



MASINDI DISTRICT LOCAL GOVERNMENT COUNCIL SCORECARD ASSESSMENT FY 2018/19



L-R: Ms. Rose Gamwera, Secretary General ULGA; Mr. Ben Kumumanya, PS. MoLG and Dr. Arthur Bainomugisha, Executive Director ACODE in a group photo with award winners at the launch of the 8th Local Government Councils Scorecard Report FY 2018/19 at Hotel Africana in Kampala on 10th March 2020

1.0 Introduction

This brief was developed from the scorecard report titled, *“The Local Government Councils Scorecard FY 2018/19. The Next Big Steps: Consolidating Gains of Decentralisation and Repositioning the Local Government Sector in Uganda.”* The brief provides key highlights of the performance of district elected leaders and the Council of Masindi District Local Government (MDLG) during FY 2018/19.

1.1 Brief about Masindi District

Masindi District lies in mid-western Uganda and forms one of the eight (8) districts of Bunyoro sub region. It is 216 km away from Kampala, the capital city of Uganda. It is bordered by Kiryandongo and Nwoya in the North, Buliisa in the West, Hoima in the Southwest, Kyankwanzi and Nakaseke in the South and Nakasongola in the East. It is made up of 5 sub counties, 3 town councils and 4 municipal divisions. By 2020, Masindi's population was projected to be at 309,600; 141,600 males and 173,800 females (UBOS, 2018).

1.2 The Local Government Councils Scorecard Initiative (LGCSCI)

The main building blocks in LGCSCI are the principles and core responsibilities of Local Governments as set out in Chapter 11 of the Constitution of the Republic of

Uganda, the Local Governments Act (CAP 243) under Section 10 (c), (d) and (e). The scorecard comprises of five parameters based on the core responsibilities of the local government Councils, District Chairpersons, Speakers and Individual Councillors. These are classified into five categories: Financial management and oversight; Political functions and representation; Legislation and related functions; Development planning and constituency servicing and Monitoring service delivery. The parameters are broken down into quantitative and qualitative indicators. Separate scorecards are produced for the District Chairperson, Speaker, Individual Councillors, and the 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, verification visits to service delivery units and photography to collect the relevant data. The assessment was conducted between November and December 2019. A total of 23 elected leaders (21 Councillors, Chairperson and Speaker) and Council were assessed.

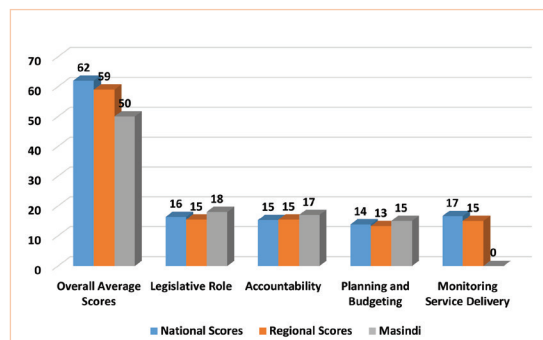
2.0 Results of the Assessment

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

2.1 Performance of Masindi District Council

Masindi District council had a total of 23 members including the District Chairperson and the Speaker of Council. The Council scored 50 out of a possible 100 points, a five-point decline from the previous assessment. With the average scores of 62 for the 35 Councils assessed, Masindi District Council's performance was average. Masindi District Council put up a strong performance with regard to legislation, accountability, planning and budgeting and was ranked 3rd among the 11 districts assessed from Western Uganda under the three parameters mentioned. However, Masindi's performance on monitoring the delivery of public services in the district was not impressive; the Council scored 0 out of 30 possible points, making it their worst performed parameter – this is explained by the fact that the local revenue on which the activity was tagged had short comings due to an error in appropriation of funds by the Parliament which had under estimated approved revenue of UGX. 1, 222,287,000 and only posted UGX. 99,995,000. The Council was therefore unable to facilitate the standing committees to undertake field monitoring effectively in the first two quarters of the year as the error took long to be rectified; supplementary budgets were made to adjust the figures. Monitoring is said to have been done in the third and fourth quarters, however there was no evidence to validate that the monitoring activity was undertaken. This is explained by the late submission of the monitoring reports to the assessment team by the Clerk to Council who was engaged on other assignments; the reports were submitted after the conclusion of the assessment. Details of the Masindi District Council Performance are presented in Figure 1, Table 1 and Table 2.

