption, the Council acted firmly by interdicting the Deputy Chief Administrative Officer who was mandated to handle the land issue with Charlotte Marine who were claiming land customarily owned by the community. The Council felt that the Deputy Chief Administrative Officer was against the sitting occupants and refused to implement Council resolutions.

In respect to administrative accountability, the research team established that the District Council had functional commissions and boards, a multi-purpose committee, and debated the independent evaluations before adopting the River Waki Catchment Management Plan. However, the research team learned that quarterly audits were conducted but could not obtain evidence of the council debate on the audit reports including Public Accounts Committee (PAC) reports, as these have been deferred in council sessions to unknown dates.

It should be noted that internal audit and PAC reports form the basis of administrative accountability and check value for money. The Council as a policy-making body uses these reports to check performance and implementation of lawful council resolutions by the technical staff. Lack of follow-up and implementation of recommendations of these reports has a bearing on service delivery. Based on the findings, the research team

suggests that there is a need for the Council to always consider these reports as a vital tool in administrative accountability.

The research team noted that the Council involved CSOs, CBOs and citizens in the budgeting process and disseminated development plans and other official district documents.

Figure 10: State of ecosan toilet built by the district at Wanseko landing site before it was opened for public use



6.1.3. Planning and budgeting

In respect to planning and budgeting, the research team established that the district had approved the budget framework paper, development plan, capacity building plan, revenue enhancement plan, work plan, vision and mission statements and allocation of budget resources to ENR. However, the team observed that the Vision and Mission statements were not displayed in the district offices and were unable to get evidence of existence of a programme to promote ENR-based enterprises.

The Council took initiatives to raise local revenue by expanding revenue sources and engaging the central government on revenue enhancement. A case in point is access to revenue from the Lake Albert and Budongo Forest Reserve which had been centralized. However, the research team was not be able to establish if there was an increase in discretionary funds as a percentage of government transfers of 10% or more to the district. The overall score in this sector was 16 out of 25. This was the area where the Council performed above average.

6.1.4 Monitoring Service Delivery on National Priority Programmes

With regard to monitoring service delivery on national priority programmes, education and health were monitored and reports presented to the District Council. This was an initiative of the line secretary. On the other hand, the research team established that not much was done in the sectors of water and sanitation, roads, and agricultural extension since the team failed to obtain evidence of monitoring reports. The research team also found out that Functional Adult Literacy was never monitored at all, yet it is one of the government priority areas. The District Community Development Officer is responsible to report to Council on the progress of functional adult literacy. Some efforts were made by

the council on a fact-finding mission in the environment and natural resource sector. This mainly focused on oil and gas exploration sites and the report was presented and discussed in council. However, the research team could not obtain evidence of implementation of environment and natural resource bylaws. The overall performance in this sector was 2 out of 25. This was the most poorly performed sector and yet routine monitoring of service delivery enhances quality, efficiency and value for money as service providers need to be monitored regularly in terms of quality of service and timeliness in the execution of assigned contracts.

6.2 District Chairperson

The District Chairperson's score-card has five parameters for assessment and these are: political leadership, legislative role, contact with the electorate, initiation and participation in communal and development projects in his/her electoral area, and monitoring service delivery on national priority programmes areas.

The research team made several attempts to secure appointments with the chairperson to administer the score-card. Unfortunately all attempts were frustrated as he gave one excuse after another as to why the team could not interview him. In the final analysis the team failed to execute the exercise despite promises he made to give them audience.

The chairman gave the following reasons why the research team could not assess his performance:

- That the chairperson is only answerable to the Ministry of Local Government;
- That he needed time to comprehend the score-card before being assessed;
- He wanted to know the people behind the score-card initiative and the purpose of the score-card since it could injure his political career;
- Had reservations on the intensions of the score-card and bias of the persons administering the score card;
- Had a feeling that the score-card may be used to tarnish the name of the chairperson politically.

The research team attempted to provide explanation and more information about the Local Government Score-card Initiative to the Chairperson with no success. For example, the chairperson was informed that the project was being implemented in 20 districts around the country and that 19 chairpersons had already been assessed. Secondly, the Chairperson was informed that in some districts such as Hoima where the assessment was being conducted for the second time, there had been remarkable improvement in the district's performance in service delivery. The Chairperson was also informed that the project was not a punitive one but one that sought to support capacity building for local governments. The refusal by the Chairperson to be assessed provides a unique scenario that will inform future project planning and design.

