



LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Buliisa District Council Score-Card Report 2012/2013



Micah Asiku ■ Lillian M. Tamale ■ Richard Kajura ■ Robert Tinkasimire

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Cover Illustrations:

Fishermen row their boats next to an oil exploration site in Buliisa District. The district leadership needs to strategically position the district to tap into the opportunities that oil production will bring to the district.

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LIST OF ACRONYMS

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
DDP	Deepening Democracy Programme
DDP	District Development Plan
DPU	District Planning Unit
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 II	Northern Uganda Social Action Fund Second Phase
PAC	Public Accounts Committee
PAF	Poverty Action Fund
PHC	Primary Health Care
PMA	Plan for Modernization of Agriculture
PS	Protected Springs
PRDP	Peace Recovery Development Programme
PWDs	Persons with Disability
RGC	Rural Growth Centre

SWs	Shallow Wells
SFG	School Facilities Grant
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education
USE	Universal Secondary Education

ACKNOWLEDGEMENT

This scorecard was prepared as part of the Local Government Councils' Scorecard Initiative (LGCSCI). This Initiative is a partnership between the Uganda Local Governments Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE). The report is an output of consultations with the district political and technical leadership. At the lower local governments, we would like to acknowledge the contribution of the sub-county leadership and community members who participated in the various Focus Group Discussions. We acknowledge the contributions of the LGCSCI project team at ACODE and the district-based researchers across the country.

At the district level, we are particularly indebted to the offices of the District Chairperson, the District Speaker, the Chief Administrative Officer and the District Clerk to Council for the support to the assessment process on which this report is based. In the same spirit, we acknowledge the cooperation of the district councilors who are the primary unit of study and analysis for the scorecard. We are grateful to Drake Rukundo for peer reviewing and Mukotani Ruyendo for technical editing of this report.

Funding for this assessment is provided by the Democratic Governance Facility (DGF) We are grateful to the DGF contributing partners: United Kingdom (UK), Denmark, Norway, Ireland, Sweden, The Netherlands, Austria and the European Union (EU).

Finally, it is important to recognize that there remain considerable gaps of information and data required to fully assess the performance of district councils and councilors. We have taken due care to ensure that where such information exists, it is presented as accurately as possible. However, we take responsibility for any errors or omissions.

EXECUTIVE SUMMARY

Buliisa District is among the 26 districts that have been assessed. This is the third report on Buliisa District Local Government for the Local Government Councils' Scorecard Initiative. The scorecard assessed the performance of the Local Government Council, the Chairperson, the Speaker and individual Councilors who are vested with powers and responsibilities to ensure effective governance of the respective local governments as stipulated in the Local Governments Act (Cap 243). The scorecard is intended to build the capacities of leaders to deliver on their mandates and empower citizens to demand for accountability from elected leaders. The objective of this report is to provide information and analysis based on the assessment conducted during Financial Year (FY) 2012/13. The assessment reviewed documents on planning and budgeting, service delivery monitoring; and Buliisa District Local Government performance reports. In addition, a review of minutes of sectoral committees and council sittings was undertaken to inform the report about the performance of the business of Council, the Chairperson and individual Councilors. Face-to-face interviews with the targeted community leaders, key informant interviews at service delivery points, and focus group discussions (FGDs) further enriched the fact-finding and assessment process.

Buliisa District was found to be heavily dependent on central government transfers that account for over 92.4% of district revenue. Locally-generated revenue and donor contributions were projected to be 6.3% and 1.3% respectively. During FY 2012/13 the district operated with a total budget of Shs. 9,987,232,000 compared to Shs. 10,043,859,000 during the previous financial year, representing a 0.56% reduction in the projected revenue.

With 60% staffing levels in the health sector, the situation remained the same compared to the previous year. Under the water and sanitation sector, water coverage level was 68%, while the functionality of water sources was 64%. Pit latrine coverage was at 49%. In the agriculture sector, Buliisa District had at least three extension workers and three demonstration sites per sub-county which was inadequate to cover the extension service needs.

The assessment in the district covered 17 councilors, 8 of whom were female while the rest were male. In FY2012/13, Buliisa District Council scored a total of 60 out of 100 possible points an improvement compared to FY 2011/12. The best performance was exhibited under planning and budgeting (with 13 out of 20 points) followed by legislative role and accountability to citizens at 15 out of 25 points.

Chairman Lukumu Fred scored 70 points while the Speaker, Hon. Amama A. Didan, scored 65 out of 100 possible points. Both leaders registered improvement in their performance. The speaker's major leap forward was exhibited in contact with the electorate, participation in LLGs and monitoring of national priority programmes. The average score for councilors remained the same as that from the previous financial year, with 45 out of 100 possible points. The best male councilor was Hon. Kinene Simon Agaba, with 71 out of 100 points, while the best female councilor was Hon. Lydia Amanyanya with 61 out of 100 possible points.

The major service delivery challenges in Buliisa District included the following: cliques within the Council; delays in the procurement process; poor contract management; inadequate staffing; limited facilitation for supervision and monitoring; limited participation in sub-county council meetings; failure to follow up on service delivery concerns raised in monitoring reports; and budget cuts by central government. The recommendations made include: the need to resolve conflicts and promote teamwork; sharing of monitoring reports; management of contracts; conflict of interest in award of contracts and increased citizen engagement.

1. BACKGROUND

1.1 Introduction

The Local Government Councils Scorecard Initiative (LGCSCI) is one of the innovative projects implemented by ACODE in partnership with ULGA with the goal of strengthening citizens' demand for good governance and improved quality of service delivery by building the capacity of district local government councils to perform their constitutional mandate effectively and efficiently. Buliisa District was included in the assessment in the second year of the LGCSCI in FY 2009/2010 which expanded from the initial 10 districts to cover 20 districts. The second assessment for Buliisa District was conducted in FY 2011/2012, when 26 districts were assessed. This report covers the period for FY 2012/2013 which was the district's third year of assessment.

1.2 District Profile

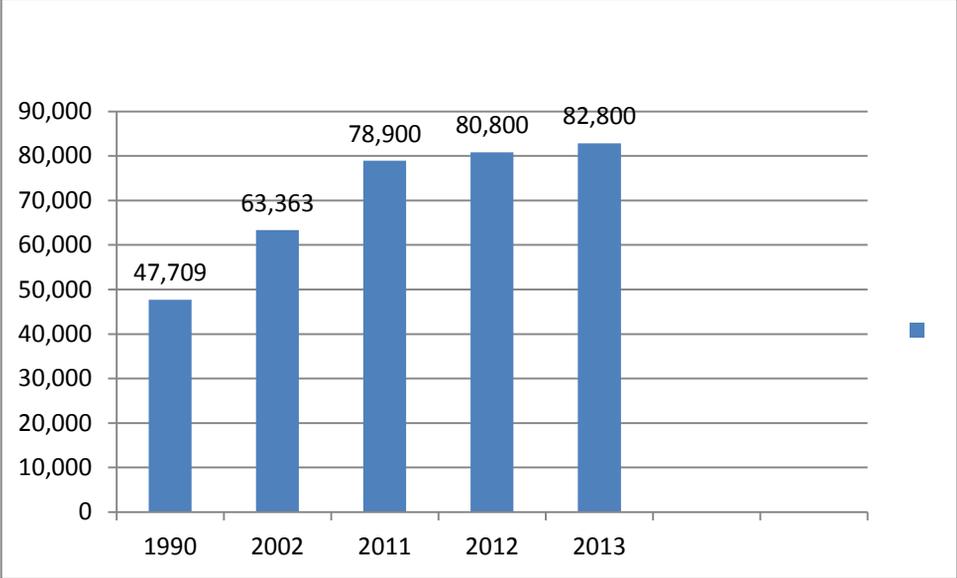
Carved out of Masindi in 2006, Buliisa is one of the districts that make up Bunyoro Sub-Region. The district is bordered by Nebbi in the North-West, Nwoya in the North-East, Masindi to the East, Hoima to the South and the Democratic Republic of Congo (DRC) to the West. It is surrounded by Lake Albert, the Albert Nile, Bugungu Game Reserve, Budongo Forest Reserve and the Murchison Falls National Park. Buliisa is a one-county district with seven sub-counties that include Biiso, Kihungya, Butiaba, Buliisa, Avogera, Ngwedo and Buliisa Town Council.