Figure 1: Performance of Masindi District Council on Key Parameters in Relation to National and Regional Average Scores



Source: Local Government Councils Scorecard Assessment FY2018/19

2.2 Performance of the District Chairperson

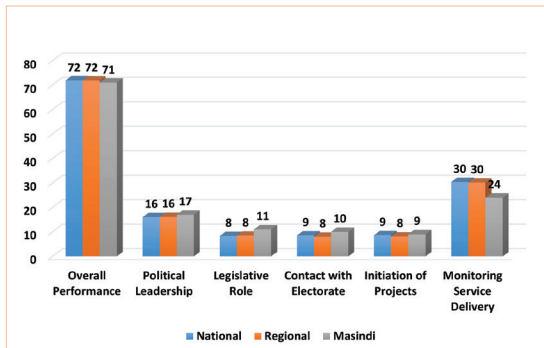
During the year under review the Chairperson was Hon. Cosmas Byaruhanga who was serving his first term in office. He subscribes to the ruling party, the National Resistance Movement (NRM). Chairman Byaruhanga scored 71 points out of a possible 100 points, a point's improvement from the previous assessment. With an average score of 72 points for all the district chairpersons assessed, Chairman Byaruhanga's performance was good. Chairman Byaruhanga performed well, scoring maximum points with regard to maintaining close contact with his electoral area; he scored 10 out of 10 points. The Chairman also performed well on initiation of projects and linking communities in Masindi to Development Partners where he scored 9 out of 10 points. However, Chairman's performance was limited by poor documentation and record keeping – this is demonstrated by his low scores in monitoring of water sources, Functional Adult Literacy programme and Environment and Natural Resources. While Chairman

Table 1: Regional performance of Councils assessed in Western Uganda

No.	District	2016/17	2018/19	Position	District	Legislation (25)	Position	District	Accountability (25)	Position	District	Planning & Budgeting (20)	Position	District	Monitoring Service Delivery (30)	Position
1	Kabarole	73	87	1 st	Rukungiri	20	1 st	Kabarole	21	1 st	Kabarole	20	1 st	Kabarole	27	1 st
2	Kanungu	57	71	2 nd	Kabarole	19	2 nd	Kanungu	21	2 nd	Kanungu	16	2 nd	Buliisa	24	2 nd
3	Ntungamo	64	70	3 rd	Masindi	18	3 rd	Masindi	17	3 rd	Masindi	15	3 rd	Mbarara	20	3 rd
4	Buliisa	46	68	4 th	Ntungamo	18	4 th	Ntungamo	17	4 th	Mbarara	15	4 th	Ntungamo	20	4 th
5	Mbarara	37	65	5 th	Mbarara	17	5 th	Buliisa	16	5 th	Ntungamo	15	5 th	Kanungu	19	5 th
6	Kabale	36	55	6 th	Buliisa	16	6 th	Kabale	15	6 th	Rukungiri	13	6 th	Sheema	19	6 th
7	Masindi	55	50	7 th	Kabale	15	7 th	Rukungiri	15	7 th	Buliisa	12	7 th	Kabale	16	7 th
8	Rukungiri	54	50	8 th	Kanungu	15	8 th	Kisoro	14	8 th	Kisoro	11	8 th	Hoima	14	8 th
9	Hoima	59	48	9 th	Hoima	12	9 th	Hoima	13	9 th	Sheema	11	9 th	Kisoro	4	9 th
10	Sheema	27	46	10 th	Kisoro	12	10 th	Mbarara	13	10 th	Hoima	9	10 th	Rukungiri	2	10 th
11	Kisoro	38	41	11 th	Sheema	8	11 th	Sheema	8	11 th	Kabale	9	11 th	Masindi	0	11 th
Total		51	62		Total	15		Total	15		Total	13		Total	15	