6.3 District Speaker

Kenneth Kaliisa was the District Speaker for Buliisa during the year under review. The Speaker was assessed in four major areas that included: presiding and preservation of order in the District Council, contact with the electorate, participation in lower local governments and monitoring service delivery on national programme priority areas.

The Speaker performed averagely (45%) and this was attributed to a number of bottlenecks such as lack of the different council committees due to insufficient number of councilors to constitute the committees. On contact with the electorate, the Speaker performed poorly due to his busy schedule at the district and also high demand from the electorate especially material handouts after every meeting. This is a general complaint among most councilors who note that the electorate demand money and other material support which makes councilors avoid contact with them.

The Speaker also performed poorly in respect to participation in lower local governments and monitoring service delivery on national priority areas.

6.4 Individual Councilors' Performance

Individual councilors were assessed in four areas of their mandate and these are: legislative role, contact with the electorate, participation in lower local government and monitoring service delivery on national priority programme areas. The legislative role has to do with the fact that councilors like members of parliament are charged with the responsibility of enacting bi-laws that govern people at that level; they are also supposed to represent their constituencies in the Council which requires regular and known contact with the electorate; they are also supposed to monitor the implementation of services by service providers to ensure that there is value for money spent. Finally, councilors especially at district level are expected to attend lower council sessions to brief them on the District Council resolutions and any developments in the area. Consequently, councilors were assessed and given marks based on their performance in these areas.

Table 9: Summary performance of individual councilors

Name of Councillor	Constituency	Legislative Role (30)	Contact with Electorate (23)	Participation in LLG (5)	Monitoring NPPAs (42)	Total (100)
Simon AgabaKinene	Buliisa T/C	22	10	5	5	42
Moses B. Businge	Buliisa	16	5	0	19	40
Julius Manyirenki	PWD-Male; Buliisa	14	2	2	12	30
Average Male		17	6	2	12	37
Emily Atugonza	Buliisa	18	8	0	15	41
Joyce MbabaziKadogoli	Buliisa T/C	6	10	2	6	24
JoyesKafua	Biiso s/c	10	2	0	11	23
Faith Mugume	PWD-Female; Buliisa	4	2	0	6	12
Average Female		10	6	1	10	25

6.4.1. Legislative Role

Generally, the research team established that the councilors in Buliisa district are aware of their legislative roles and attend council sessions regularly. However, the quality of the debate in council was found to be lacking since all the councilors did not undergo induction training at the beginning of their term of office. The research team also found out that effective debates in the council were influenced by the level of education and councilors' experience in council business. This is because councilors who had higher educational levels were more active and could easily comprehend council procedures and learn quickly. This is evidenced in the individual scores in this section.

6.4.2. Contact with the Electorate

The research team established that all the councilors performed poorly in respect to contact with the electorate. In practice, very few councilors in Buliisa District had contact with the electorate. It was found out that while most of them claimed to have been in contact with their electorate, they had no written evidence of their contact with them. During the focus group discussions with the electorate, most people complained that they never saw their leaders after electing them until another round of elections. Limited contact with the electorate was largely attributed to the material demands the electorate impose on the councilors and yet the councilors are not well facilitated by the district to go back to the electorate. The research team also found out that serious rivalries existed among certain political factions in the district in spite of all of them belonging to the ruling NRM party. Rivalries were found out to be one of the negative factors hindering the councilors' contact with the electorate.

6.4.3. Participation in Lower Local Governments

Most councillors scored poorly in respect to participation in lower local councils since most of them did not attend council meetings at sub-county level. Most councillors attributed their failure to participate in lower local council meetings to lack of facilitation by the district council and the lower local governments not inviting them to attend their council meetings.

6.4.4. Service Delivery on National Priority Programme Areas

The councilors performed fairly well in this parameter especially in monitoring education and health facilities; but performed poorly in monitoring Functional Adult Literacy programmes whose existence many were not even aware of.

FACTORS AFFECTING PERFORMANCE OF BULIISA DISTRICT LOCAL GOVERNMENT

During the period under review, Buliisa District experienced a number of challenges which were identified by the research team. These challenges affected the overall performance of the District Local Government and individual councilors. These challenges are summarized as follows: political/legislative roles; contact with the electorate; participation in lower local governments; and, service delivery in key national priority programme areas such as health, agriculture, functional adult literacy, education, roads, water and sanitation and environment and natural resources.

7.1 Political/legislative Challenges

While Buliisa was granted a district status, the number of councilors was so small and could not constitute the different standing committees of the district council. The district council then found it necessary to constitute a multi-purpose committee to handle all standing committee meetings. The research team noted that multi-purpose committee meetings could not play an oversight role to the Council. This caused the Council to lose marks.