1.2.1 Demographic characteristics of Buliisa District Local Government

Buliisa District's population trend shows general increase in population since the 1990 census. According to the Uganda Bureau of Statistics (UBOS) District Population Profile of 2011, Buliisa District's population has been growing steadily from 47,709 in 1991 and had been projected to increase to 80,800 in 2012. The population is unevenly distributed, with the highest density recorded in Biiso (14,834) followed by Ngwedo (13,130), Butiaba (12,840), Kihungya (11,490), Buliisa (11,355), Kigwera (10,688) and the lowest being Buliisa Town Council with (6,464). Most of the population is concentrated in

agriculturally productive areas and fish landing sites, while human settlement is not allowed in protected areas such as Budongo Forest Reserve, Bugungu Game Reserve and Murchison Falls National Park. The trend of population growth between 1990 and 2013 is further indicated in Figure 1.

Figure 1 Population Growth Trends of Buliisa District



Source: UBOS Population Projections 2013

1.3 Buliisa District Leadership

Politically, the district is governed by the District Council which is headed by the District Chairperson. The Chairperson is assisted by the District Executive Committee (DEC) with help from Sectoral Committees that deliberate on policy matters and make recommendations to the Council. The District Speaker presides over Council meetings and is assisted by the Deputy Speaker. On the other hand, the technical arm is headed by the Chief Administrative Officer (CAO) assisted by the Deputy Chief Administrative Officer (DCAO) and Heads of Department (HoDs). They are charged with the responsibility of implementing government programmes to ensure services are delivered to the citizens.

The Resident District Commissioner (RDC) is a presidential appointee who oversees the running of government programmes in the district as a Central Government Representative and is the Chairperson District Security Committee. The District Council has two standing committees namely, General Purpose Committee and Finance and Planning Committee. The district could

not constitute more committees because of the small number of councilors that make up the district council.

The district has well constituted statutory bodies -- the Public Accounts Committee (PAC), the District Service Commission (DSC) and the District Land Board (DLB) -- and these are appointed by the Chairperson with approval by the District Council. The District Contracts Committee (DCC) handles the procurements and disposal of all public assets in the district and works under the CAO's office. Similarly, the sub-counties, parishes, and villages have councils and executive committees which coordinate the various functions of government at the lowest service delivery points.

The district is represented by two Members of Parliament, one of whom represents Buliisa County while the other is the District Woman MP. Table 1 shows the current political and technical leaders of Buliisa District during the year under review.

Table 1: Buliisa District Leadership

Designation	Name
Chairperson, Secretary for Works and Technical Services	Fred Lukumu
District Vice Chairperson, Secretary for Finance Planning and Investments	B. Moses Businge
District Speaker	A. Didan Amama
Deputy Speaker	Lydia Amanywa
Secretary for Education, Health and Sanitation	Joyce Kafua
Secretary for Production and Natural Resources	Geoffrey Openjitho
Secretary for Community Development and Social Services	Hon. Gilbert Tibasiime
Chairperson General Purpose Committee	Teddy Vusia
Chairperson Finance and planning Committee	Moses Wandera
Resident District Commissioner	Florence Beyunga
MP Buliisa County	Hon. Stephen Biraehwa Mukitale
Woman MP	Hon. Beatrice Ampaire
Chief Administrative Officer	Langoya Patrick Otto
Deputy Chief Administrative Officer	Fred Kalyesubula
Chief Finance Officer	David Baguma
Chairperson District Service Commission	Rev. Moses Babyenda
Chairperson Public Accounts Committee	Alfred Asimwe
Chairperson District Land Board	Sabiiti Tundulu
District Production Officer	Robert Kahwa
District Health Officer	Robert Mugabe
District Education Officer	Christopher Byenkya
District Engineer	Siraj Asimwe
District Natural resources Officer	Bernard Tugume

District Community Development Officer	Barugahara Bernard Atwooki
District Planner	Blair Mureebe
District Internal Auditor	Arthur Kibaratenda

Source: District Council Minutes 2012/13.

1.4 Methodology

The process of conducting the assessment used a variety of methods consistent with the goals and the theory of change¹ of the scorecard. The following approaches were used in the process.

1.4.1 The Scorecard

The scorecard is premised on a set of parameters which assess the extent to which local government council organs and councilors perform their responsibilities.² These parameters are based on the responsibilities of the local government councils. The organs assessed include: the district council, district chairperson, district speaker and the individual councilors. The parameter assessed include: legislation, contact with the electorate, planning and budgeting, participation in lower local governments and monitoring service delivery.³

The scorecard is reviewed and ratified annually by internal and external teams. The internal team comprises ACODE researchers and local partners. The Expert Task Group, which is the external team, comprises individual experts and professionals from local governments, the public sector, civil society and the academia.

1.4.2 Scorecard Administration

Before commencement of the assessment exercise, an inception meeting was organized on 26 March 2013 for councilors, technical staff, and selected participants from civil society and the general public. This meeting was designed as a training workshop on the purpose of the scorecard, nature of assessment, and to orient councilors for the assessment.

- a) **Literature Review.** The assessment involved comprehensive review of documents and reports on Buliisa District Local Government. The following were the documents and reports reviewed: District Development

1 For a detailed Methodology, See Godber Tumushabe, E. Ssemakula and J. Mbabazi (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance. ACODE Policy Research Series, No. 53, 2012. Kampala

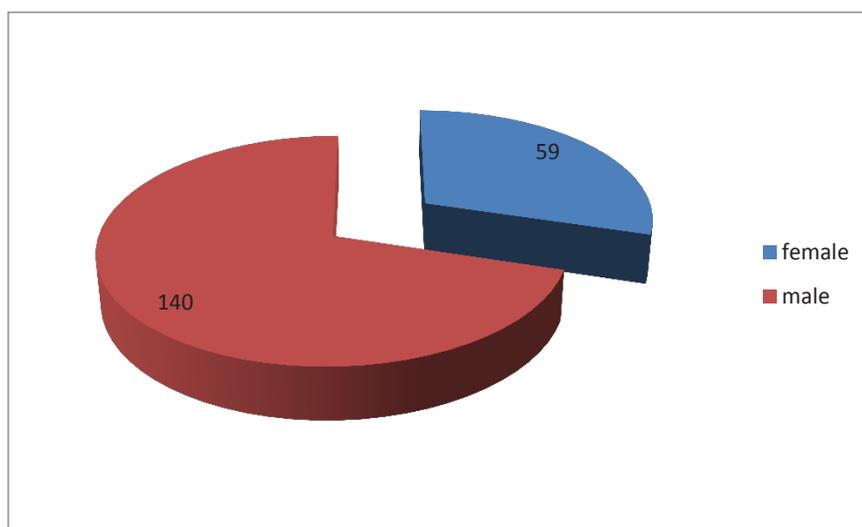
2 See Third Schedule of the Local Governments Act, Section 8.