chaired many DEC meetings, the CAO who is also the secretary to DEC did not ensure timely production of the minutes which was supposed to be submitted to the assessment team as evidence that the said meetings took place - during the year under review. It should be noted that there was an on-going conflict between the Chairman and the CAO that possibly hindered their working relationship. Details of the Chairperson's performance are presented in Figure 2 and Table 3.

Figure 2: Performance of the District Chairperson on key Parameters in Relation to National and Regional Average Scores

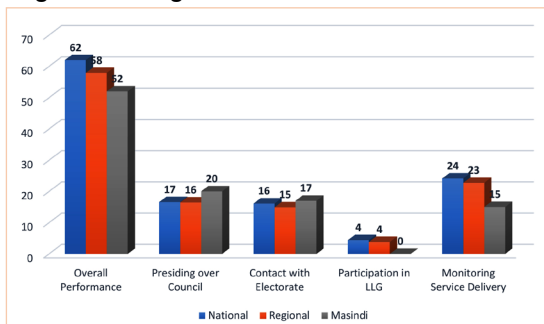


Source: Local Government Councils Scorecard Assessment FY 2018/19

2.3 Performance of the Speaker of Council

The Speaker of Council was Hon. Moses Kiirya; he also represents the people of Karujubu Division in the district council. He was serving his second term in office. Speaker Kiirya subscribes to the NRM political party. He scored 52 out of a possible 100 points. With an average score of 62 for all the speakers assessed, Speaker Kiirya's performance was average. Even though his office was full time, he was still able to maintain contact with his electorate in his constituency; he scored 17 out of 20 points. His performance was also enhanced by high scores in the parameter of presiding over council where he scored 20 out of 25 points. Speaker Kiirya was found not to have attended and participated in council meetings of Karujubu Division in the year under review; he scored 0 out of 10 points, making it his worst performed parameter. Details of the Speaker's performance are presented in Figure 3 and Table 4.

Figure 3: Performance of the Speaker of Council on Key Parameters in Relation to National and Regional Average Scores



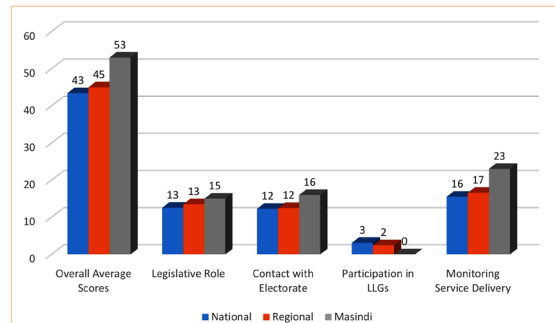
Source: Local Government Councils Scorecard Assessment FY2018/19

2.4 Performance of Masindi District Councillors

During the year under review, Masindi district had 23 members of Council including the District Chairperson and Speaker. Hon. Phiona Alinda representing the women of Kimengo and Miirya Sub-counties resigned and joined Masindi District local government civil service and was therefore not assessed. Generally, there was a slight improvement in the overall average performance of Masindi District Councillors from 50 points in the previous assessment to 53 in the year under review. A total of 21 councillors were assessed. Hon. Julian Ayesiga Sarah representing the people of Miirya Sub County scored 71 points out of a possible 100 points and was ranked the best councillor in Masindi District Council. With an average score of 43 for the councillors assessed in Masindi, Hon. Ayesiga's performance was good. The best male councillor in the council was Hon. Julius Kahiira representing the people of Bwijanga Sub County; he scored 70 out of a possible 100 points. His performance was good.