Second, no induction training was given to the councilors to enable them perform their constitutional roles objectively. They had to learn through experience. Noteworthy also is that some councilors joined the district council after new sub-counties and constituencies were constituted. Hence such councilors did not get induction training on council proceedings.

Third, the district does not have council chambers, a library and a councilor's lounge where they could go to do research and access relevant information to inform council debates on policy matters. During the entire tenure of office of the pioneer district council, no focused study tour of other districts was organized and this denied the councilors an opportunity to learn from other districts to inform their own council deliberations.

Fourth, while the Audit Department and Public Accounts Committee did a commendable job, the council did not debate their reports and follow-up actions based on the recommendations. This compromised their oversight role in the council in respect to administrative accountability.

7.2 Contact with the electorate

Fifth, while the electorate in Buliisa were aware of their civic rights, they continued demanding material benefits from the councilors. This posed a challenge to the councilors as regular consultations with the electorate could not be organised. In fact it was established that some councilors dodged meetings with the electorate to avoid being pestered to share their allowances with them. The councilors are not well facilitated to conduct consultations like their counterparts in the national Parliament. It has thus become increasingly difficult for them to even open simple contact offices where the electorate could interact with them.

Sixth, there has generally been poor documentation of activities by both the District Council and individual councilors, which has affected follow-up of their activities.

7.3 Participation in lower local governments

Seventh, the councilors are detached from the lower local governments that they represent in the district. This is often blamed on poor communication as most councilors confessed that they were never invited to attend the lower local government council meetings. This denies an opportunity for the lower local government councils to present their issues that would be taken up at the district level. It also denies councilors an opportunity to give feedback to the lower local governments about developments at the district level.

7.4 Monitoring Service Delivery on National Priority Programme Areas

Another challenge relates to the mandate of the District Council through the executive and standing committees to monitor government development programmes to ensure effective service delivery in line with the district's Vision, Mission and Objectives. No deliberate efforts were made to ensure routine monitoring of service delivery in the national priority programme areas. This compromised the quality of services, especially Functional Adult Literacy whose existence and relevance many councilors doubted.

The other challenge relates to the uniqueness of internal contradictions in the district's politics. Although all the councilors subscribed to the ruling NRM party, local politics characterized by "Bero" and "Umoja" within the ranks of the local politicians were identified by the electorate as one of the major obstacles affecting effective service delivery. It had also led to factionalism dominating Council processes to determine beneficiaries of government programmes and make other decisions.

CONCLUSIONS AND RECOMMENDATIONS

The Buliisa District Local Government assessment revealed fairly poor performance of 38% score by the District Council. The assessment highlights major areas of strength, challenges and proposed interventions. Overall, the assessment was an exciting exercise for the researchers and the communities that were interviewed during the focus group discussions. The communities showed a lot of interest and enthusiasm in the exercise and expressed hope that something good in respect to service delivery would come out of the project.

For example, to a large extent, the assessment acts as a check on individual councilors concerning their performance of their mandates and is a motivation to many who have to work hard in order to perform better. Voices from the electorate during the assessment indicated that the project had served to build civic awareness of the benefiting communities. It is hoped that the findings will contribute towards the improvement of service delivery to all the residents of Buliisa. Based on the findings, the study recommends the following policy actions:

- First, there is a need to conduct induction training for councilors; and in addition, annual retreats and focused study tours of other districts should be organized to improve performance effectiveness and competence of the councilors in executing their constitutional mandates.
- Second, all the mandatory committees of the Council should be instituted and made functional. During the assessment, it was found out that the district, due to lack of enough councilors, constituted a general purpose committee instead of standing committees. While the general purpose committee served to fill the vacuum, its continued usage could undermine effectiveness and accountability by the District Council.
- Third, having made effort to build the district headquarters, the District Council should also ensure that the district council chambers, library and council lounge are put into place to enable freedom of access to information by councilors and the general public.
- Fourth, the District Council should take serious steps to ensure that Audit and Public Accounts Committee reports are debated, and recommendations are effected to ensure administrative accountability.
- Fifth, the citizens should be informed of projects implemented in their areas to ensure public accountability.