3 See, Tumushabe, Godber. Ssemakula, E., and Mbabazi, J., (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance ACODE Policy Research Series, No. 53, 2012. Kampala.

Plan, Budget Framework Paper, District Budget/Annual Work Plan, Capacity Building Plan, Revenue Enhancement Plan, Annual Assessment Report, Audit Reports, PAC/TPC Minutes, State of Environment Report, Council Minutes, Sector Minutes, Laws and Bylaws, Budget Speech 2012/2013, State of the District Report, Council Committee Reports, individual councilors' reports.

- b) **Key Informant Interviews.** Key informants were purposively selected for the interviews owing to their centrality and role in service delivery in the district. Interviews were conducted with the district technical and political leaders. The interviews focused on the state of services, level of funding, and the officials' contribution to service delivery in the district. For the political leaders, these interviews are the first point of contact with the researchers and they generate assessment values that feed into the scorecard. They also offer an opportunity for civic education on roles and responsibilities of political leaders. Interviews with the technical leaders provide an independent voice and an opportunity to verify information.
- c) **Focus Group Discussions (FGDs).** Focus Group Discussions (FGDs) are conducted based on the criteria set in the scorecard FGD guide. A total of 14 FGDs were organized in the seven sub-counties in the district. FGDs were platforms for civic education and empowerment about the roles of councilors and other political leaders. They were mainly organized to enable voters verify information provided by their respective councilors. In all, 199 people (59 of whom were women and 140 men) participated in the FGDs.

Figure 2: FGD participation by gender



d) Visits to Service Delivery Units. Visits to Service Delivery Units

Field visits to service delivery units (SDUs) were undertaken in each sub-county by the research team. In each sub-county, visits were made to primary schools, health centres, water source points, demonstration sites, FAL centres and roads. Field visits were mainly observatory and, where possible, interviews were conducted with the personnel at the SDUs. These visits were also meant to verify the accuracy of the information provided by the political leaders.

1.4.3 Data Management and Analysis

The data collected during the assessment was both qualitative and quantitative. Qualitative data was categorized thematically for purposes of content analysis. Thematic categorization helped in the identification of the salient issues in service delivery. Quantitative data was generated through assigning values based on individual performance on given indicators. These data were used to generate frequency and correlation matrices that helped make inferences and draw conclusions on individual and general performance.

2. BUDGET PERFORMANCE AND IMPLICATIONS FOR SERVICE DELIVERY

2.1 District Budget Performance

The local government system as provided for in the Constitution of the Republic of Uganda 1995 and operationalized by the Local Government Act 1997 is premised on Decentralization Policy of 1992. The policy provided for transfer of political, administrative and fiscal functions and powers from the central government and its agencies to local governments and administrative units, thereby improving accountability and effectiveness in service delivery and promoting local ownership of program and projects, with the ultimate goal of bringing services nearer to the people. One of the major aims is to improve the capacity of local authorities to plan, finance and manage service delivery.

2.1.1 District Resource Envelope

During the year under review, the resource envelope of Buliisa District comprised three major sources of revenue: central government grants, local revenue, and donor funds. Funds from the central government included both conditional and non-conditional grants. Local revenue included funds collected from sources that were designated as local revenue sources by Parliament, while the majority of donor funds were provided through development partners and NGOs. Table 2 shows the budget outturn for the district during for two consecutive financial years.

Table 2: Revenue budget outturn for the FY 2011/12-2012/13

No.	Ugshs 000s	2011/2012		% out turn	2012/13		% out turn
		Approved budget	Actual received	Recurrent	Approved budget	Actual received as of 3rd quarter	
1	Local revenue	272,301,	195,913	71.9%	626,207	172,000	27%
2	Unconditional grant	811,979	730,246	89.9%	830,188	174,235	20%
3	Conditional grant	5,263,197	4,615,818	87.6%	5,292,391	2,037,409	38%

4	Other Govt. Transfers	3,377,302	1,743,341	51.6%	2,856,794	1,683,629	58%
5	Local development fund	208,848	198,406	95%	254,382	18,929	7.4%
6	Donor funding	110,269	79,231	71.8%	127,269	133,557	104%
	Total	10,043,895	7,562,954	75.2%	9,987,232	4,219,761	42.2%

Source: Ministry of Local Government: Local Government Quarterly Performance Report (Quarter 4 submitted August 2013)

Statistics from the table above confirm that the district is still heavily dependent on the central government for over 92.4% funding, while local revenue and donor funds were 6.3% and 1.3% respectively. It is important to note that while Buliisa is endowed with a number of natural resources from which local revenue can accrue key revenue sources such as royalties from forest products, fisheries and national parks are still managed by the central government. While the recent discovery of oil and gas in the region has raised resident's expectations in terms of local revenue sources, the terms and conditions for revenue sharing between the districts and central government are still work in progress.

One remarkable observation during the year under review was that local revenue did not increase but rather decreased by over UGX 170,000,000, as can be seen in the Table 2. The poor performance of local revenue collections directly impacted on the council activities which are funded out of the 20% of the local revenue. This may explain why some Council meetings were not held on schedule and few monitoring visits were made by the committee of the Council as well as monitoring of service delivery by the District Executive Committee.

While the district was not able to collect the entire local revenue budgeted, the central government equally did not meet its obligation of remitting the approved budgets to the district. In addition, there were delays in quarterly releases especially for the 4th quarter. This incapacitated the district in relation to timely implementation of planned development programs to provide services to the people.

2.1.2 Sectoral Budget Allocations

During the year under review education was allocated the biggest budget followed by health and production respectively. This was in line with the district priority for the year under review. During his state of the district address in June 2012, the District Chairperson made a commitment to ensure that funding to these three key sectors improved. The increased funding was aimed at building the district capacity to produce the required professionals that would provide the needed labour force. This was based on the experience that

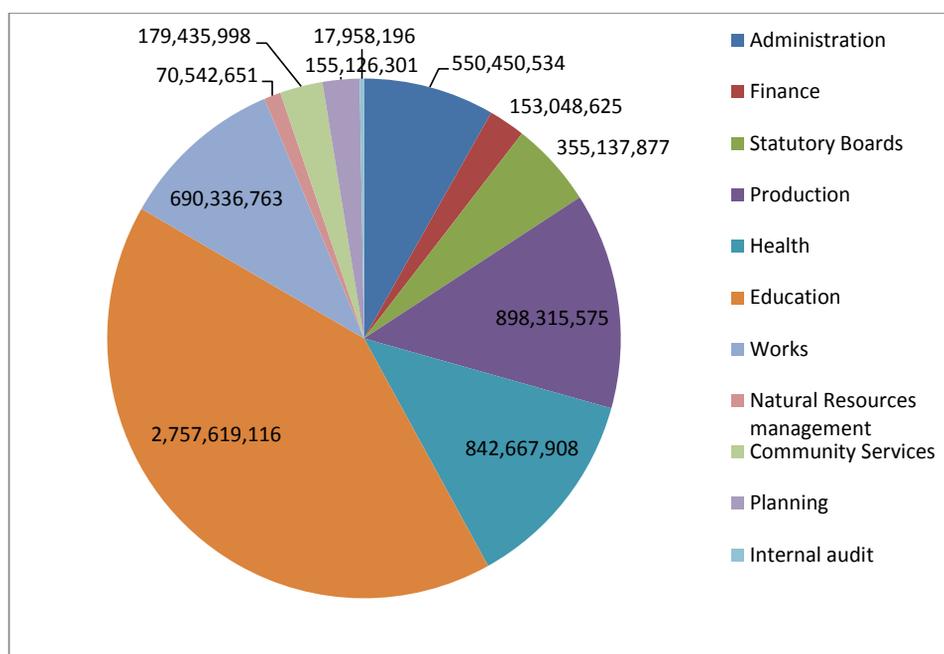
the district had failed to attract professionals and retain them in key service sectors, especially health.