During the year under review, Masindi District Council had two (2) new councillors joining council; they were representing workers. This was their very first time to be assessed; the male councillor representing workers scored 51 out of a possible 100 points. With the average score of 43, his performance was average. The female councillor for workers on the other hand scored 31 points which was not impressive. Their performance could be attributed to the fact that they were not yet well acquainted with their roles in council. Details of Councillors' performances are presented in Figure 4 and Table 5.

Figure 4: Performance of Masindi District Councillors on Key Parameters in Relation to National and Regional Average Scores



Source: Local Government Councils Scorecard Assessment FY2018/19

3.0 Critical Factors Affecting Performance

3.1 Key Factors Enabling Good Performance

- **Council meetings conducted on schedule:** Council managed to convene all 6 council meetings in the financial year under review.
- **Capacity building on legislation:** Masindi was one of the districts that benefited from ACODE's capacity building initiatives. Council and Standing Committees were trained on legislation and monitoring the delivery of public services.

3.2 Key Factors Affecting Performance

- **Poor participation at the Lower Local Government levels:** This has continued to be a challenge for Councillors as majority did not attend LLG meetings. For those who attempted, it was less than the threshold of 4 times; this in some cases was attributed to Sub-counties having their sittings coinciding with those of the district while in Municipal divisions council meetings, there was a political misunderstanding – the elected leaders at that level do not accord the district councillors the utmost respect they deserve, in fact they think there is no need for urban councils to have councillors representing them in the district council, urging that most discussions related to service delivery have financial implications and yet they (Municipality) are financially autonomous. District Councillors were treated as strangers whenever they attend councils at the Division level.
- **Poor documentation and record keeping:** While some few councillors improved on documentation and record keeping, the challenge of record keeping among members of council persisted. During the face to face interviews, most councillors admitted not to have any documentation to support their claims of the work done in the financial year under review. Some councillors presented to the assessment team monitoring reports that were prepared and printed as the assessment was on going and in most cases they were not signed.
- **Unavailability for funds for monitoring:** Local revenue on which the monitoring activity was tagged had short comings due to an error in appropriation of funds by the Parliament which had under estimated approved revenue of UGX. 1, 222,287,000 and only posted UGX. 99,995,000. The Council was therefore unable to facilitate the standing committees to undertake field monitoring in the first two quarters as the error took long to be rectified; supplementary budgets were made to adjust the figures. Monitoring is said to have been done in the third and fourth quarters, however there was no evidence to validate that the monitoring activity was undertaken. This is explained by the late submission of the monitoring reports to the assessment team by the Clerk to Council who was engaged on other assignments; the reports were submitted after the conclusion of the assessment.
- **Limited contact with the electorate:** Few councillors had maintained close contact with their electoral areas which is a legal requirement in the third schedule of the Local Governments Act (CAP 243). They attributed this to citizens demanding for money from them. This means that service delivery issues affecting communities were not known or presented in council by councillors and in situations where they were able to do so, they debated from an imaginary point of view.
- **Failure to monitor the delivery of public services:** Findings revealed that some councillors had not monitored service delivery in their respective constituencies; few of them had monitored all Priority Development Areas (PDAs),

in fact, most councillors concentrated in schools and health centres. This means that issues hindering service delivery such as Environment and Natural Resources, Water and Sanitation, Road Works and Functional Adult Literacy had not been given priority in plenary which explains the low levels of meaningful participation in council debates by individual councillors.

- **Failure to follow on service delivery gaps identified:** Most councillors who fulfilled their monitoring obligations did not take it a notch higher to follow up on the service delivery challenges identified during monitoring; during the face to face interviews the same councillors could not point to any positive change in the service delivery units that could be attributed to their efforts.