- Sixth, the District Council should consider monitoring of government programmes and projects as their normal mandate and monitoring reports should be presented to the Council and follow-up actions taken in a timely manner.
- Seventh, documentation and record keeping should be a major priority for the Council and individual councilors to ensure efficiency and effectiveness in service delivery.
- Eight, councilors as a constitutional mandate should endeavor to consult and inform their electorate on a regular basis so as to present real development needs instead of perceived needs of the electorate. It is also recommended that Functional Adult Literacy should be given priority if literacy levels among adults are to be uplifted.

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ANNEXES

List of (Respondents) and their Constituencies and or Offices

No	Sub county/ Constituency	Councillor	Other responsibility	Status
1	Buliisa	Businge B Moses	Vice Chairperson and Secretary for Finance	Interviewed
2		Atugonza Emily		Interviewed
3	Biiso	Kaliisa Kenneth	Speaker	Interviewed
4		Kafua Joyce	Secretary for Education, Health and Production	Interviewed
5	Buliisa Town Council	Kinene Simon Agaba	Chairperson Multi-purpose committee	Interviewed
6		Mbabazi Joyce Kadogoli		Interviewed
7	PWD	Manyirenki Julius		Interviewed
8	PWD	Mugume Faith		Interviewed
9	Chairperson	Fred Lukumu	District Chairperson and Secretary for Works and Technical Services	Declined interview

Buliisa District Local Government

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORES
1 LEGISLATIVE ROLE	9	25
i) Adopted model rules of Procedure with/without amendments	2	2
ii) Motions passed by the council	3	4
iii) Ordinances enacted by the council	0	4
iv) Public Hearings	0	5
v) Evidence of legislative resources	1	4
vi) Petitions	1	2
vii) Focused Tours	2	3
viii) Held council meetings on time	0	1
2 ACCOUNTABILITY TO CITIZENS	11	25
i) Fiscal Accountability	3	3
ii) Political Accountability	5	10
iii) Administrative Accountability	2	10
iv) Involvement of CSOs, CBOs, Citizens	1	2
3 PLANNING & BUDGETING	14	25
i) Existence of Plans, Vision and Mission Statement	8	10
ii) Local Revenue	6	15
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES	4	25
i) Education	2	4
ii) Health	0	4
iii) Water and Sanitation	0	4
iv) Roads	0	3
v) Agriculture and Extension	0	3
vi) Functional Adult Literacy	1	3
vii) Environment and Natural Resources	1	4
TOTAL	38	100

Name: Fred Lukumu
Gender: Male
Number of Terms: 1

District: Buliisa
Political Party: NRM
Total Score: 23

PARAMETER/INDICATOR	ACTUAL SCORES	MAXIMUM SCORES
1 POLITICAL LEADERSHIP	17	30
i) Presiding at meetings of Executive Committee	2	3
ii) Monitoring and administration	8	12
iii) Overseeing Performance of civil servants	3	5
iv) Overseeing the functioning of DSC and other boards/committees	4	4
v) Engagement with central government and national institutions	0	6
2 LEGISLATIVE ROLE	6	15
i) Regular attendance of council sessions	2	2
ii) Motions presented by the Executive	4	6
iii) Bills presented by the Executive	0	7
3 CONTACT WITH ELECTORATE	0	10
i) Programme of meetings with Electorate	0	6
ii) Handling of issues raised and feedback to the electorate	0	4
4 INITIATION AND PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES PROJECTS IN HIS/HER ELECTORAL AREA	0	10
i) Projects initiated	0	2
ii) Contributions to communal Projects/activities	0	4
iii) Linking the community to Development Partners/NGOs	0	4
5 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	0	35
i) Monitored Agricultural services	0	5
ii) Monitored functional Adult literacy session	0	5
iii) Monitored Health units in every Lower local government	0	5
iv) Monitored schools in every sub-county	0	5
v) Monitored road works in every sub-county	0	5
vi) Monitored water sources in every sub-county	0	5
vii) Monitored Environment and Natural Resources protection	0	5
TOTAL	23	100

Speaker Score-card

Name: Kenneth Kaliisa
Subcounty: Biiso
No of terms served: 1
Total: 45

District: Buliisa
Gender: Male
Political Party: NRM

PARAMETER/INDICATOR	ACTUAL SCORES	MAXIMUM SCORES
1 PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL	15	30
i) Chairing lawful council/ meetings	2	3
ii) Rules of procedure and Minutes	10	10
iii) Business Committee	0	5
iv) Organisation of business of council	0	6
v) Provided special skills/knowledge to the Council or committees	3	6
2 CONTACT WITH ELECTORATE	19	23
i) Meetings with Electorate	12	16
ii) Office or coordinating centre in the constituency	7	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county Council sessions	0	5
ii) Made official Communication to council	0	
4 SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	11	42
i) Monitoring of Health Service delivery units	3	5
ii) Monitoring Agricultural Projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring Education facilities	1	7
v) Monitoring Road projects	4	7
vi) Monitoring Water facilities	1	7
vii) Monitoring Environment and natural resources	2	6
TOTAL	45	100