Table 3 Estimated budget breakdown against actual received for the F/Y 2012/13

No.	Department	Estimated Expenditure '000s'	Actual '000s'
1	Administration	667,745,000	550,450,534
2	Finance	220,523,000	153,048,625
3	Statutory Boards	369,839,000	355,137,877
4	Production	1,070,700,100	898,315,575
5	Health	888,049,000	842,667,908
6	Education	2,885,796,000	2,757,619,116
7	Works	2,429,648,000	690,336,763
9	Natural Resources Management	85,222,000	70,542,651
10	Community Services	769,461,000	179,435,998
11	Planning	219,546,000	155,126,301
12	Internal Audit	27,836,000	17,958,196
	TOTAL	9,549,995,320	6,677,693,493

Source: Finance Department: Buliisa District approved and actual revenue received as at 3rd quarter for the year 2012/13.

Figure 3: Sectoral Budget Allocations for Buliisa District Local Government FY 2012/13



Source: Ministry of Local Government (2013): Buliisa Local Government Quarterly Performance Report (Quarter 4 submitted August 2013) Kampala Uganda

2.2 Status of Service Delivery

Basic public services such as education, health, roads and agricultural advice are essential to the local and national economies. The quality of these services provided to citizens is the ultimate measure of performance of government. A review of selected service delivery indicators for Buliisa District shows that despite advances made in various areas, more needs to be done regarding the level of service provision. The selected areas are: Primary Education, FAL, Health, Agriculture, Road Sub-sector, Water and Sanitation and Environment and Natural Resources.

Under decentralization, several functions were devolved to local Governments in bid to bring services nearer the people and the district local governments are therefore mandated to provide public services to the citizens on behalf of the central government. This section presents information on the district budget and the state of service delivery in Buliisa.

2.2.1 Primary Education Services

Education is one of the pillars of socio-economic developments as it is a means by which knowledge is imparted, skills acquired and faculties trained to produce productive citizens. Primary education is part of what is referred to as basic education and its provision is within the mandate of district local governments.

Buliisa District in the period under review made remarkable achievements in terms of infrastructural developments in UPE schools. This has been complemented by development partners, among which are: World Vision, Build Africa and Soft Power. Classrooms, toilet facilities and staff houses are the key developments in the primary education sector. The district made some progress reducing the teacher-pupil ratio by recruiting more teachers to bridge the gap, during the year under review.

According to the District Inspector of Schools there was still congestion experienced in lower classes, and low completion rate. There were more girls who drop out of school in upper primary than boys and there was high levels of teacher attrition from the district and poor performance in PLE, among others. The district education department did not have a vehicle and sufficient funds to facilitate school inspections so as to address some of these challenges. On the other hand, the District Chairperson highlighted more on the challenges facing the education sector, which included the high cost of construction in lower Buliisa as a result of the collapsible nature of its soils, compared to construction of the same facilities in upper Buliisa with stable soil profile; and inability to replace broken desks due to financial constraints.

He further noted that while efforts had been made to build staff quarters, they were not yet sufficient to accommodate all the staff so as to motivate them because of the hardships they endured in terms of accommodation.

Figure 4: Left: Classroom block of Waiga Primary School. Centre: Broken Furniture at Kijanji Primary School Right: Staff house at Kijanji Primary School



Source: ACODE digital library September 2013

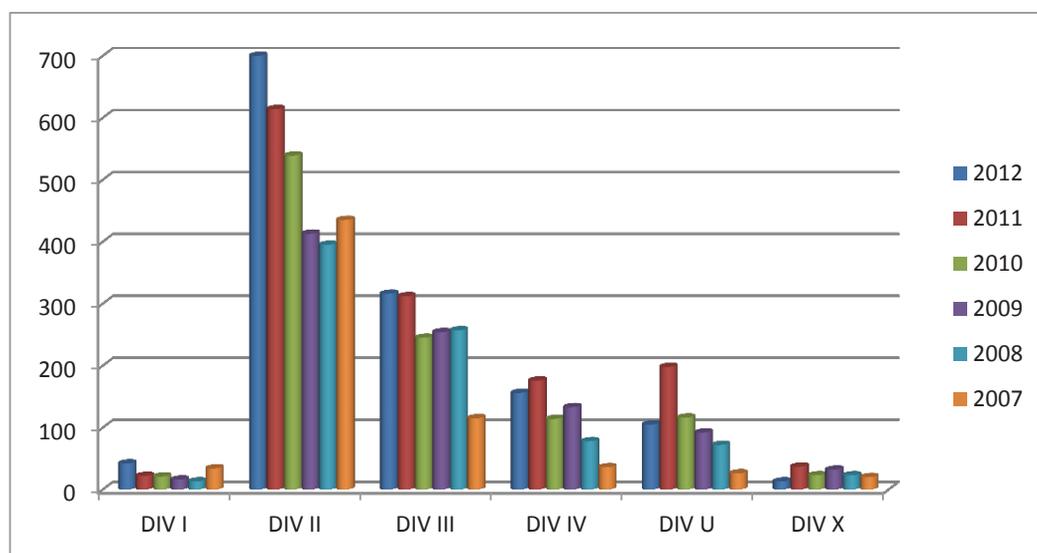
During the year under review, the performance of Buliisa District in PLE improved marginally compared to the previous years. Out of a total of 1,332 candidates registered, 42 passed in Division I, 700 in Division II, 316 in Division III and 156 in Division IV and a reduction was registered in the number of ungraded candidates and those who did not sit at all. In the previous assessment, 1,453 candidates were registered and only 22 passed in Division I. The number of candidates registered for PLE in 2012 was 121 pupils less than that in 2011 which indicated a drop in completion rate, a factor that points to the problem of school dropouts.

Table 4: Buliisa District PLE Performance 2007-2012.

YEAR	DIV I	DIV II	DIV III	DIV IV	DIV U	DIV X	Total
2012	42	700	316	156	105	13	1332
2011	22	614	312	176	198	37	1453
2010	21	539	245	114	116	23	1058
2009	16	413	254	133	92	32	940
2008	13	395	257	78	72	23	838
2007	34	435	115	36	26	20	666

Source: Buliisa District Education Office, FY 2012/13

Figure 5: Trends Analysis for PLE Performance for Buliisa District



Source: Buliisa District Education Office, FY 2012/13

Table 5: Basic information on UPE 2012/13

Indicator	Statistics
Number of primary schools on UPE	32
Primary School Enrolment	22,189
Classroom-Pupil ratio	1:76
Schools without a single complete permanent classroom	0
No. of qualified teachers	396
Pupil Teacher ratio	36:1
No. of desks (3-Seater)	Not available
Pupil- Desk ratio (3 – seater desk)	Not available
Pupil – essential text book ratio	Not available
School dropout rate	Not available

2.2.2 Functional Adult Literacy

FAL is designed to impart the 3Rs (Reading, Writing and Arithmetic) meant to ensure the adults who missed opportunity of either going to school or failed to continue with their education become functionally literate. This is meant to enable the most vulnerable members of the community to be able to meaningfully participate in the economic growth and development of the country.