4.0

Successes of ACODE's Capacity Building Intervention

- Minutes of Business Committee are produced in time together with the order paper which was not the practice in the past.
- Records book for petitions was opened together with a file where petitions are registered and filed chronologically.
- The Speaker communicates to Council the petitions and demand letters received from citizens and forwards them to relevant committees for further scrutiny.
- Standing Committees of Council conduct field fact findings to follow up on citizens' petitions. The Council was able to respond to some citizens' issues; for instance, a teacher was posted to Kikube primary school after a citizens' demand letter, while other issues raised by citizens in their demands were captured in the work plan and budget for consideration in FY2019/2020.

5.0

Recommendations

- **Facilitate councillors to perform their monitoring role:** Masindi District Council should emulate best practices from councils such as Lira District Council who provide fuel every month to each individual councillor to enable them perform their monitoring function.
- **Improve contact with the electorate:** Councillors should be motivated by the fact that they were elected to effectively represent their electorates; they should be engaging and having contact with them regularly. This is to enable the citizens share information and feedback on service delivery and the crucial services that they desire.
- The Principle Human Resource Officer should develop a capacity building plan to include continuously training of councillors on their roles and duties.
- The office of the Speaker of Council should liaise with the various Sub-county heads to develop a harmonised schedule of council meetings to avoid collisions.

Table 2: Masindi District Council Performance FY 2018/19

Performance		Legislation										Accountability					Planning and Budgeting			Monitoring Service Delivery																	
District	2016/17	100	100	2	2	2	3	3	1	2	2	4	2	3	2	3	18	25	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
	2018/19	100	100	2	2	3	3	3	1	2	2	4	2	3	2	3	18	25	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
	Masindi	55	50	2	0	1	3	3	1	0	3	2	2	3	2	3	18	25	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
	Average	51	62	2	1	2	2	2	1	1	1	3	1	2	3	2	3	16	15	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

Table 3: Performance of Masindi District Chairperson FY 2018/19

Identifiers				Perfor mance	Political Leadership							Legislative Role			Contact with Electorate		Initiation of Projects				Monitoring Service Delivery										
Name	Gender	District	Political Party	Terms	DEC	Monitoring Admin	State Of Affairs	Oversight Civil Servants	Commissions/Boards	Central Gov't	Sub Total	Council	Motions Executive	Bills by Executive	Sub Total	Meetings Electorate	Issues by Electorate	Sub Total	Projects Initiated	Communal Projects	NGOs	Sub Total	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total	
	M	Masindi	NRM	1	2018/19	3	5	2	4	2	4	20	2	8	5	15	5	5	10	3	2	5	10	7	7	7	7	7	5	5	45
					2016/17	1	5	2	3	2	4	17	2	6	3	11	5	5	10	3	1	5	9	3	7	7	7	0	0	0	24
					Average Score	2	4	2	3	2	3	16	2	5	2	9	4	4	8	3	1	5	9	5	5	5	5	5	5	4	3

Table 4: Speaker of Council's Performance, Masindi District Local Government FY2018/19

Identifiers					Performance			Presiding over Council							Contact Electorate		LLG	Monitoring Service Delivery									
Name	Political Party	Constituency	District	Gender	Terms Served	2016/17	2018/19	% Change	Chairing Council	Rules of Procedure	Business Committee	Records Book	Record Of Motions	Special Skills	Sub Total	Meetings Electorate	Coordinating Centre	Sub Total	Participation in LLG	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
						100	100		3	9	3	2	3	5	25	11	9	20		10	7	7	7	7	5	5	45
Maximum Scores						100	100		3	9	3	2	3	5	25	11	9	20	10	7	7	7	7	5	5	45	
Moses Kiirya	NRM	Karujubu	Masindi	M	2	41	52	27	3	9	3	2	3	0	20	8	9	17	0	5	0	0	5	5	0	0	15
Average					2	57	62	18	3	7	2	2	2	0	17	8	8	16	4	5	4	3	4	4	1	3	24