Name of councillor: Simon AgabaKinene
Constituency: Buliisa T/C
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 42

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	22	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	0	8
iii) Moved a motions in council	10	10
iv) Provided special skills/knowledge to the council or committees	4	4
2 CONTACT WITH ELECTORATE	10	23
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	5	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	3	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	5	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	42	100

Name of councillor: Emily Atugonza
Constituency: Buliisa
Gender: Female
Number of Terms: 1
Political Party: NRM
Total: 41

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	18	30
i) Participation in plenary sessions	8	8
ii) Participation in committees	0	8
iii) Moved a motions in council	10	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	8	23
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	0	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	15	42
i) Monitoring of health service delivery units	0	5
ii) Monitoring agricultural projects	4	7
iii) Monitoring Functional Adult Literacy programmes	1	3
iv) Monitoring education facilities	1	7
v) Monitoring road projects	7	7
vi) Monitoring water facilities	0	7
vii) Monitoring environment and natural resources	2	6
TOTAL	41	100

Name of councillor: Julius Manyirenki
Constituency: PWD-Male; Buliisa
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 30

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	14	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	0	8
iii) Moved a motions in council	8	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	2	23
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	12	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	4	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	2	6
TOTAL	30	100

Name of councillor: Moses B. Businge
Constituency: Buliisa
Gender: Male
Number of Terms: 1
Political Party: NRM
Total: 40

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE		30
i) Participation in plenary sessions		8
ii) Participation in committees		8
iii) Moved a motions in council		10
iv) Provided special skills/knowledge to the council or committees		4
2 CONTACT WITH ELECTORATE		23
i) Meetings with electorate		16
ii) Office or coordinating centre in the constituency		7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT		5
i) Attendance in sub - county council sessions		5
ii) Made at least 4 communications to Lower Local Government		
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS		42
i) Monitoring of health service delivery units		5
ii) Monitoring agricultural projects		7
iii) Monitoring Functional Adult Literacy programmes		3
iv) Monitoring education facilities		7
v) Monitoring road projects		7
vi) Monitoring water facilities		7
vii) Monitoring environment and natural resources		6
TOTAL		100

Name of councillor: Joyce MbabaziKadogoli
Constituency: Buliisa T/C
Gender: Female
Number of Terms: 1
Political Party: NRM
Total: 24

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	6	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	0	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	10	23
i) Meetings with electorate	8	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	2	5
i) Attendance in sub - county council sessions	2	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	6	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	1	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
TOTAL	24	100

Name of councillor: JoyesKafua
Constituency: Biiso s/c
Gender: Female
Number of Terms: 1
Political Party: NRM
Total: 23

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	10	30
i) Participation in plenary sessions	6	8
ii) Participation in committees	0	8
iii) Moved a motions in council	4	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	2	23
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	11	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	7	7
v) Monitoring road projects	0	7
vi) Monitoring water facilities	1	7
vii) Monitoring environment and natural resources	2	6
TOTAL	23	100

Name of councillor: Faith Mugume
Constituency: PWD-Female; Buliisa
Gender: Female
Number of Terms: 1
Political Party: NRM
Total: 12

PARAMETER/INDICATOR	ACTUAL SCORE	MAXIMUM SCORE
1 LEGISLATIVE ROLE	4	30
i) Participation in plenary sessions	4	8
ii) Participation in committees	0	8
iii) Moved a motions in council	0	10
iv) Provided special skills/knowledge to the council or committees	0	4
2 CONTACT WITH ELECTORATE	2	23
i) Meetings with electorate	0	16
ii) Office or coordinating centre in the constituency	2	7
3 PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	5
i) Attendance in sub - county council sessions	0	5
ii) Made at least 4 communications to Lower Local Government	0	
4 MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS	6	42
i) Monitoring of health service delivery units	1	5
ii) Monitoring agricultural projects	0	7
iii) Monitoring Functional Adult Literacy programmes	0	3
iv) Monitoring education facilities	0	7
v) Monitoring road projects	1	7
vi) Monitoring water facilities	4	7
vii) Monitoring environment and natural resources	0	6
TOTAL	12	100

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