Buliisa District has 50 FAL centres. Of these, only 37 were active during the year under review. The programme faced challenges of underfunding; low morale among FAL instructors; and, inadequate monitoring and supervision.

In the period under review UGX 4,371,000= only was allocated to run the 50 centres, covering activities like purchase of instructional materials, facilitation of instructors and monitoring by the district. This translated to Shs 87,420= per centre per annum which was not sufficient to run the programme effectively.

2.2.3 Health

Quality health service is one of the key social amenities government provides to ensure productive labour force that can transform and build the economy. Buliisa District had 7 government health facilities with Buliisa Health Centre IV as the highest health unit and 2 private-not-for-profit units. There were plans to elevate Kigoya Health Centre IV under construction by Tullow Oil Ltd to open as a hospital. The project seemed to be taking so long to complete and yet the district was yearning to have the facility opened to the public to provide the very much needed health service to the citizens. The nearest hospital accessed by the citizens was Hoima Regional Referral Hospital some 120 km away. In the year under review, Buliisa Health Centre IV did not have a Medical Doctor as is required by the Ministry of Health establishment.

Table 6 Basic demographic and health data for Buliisa District

Indicator	Buliisa	Uganda
Population	80,800	34m
Average household size	6.9	6
Average annual growth	2.7	3.8
Infant Mortality Rate per 1000	120	88
Maternal Mortality Rate per 100,000	349	505
Child Mortality Rate for under five per 1000	503	152
Wasting	2.3	4
Under weight	17.4	24.5
Fertility rate	7	6.9
Life expectancy	-	44
HIV prevalence	9.6	6.1
Population per Doctor	80,800	15,678
No. of Doctors	1	-
No. of Clinical officers	6	-
No. of Enrolled Nurses	21	-
No. of Midwives	14	-

Source: District Development Plan

There had been remarkable improvements in health sector with staff quarters built to accommodate the staff and health units equipped with solar power. Efforts had been made by the district to recruit and retain medical personnel by giving incentives to health workers. The district council enforced

accountability especially where shoddy work was found. For example, the maternity ward at Avogera Health Centre and staff house at Biiso Health Centre III, where corrective measures were made to complete the projects in a satisfactory manner, during the year under review. The district also procured an ambulance and purchased land to establish the office of the District Health Officer. However, there were still enormous challenges in the provision of health services. The District Chairperson observed that the district did not have a Hospital and a Doctor to manage the Buliisa Health Centre IV as required by government provisions, the staffing level was still low coupled with the challenge of retaining those available, insufficient accommodation, and inadequate medical supplies. This was reaffirmed in the FGD conducted at Buliisa Sub-County where citizens informed the research team that their sub-county did not have a health facility and they had to travel to Buliisa Health Centre IV, over 5km for medical services. The District Chairperson further lamented about shoddy work done in the already troubled health sector. Notable were the staff quarters being constructed in Biiso Health Centre III and Avogera Maternity Ward, which projects stalled as investigations were carried and remedies effected, which delayed services to the citizens.

Figure 6: Left: Avogera HC III connected to power. Centre and Right: Staff quarters at Biiso Health Centre III where shoddy work was identified and improvements made



Source: ACODE Digital Library, September 2013

2.2.4 Agriculture

Agriculture is by far the main economic activity in the district. Recent studies and surveys⁴ indicate that over 45% of the population depends on subsistence farming as the main source of livelihood. The rest of the population depends on fishing (20%), livestock (15%), trading (10%), employment income (6%), and other industries (4%). The traditional cash crops grown are tobacco

⁴ Community Information System conducted in 2009

and cotton while sweet potatoes, cassava, Irish potatoes, beans, maize and groundnuts dominate the food crops, though of recent they are increasingly becoming cash crops.

The district received funds from various sources to promote agriculture and the notable sources of funds were: NAADS, District Livelihood Support Program (DSLIP), among others. The NAADS program is the major contributor to agricultural development in the district with UGX 610,471,000= released to support the program in the financial year under review. This money was spent on provision of advisory services, farmer institutional development and provision of technologies to farmers under three categories, i.e. food security farmers, market oriented farmers and commercializing farmers. The major technologies promoted are: piggery, goat rearing, heifers (zero grazing), cassava, beans and pineapples.

However, the program continued to face recurrent challenges year after year since its introduction in the district. These included suspension of the program by government for review in order to make it perform better and yet by the time the funds were released, the seasons had passed, in which case farmers would receive technologies off season. There was also poor management of technologies by beneficiaries. During FGDs, citizens throughout the district continued to show disapproval over the manner in which beneficiaries were selected and the quality of technologies provided. The research team observed that their claims were based on allegations that most beneficiaries were people who could support themselves; thus neglecting the poor farmers who should have been the actual beneficiaries. The other factor was attributed to political patronage and having connections with civil servants.

On the other hand, the research team also observed that unpredictable weather conditions impacted on the survival of the technologies, especially in respect to crops and fruit seedlings.

Some of the successful projects in the district were livestock rearing as the district's vegetation favored this sector.

Mr. Byruhanga Lukumu of Iputweke village Waaki Parish in Kihungya village gave a testimony of how he benefited from a similar project under the District Livelihood Support Program (DSLIP) and shared his experience with the research team.

" I was given 41 goats of which 3 were males and 38 females. It was not an easy start, I had to construct the shelter and make co-funding of 250,000=. It took me about 2,000,000= to fulfill the required conditions to receive the goats. The other thing is your personal commitment to the project which was already my desire and I had to forego other things

to see this project through. If you are not hard working and focused, you may not benefit from these projects as they call for hard work and seriousness,” he emphasized.

Figure 7: A farmer supported under DLSP in Kihungya Sub-county



Source: ACODE Digital Library, September 2013

2.2.5 Roads Subsector

Buliisa District has a 373km road network which consists of trunk road, feeder roads, community access roads and urban roads. The district has made tremendous progress in the development of the road network. According to the district Chairperson, the district is unrivaled by none of her counterparts in the entire Mid-Western Region since it was established in 2006.⁵

“Before the elevation of Buliisa County to district status, this area had no single all weather feeder road. This situation has since tremendously changed... there is no single Parish in the entire district where no all-weather (graveled) road does not traverse. We are actually moving towards the level where all weather roads traverse all villages in the district”, asserted the Chairperson.

In the year under review, the following new roads were constructed under DSLP: Wanseko-Kaloolo-Mubaku, Kisiabi-Kijangi-Kijumbya-Urigo, Booma-Walukuba-Nyamukuta-Sonsio and Kampala-Tangala-Bubwe. There was reliable evidence to show that these roads were indeed constructed but works had stalled and

⁵ The Chairperson asserted this during face-to-face interaction in his office and the same message was seen in the State of District Report delivered to the Council on 21 December 2012

due to delayed release of funds from the central government. While there was good road network established in the entire district, the challenge remained in the need for routine maintenance where drainage channels were blocked and speedy growth of grass tended to suffocate the roads. According the Chairperson who was also the Secretary for Works and Technical Services, all hope was not lost because central government has introduced the Road Gang System to conduct routine road maintenance as opposed to the petty contractor system where poor work had been done.