Table 5: Performance of Masindi 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
					Maximum Scores	100	100	8	8	5	4	25	11	9	20	10	7	7	7	7	7	7	7	5
Julian Ayesiga Sarah	NRM	Miirya	F	3	66	71	8	8	8	5	0	21	11	9	20	0	7	7	3	7	5	0	1	30
Julius Kahiira	NRM	Bwijanga	M	3	84	70	-17	8	8	2	0	18	7	9	16	0	0	6	7	6	7	5	5	36
Kassim Kabagonza	NRM	Kimengo	M	3	63	65	3	8	0	5	0	13	11	9	20	0	3	4	7	6	7	0	5	32
William Mwambu	NRM	PWD	M	1	36	65	81	8	8	5	0	21	8	9	17	0	7	7	3	0	3	5	2	27
Badru Mugabi	NRM	Central Div	M	2	83	64	-23	8	8	5	0	21	1	9	10	0	7	0	7	7	7	5	0	33
Pascal Businge	NRM	Kigulya Div	M	1	21	62	195	3	8	5	0	16	7	6	13	0	0	7	7	7	7	0	5	33
Joseph Ogaino	NRM	Youth	M	1	32	61	91	8	8	5	1	22	4	9	13	0	3	3	3	7	3	2	5	26
Grace Olive Kunihira	NRM	Karujubu Div	M	2	68	60	-12	8	8	5	0	21	7	9	16	0	1	3	3	5	5	1	5	23

Identifiers				Performance			Legislation				Contact Electorate		LLG	Monitoring Service Delivery									
Name	Political	Constituency	Gender	2016/17	2018/2019	% Change	Plenary	Committee	Motion	Special Skills	Sub Total	Meeting Electorate	Office	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
			Terms Served																				
Maximum Scores				100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
Mary Kihika Mujumura	NRM	Bwijanga S/C	F	64	59	-8	8	8	5	0	21	11	9	20	0	3	0	3	5	7	0	0	18
Salama Kugonza	NRM	Youth	F	68	58	-15	8	8	5	0	21	4	9	13	0	7	6	0	2	7	0	2	24
Zebby Kageye Baitwaki	NRM	Older Persons	F	45	55	22	3	8	0	0	11	11	9	20	0	6	6	3	2	0	5	2	24
Merekisedeki Kanaginagi	NRM	Pakanyi	M	64	54	-16	8	8	5	0	21	4	9	13	0	5	5	1	4	4	0	1	20
Denis Tumwine	NRM	Workers	M		51		8	8	0	0	16	7	9	16	0	7	3	3	0	2	2	2	19
Robinah Katusiime	NRM	PWD	F	31	50	61	3	3	0	1	7	11	9	20	0	2	2	7	6	6	0	0	23
Bonny Kiirya	NRM	Nyangahya Div	M	54	49	-9	3	3	2	1	9	7	9	16	0	3	7	3	7	1	2	1	24
Afisa Karungi	NRM	Nyangahya Div	F	33	47	42	8	0	5	0	13	11	9	20	0	2	2	3	2	5	0	0	14
Titus Ariyo	NRM	Budongo	M	64	45	-30	3	1	5	1	10	7	9	16	0	6	2	3	3	5	0	0	19
Gladys Matwara	NRM	Pakanyi	F	18	41	128	3	3	0	0	6	7	9	16	0	4	2	3	4	2	2	2	19
Monica Asimwe Mwgonze	NRM	Kigulya Div	F	24	34	42	3	3	0	0	6	4	9	13	0	4	7	0	4	0	0	0	15
Beatrice Bigirwenkya	IND	Budongo	F	28	31	11	3	3	5	0	11	4	9	13	0	0	6	0	0	1	0	0	7
Gladys Namande Katongole	NRM	Workers	F		31		1	8	0	0	9	1	9	10	0	2	6	0	0	2	2	2	12
Average				50	53	29	6	6	3	0	15	7	9	16	0	4	4	3	4	4	1	2	23

*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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