The main challenge in the sector had been some irregularities in the procurement process and financial mismanagement through inflated quotation of bills of quantity. The council should be credited for being vigilant in raising the red flag which saw it direct the PAC to conduct investigations in the said allegations and consequently a report was produced to the Council. More needs to be done as the research team could not establish evidence of PAC reports being discussed in Council and recommended actions implemented.

2.2.6 Water and Sanitation

Safe water coverage in the district stood at 60% up from 30% in 2006. The district in partnership with Uganda Red-Cross Society under the sanitation project improved safe water coverage especially in upper Buliisa in the sub-counties of Butiaba, Biiso and Kihungya. On the same note the district, under the District Livelihood Support Program (DSLIP), constructed more water sources in lower Buliisa covering the sub-counties of Buliisa, Kigwera, Ngwedo and Buliisa Town Council.

Table 7: Water sources by type and number

Shallow well	Protected spring	borehole	Gravity flow scheme taps
56	22	54	37
Distance to safe water source	6.9	6	
location	Rural	Urban	
On premises	3.0%	15%	
Less than half a Km	40%	72%	
Less than 5Km	20%	5%	
More than 5Km	7%	0%	

Source: District development plan

During the year under review, some areas, especially along the shores of Lake Albert, had salty underground water which was toxic and unfit for human consumption. For this reason, boreholes were not tenable and yet some villages did not have any potential for accessing underground water. The district had

to invest in extension of piped water through gravity flow schemes to these disadvantaged areas where clean and safe water was still inaccessible.

Participants in an FGD in Katodyo village in Kigwera Sub-county were bitter over the lack of clean and safe water source and had been left with no option but to draw water from the swamps used by animals along Lake Albert. The research team confirmed this development when they were taken to see the water source by a volunteer from the FGD.

“We draw water from this swamp and share the same water source with animals as you can see. To get clean water, you have to burrow the sand as you see over there where this child is fetching water from. Our only borehole at the church broke down and has been neglected for a long time. We don’t know where to turn to for help.” **lamented a concerned community member.**

Figure 8: Left: Drawing unsafe water at Katodyo. Right: Non-functional borehole at Katodyo Church, Kigwera Sub-county



Source: ACODE Digital Library, September 2013

2.2.7 Natural Resources

Buliisa District is endowed with a variety of natural resources such as the Budongo and Masege Central Forest Reserves, Murchison Falls National Park, Bugungu Game Reserve, the beautiful scenery of the Rift Valley escarpments and the Rift Valley floor, Lake Albert and wetlands that form a rich eco-system. The recent discovery of oil and gas of commercial quantities has added to the list of natural resources the district is endowed with. During the year under review, the district Natural Resources Department was headed by the District Natural Resources Officer who was in Acting capacity, the District Forest Officer and the District Fisheries Officer who also doubled as the Environmental Officer.

Table 8: Key indicators in the Environment and Natural Resource Sector for Buliisa District

Indicator	
State of district environment report	Available for 2008
District environment action plan	Draft 2010
Staff managing the ENR in the district	3
No. of agro-forestry nursery beds	8
District Ordinance on Environment and natural resources	Draft 2009
Systems for monitoring wetlands	Not available
District wetland action plan	Not available

a) Forestry

Buliisa District has an estimated forested area of 120 sq km which is mainly Budongo and Masege Central Forest Reserves. This area is diminishing at a very high rate due to rampant encroachment, overgrazing and high dependency on firewood and charcoal as the major source of fuel for cooking (98%). While the bigger portion on Budongo Central Forest Reserve lies in Buliisa District, revenue collection points for all forest products leaving the district are located in Masindi District and managed by National Forestry Authority, hence depriving the district of benefits from revenues from its resources.

The district developed an ordinance on environment and natural resources with technical support from ACODE. The district needs more technical and financial support for the draft document to be completed in order that it can be made operational. Efforts have been made by the district to establish eight Agro-Forestry nursery beds where communities can access quality seedlings for planting for sustainable environment management. Energy-saving cooking technologies through the use of simple cook stoves made from local materials have been promoted among the community to reduce on pressure on the forests for firewood.

Figure 9: Firewood being ferried to Bugoigo landing site, Waisoke



Source: ACODE Digital Library, September 2013

b) Oil and gas

The discovery of oil and gas of commercial quantities in the district has presented some opportunities for development and, at the same time, poses environmental challenges. The district needs to get more prepared to manage the development of the sector through working with the central government and oil companies to ensure benefits accrue to the citizens.

The district was reserved from engagements in the developments in the oil and gas sector apart from few consultative meetings with the oil companies. There were no debates on oil and gas developments in the district save for petitions by community members over mistreatment in terms of compensation for property taken over and waste management. A case in point of environmental concern was the dumping of human waste by Tullow's sub-contractor, Saracen Uganda Limited, at Kakindo Cell from the nearby Kasemene III oil which caused unrest among the citizens.⁶ Without meaningful participation of the district in oil and gas development and lack of a district Ordinance on Environment and Natural Resources, the district faces a great challenge in managing the Environmental Natural Resources sustainably.

c) Fisheries

The management of the fisheries sector had been taken over by the central government and there was lack of coordination in the management of the sector. Officials from the fisheries department often conducted their activities without the involvement of the district, leave alone not even making a courtesy call on the district officials. The Beach Management Units (BMUs) worked independently of the district fisheries department and revenues collected were remitted to the centre, thus depriving the district of a major revenue source. There had been gross mistreatment of fishermen in the district in operations conducted by the officials from the centre; and in the year under review, the district lost a boat engine under mysterious circumstances and was struggling to recover it as a result of lack of coordination between the district and the centre.

d) Wildlife and Tourism

Uganda Wildlife Authority (UWA) has the sole authority over revenues generated from the national parks and it is in its discretion that part of the revenue (20% gate fees) is transferred to parishes bordering the park(s) under pre-determined conditions to support community development initiatives, while the district plays an observatory role instead of being a key partner in the planning and implementation of the development programme.

⁶ Daily Monitor, 9 July 2013: Contractor dumps human waste in homesteads posted by iimaka@ug.nationmedia.com

3. BULIISA DISTRICT SCORECARD FINDINGS AND INTERPRETATION

The local government scorecard complements the Ministry of Local Government (MoLG) that assesses the performance of the technical arm of local governments. It is envisaged that the annual council assessments will create a strong and formidable political arm which should in turn provide effective oversight to the technical arm of the district. The assessment of the political arm in Buliisa was conducted between June and September 2013.

3.1 Performance of the District Council

The District Local Government Council is the highest authority within a local government with political, legislative, administrative and executive powers. The score-card for the council is derived from the functions of the local government councils as stipulated under the Local Government Act 1997. The assessment of the local government councils is aimed at establishing the extent to which a council uses its political, legislative, administrative and planning powers to address the issues that affect the electorate within their jurisdiction. The council is the platform where councilors can raise issues affecting their electorate and ensure that appropriate plans are put in place and the fiscal and other assets of the local government channeled towards addressing those issues. Table 9 shows the details of the council performance on each assessed parameter. The assessment in the district covered 17 councilors, 8 of whom were female, while the rest were male.

Table 9: Performance of Buliisa District Council in FY 2012/13

Performance Indicators Year	Actual Score	Maximum Scores	Remarks
1. LEGISLATIVE ROLE	15	25	

Adopted model rules of Procedure with/without debate (amendments)	2	2	The council adopted rules immediately after assuming office in 2011. It subscribed to ULGA and participated in ULGA's activities. Council operated with 2 standing committees. The council had an office for the clerk to council and council chambers but no library or councilors' lounge. It passed lawful motions such as the budget for FY 2013/14, vote on accounts. There was no focused tour to learn from other districts.
Membership to ULGA	2	2	
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	3	3	
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	1	1	
Public Hearings	1	2	
Evidence of legislative resources	2	4	
Petitions	0	2	
Capacity building initiatives	1	3	
2. ACCOUNTABILITY TO CITIZENS	15	25	
Fiscal Accountability	3	4	The council displayed public funds and ongoing projects on the public notice board. There was no evidence of popularizing ULGA's Charter on Accountability. The council was silent on major issues such as Audit and PAC reports. The council has a chamber with a citizens' gallery and allows citizens to witness council proceedings. The DSC, Land Board and standing committees were all functional. There was no evidence of timely action on internal audit reports. The Deputy CAO acts as PRO, and no evidence of debates on external evaluations both conducted by Ministry of Local Government and ACODE
Political Accountability	7	8	
Administrative Accountability	3	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	
Commitment to principles of accountability and transparency	0	3	
3. PLANNING & BUDGETING	13	20	
Existence of Plans, Vision and Mission Statement	5	5	Plan, vision and mission were in place and displayed in key offices. The district budget was approved in time. The District Budget Framework Paper; the 5-year district development plan; the district capacity building plan; and the district revenue enhancement plan were all readily available
Approval of the District Budget	4	4	
Local Revenue	4	11	
4. MONITORING SERVICE DELIVERY ON NPPAs	17	30	
Education	4	5	Not all the service delivery points were monitored. The number of monitored service delivery units was below the threshold. Where monitoring was conducted, reports were hard to come by. Worse still, the council was faulted on follow up issues after monitoring.
Health	4	5	
Water and Sanitation	3	4	
Roads	3	4	
Agriculture and Extension	3	4	
Functional adult Literacy	0	4	
Environment and Natural Resources	0	4	
TOTAL	60	100	Performance improved compared to the previous FY

During the year under review, Buliisa District Council scored a total of 60 out of 100 possible points, an improvement of 4 points compared to FY 2011/12. The best performance was exhibited under planning and budgeting with (13 out of 20 points), followed by legislative role and accountability to citizens at

15 out of 25 points each. The least performed area was monitoring service delivery in National Programme Priority Areas with a score of 17 out of 30 points. A comparison of performance of all district councils is presented in Annex 1.

3.2 District Chairperson

Hon: Lukumu Fred is the Chairperson of Buliisa district. He is a member of the ruling party (NRM). Chairman Lukumu has held this position since the creation of the district in 2007. The Chairperson was assessed basing on the following parameters; Political leadership, Legislative role, contact with electorate, Initiating projects and Monitoring service delivery on National Programme Areas.

Table 10: Chairperson’s scorecard

Name	Fred Lukumu		
District	Buliisa		
Political Party	NRM		
Gender	Male		
Number of Terms	2		
Total Score	70		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
1. POLITICAL LEADERSHIP	16	(20)	The chairperson presided over Executive Committee meetings. Had made a report on state of the district. There was no evidence of report on actions taken on issues that arose from the state of the district report of 2012/13. He made written communications to central government especially on lifting the ban on land titling in the district
Presiding over meetings of Executive Committee	3	3	
Monitoring and administration	4	5	
Report made to council on the state of affairs of the district	1	2	
Overseeing performance of civil servants	2	4	
Overseeing the functioning of the DSC and other statutory boards/committees(land board, PAC)	2	2	
Engagement with central government and national institutions	4	4	
2. LEGISLATIVE ROLE	8	(15)	The Chairperson attended council meetings regularly and key motions on service delivery were presented by the executive to the council. No bills were presented by his executive
Regular attendance of council sessions	2	2	
Motions presented by the Executive	6	6	
Bills presented by the Executive	0	7	
3. CONTACT WITH ELECTORATE	5	(10)	The Chairperson held community meetings with electorate regularly and handled petitions raised by citizens in a timely and well documented manner. No evidence of notification of citizens on council decision.
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	0	5	

4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA	10	(10)	The Chairperson had made monetary contributions to communal projects especially local fundraising drives. However, this had not been well documented. He had initiated establishment of Ngwedo Community Secondary School with funds from UWA through advice to the community
Projects initiated	3	3	
Contributions to communal Projects/activities	2	2	
Linking the community to Development Partners/NGOs	5	5	
5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	31	(45)	The Chairperson carried out monitoring of government programmes with written reports made on quarterly basis. Without a computer, and coupled with the power problem in the district, timely and consistent documentation remained challenging to the chairperson
Monitored Agricultural services	6	7	
Monitored Health Service delivery	7	7	
Monitored schools in every sub-county	7	7	
Monitored road works in the district	7	7	
Monitored water sources in every sub-county	3	7	
Monitored functional Adult literacy session	0	5	
Monitored Environment and Natural Resources protection	1	5	
TOTAL	70	100	Improved Performance

The Chairperson, Hon. Fred Lukumu scored 70 out of total 100 points. This mark represented a significant improvement when compared to the 56 points during the previous assessment. His major areas of improvements were in initiating projects such as opening of new roads, working with development partners such as Build Africa, Uganda Red Cross Society, Soft Power and Tullow Oil. These mainly focused on developing school infrastructure, health facilities and access to water and sanitation. He also registered remarkable improvement in his political leadership role. A summary comparing the performance of all district chairpersons is presented in Annex 2.

3.3 District Speaker

The district Speaker was Hon. Amama A. Didan, representing Ngwedo Sub-county. Serving his first term in council, the district speaker did not subscribe to any political party, as he was an independent. The Speaker was assessed on his performance of presiding over and preservation of order in council, contact with the electorate, participation in lower local government and service delivery on National Priority Programme Areas. The speaker's performance is summarized in the table 11.

Table 11: Speaker's scorecard

Name	Hon. Didan A. Amama	Level of Education	Diploma	
District	Buliisa	Gender	Male	
Constituency	Ngwedo	No. of Terms		
Political Party	Independent	Total Score	65	
ASSESSMENT PARAMETER		Actual Score	Maximum Score	

1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL	11	(25)	
Chairing lawful council/ meetings	3	3	Chaired 4 council sittings and delegated one to his deputy. Rules of procedure were implemented. However, there was no records book with petitions in the Speaker's Office. Similarly, the speaker did not present any evidence of bills presented by council during the year under review.
Rules of procedure	6	9	
Business Committee	2	3	
Records book with Issues/ petitions presented to the office	0	2	
Record of motions/bills presented in council	0	3	
Provided special skills/knowledge to the Council or committees.	0	5	
2. CONTACT WITH ELECTORATE	20	(20)	
Meetings with Electorate	11	11	There was evidence of meetings held with the electorate.
Office or coordinating centre in the constituency	9	9	Had his residence as coordinating office at Kibambura village and the official Speaker's office at Buliisa District Headquarters.
3. PARTICIPATION IN LOWER LOCAL GOVERNMENT	0	(10)	
Attendance in sub-county Council sessions	0	10	The speaker only attended 3 sub-county meetings.
4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	34	(45)	
Monitoring Health Service delivery	7	7	Visited most of the service delivery units and evidence was available.
Monitoring Education services	7	7	
Monitoring Agricultural projects	3	7	
Monitoring Water service	3	7	
Monitoring Road works	7	7	
Monitoring Functional Adult Literacy	3	5	
Monitoring Environment and Natural Resources	4	5	
TOTAL	65	100	

The District Speaker, Hon. Amama A. Didan, scored 65 out of 100 possible points. This performance represented improvement from 31 points during the 2011/12 assessment. His major leap forward was exhibited in contact with electorate, participation in LLGs and monitoring, producing monitoring reports and making follow-up mainly in the sectors of agriculture, education, health, water and sanitation and roads.

3.4 District Councilors

Buliisa District Council was composed of 17 Councilors, 14 of whom were voluntarily assessed while 3 declined. For those who declined, the research team used available secondary data to assess them. Overall, the average score for councilors remained at 45 out of 100 possible points. Statistically,

this performance means that there was generally no improvement among the councilors of Buliisa. Indeed, a number of councilors scored less marks when compared to the assessment of FY 2011/12.

The best male Councilor was Kinene Simon Agaba, with 71 out of 100 points allotted on all the assessed parameters, while the best female was Councilor Lydia Amanyanya with 61 out of 100 points.

Councilor Alice Atimango (Youth – Female) registered the highest percentage change from 18 to 52 points during the year under review. A summary of performance for all the district councilors is presented in the table 12.

Table 12: Buliisa District Councilors Performance 2012/13

Name	Sub-county	Party	Gender	Terms	2011/12	2012/13	% change	Legislative role						Contact with electorate			Participation in LLGs		Delivery on NPPA						
								Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
Simon Agaba Kinene	Buliisa TC	NRM	M	2	69	71	3	8	8	5	0	21	6	9	15	10	7	7	1	1	7	1	1	1	25
Moses Wandera	Buliisa	NRM	M	1	53	62	17	8	8	0	0	16	11	9	20	0	7	7	3	1	3	3	2	2	26
Lydia Amanywa	Buliisa	NRM	F	1	37	61	65	8	8	5	0	21	11	9	20	0	3	3	3	3	1	5	2	2	20
Joyce Kafua	Biiso/Kihungya	NRM	F	2	65	58	-11	8	8	5	0	21	9	9	18	0	7	3	3	3	1	3	1	1	19
Joyce Mbabazi Kadogori	Buliisa TC	Ind	F	2	69	56	-19	8	8	2	0	18	11	5	16	0	3	7	7	1	0	3	1	1	22
Alice Atimango	Youth	NRM	F	1	18	52	189	8	4	0	0	12	9	9	18	6	3	3	3	1	0	5	1	1	16
Teddy Vusia	Ngwedo	NRM	F	1	62	47	-24	8	8	0	0	16	9	9	18	0	1	3	3	3	1	1	1	1	13
Betty Katusabe	Butiaba	NRM	F	1	62	45	-27	8	8	0	0	16	11	5	16	0	1	3	3	3	1	3	1	1	13
Gilbert Tibasima	Youth	NRM	M	1	34	44	29	8	8	5	0	21	0	9	9	0	1	1	3	3	3	3	2	2	14
Julius Manyireki	PWD	NRM	M	2	46	40	-13	8	8	0	0	16	5	2	7	10	1	1	1	1	1	1	1	1	7
Faith Mugume	PWD	NRM	F	2	16	39	144	1	8	0	0	9	9	9	18	0	1	3	3	3	0	3	1	1	12
Solomon Kahuma	Kihungya	NRM	M	1	27	34	26	8	8	5	0	21	0	2	2	0	1	1	3	3	1	3	1	1	11
Moses B. Businge	Kigwera	NRM	M	2	66	30	-55	8	8	5	0	21	0	2	2	0	1	1	1	1	1	1	1	1	7
Katusime Muhereza	Kigwera	NRM	F	1	27	29	7	1	8	0	0	9	0	9	9	2	1	1	3	3	1	1	1	1	9
Geofrey Openjitho	Butiaba	NRM	M	1	41	27	-34	1	8	0	0	9	2	9	11	0	1	1	1	1	1	1	1	1	7
Solomon Bamuturaki	Biiso	NRM	M	1	28	21	-25	4	1	0	0	5	0	9	9	0	1	1	1	1	1	1	1	1	7
Average				1	45	45	17	6	7	2	0	16	6	7	13	2	3	3	3	3	1	2	2	2	14

3.5 Interpretation of Results

The statistics presented in the tables in the previous section reveal that the district council, chairperson and speaker all registered commendable improvement during the year under review. However, the same cannot be said for the individual councilors whose performance remained static with an average score of 45 during two consecutive years. A number of factors to explain this status quo are enumerated in the text below.

3.5.1 Internal Factors

a) Contact with electorate

According to evidence from the FGDs conducted in all the sub-counties, contact with the electorate and participation by councilors in monitoring service delivery points is still minimal. This was attributed to the lack of facilitation. The UGX 100,000= monthly allowance with 30% tax deduction and transport to and from the district to access the money leaves them with meagre resources for monitoring and hence low motivation to perform their constitutional mandate.

b) Low civic awareness among the councilors

Despite the fact that all the district councilors in Buliisa had undergone the annual scorecard training organized by ACODE and ULGA, a number of them still exhibited inadequate understanding of their roles, hence their inability to perform their constitutional mandate. This perhaps explained the general decline in performance among the majority of the councilors, compared to the previous assessment. The assessment revealed that there were very few councilors capable of presenting motions on service delivery.

c) Poor record keeping among councilors

Although ACODE, in partnership with ULGA, provided diaries to the councilors, there is still poor documentation and record-keeping as the diaries were not put to the intended use. The majority of councilors seemed not to know how to use the diaries as they could not make daily notes aligned to the various parameters. This points to the need to organize specialized training for the district councilors.

3.5.2 External Factors

a) Low civic awareness among community members

The majority of the community members consulted still expect their elected leaders to provide handouts. This explained the low levels of contact with the

electorate, as explained by the majority of councilors who fear to go back to the communities.

b) High dependence on Central Government funding

Buliisa District Local Government is still highly dependent on central government funding, which contributed to over 92.4% of the district budget. The majority of grants from the centre were conditional and could not be reallocated to address emergencies such as replacement of broken desks, rehabilitation of government facilities, repair and or purchase of ambulances. In addition, the district was affected by delayed release of funds, specifically for the last two quarters, affecting timely implementation of development projects. This gap meant that the district had to be faced with limited capacity to cater for local priorities given the dismal local revenue generated.

c) Oil and gas exploration and development

With the discovery of oil and gas of commercial quantities in the Albertine graben, Buliisa District is beginning to attract many investors and government's interests in the economic resource. Given the complex scenario that has developed, the district council should assert its position in the oil and gas debate, especially on the issue of benefit sharing as part of the local revenue base for the district. The district council should discuss matters of oil and gas as they are not debated in council and yet the citizens are already being affected by the oil and gas activities, especially compensation of people affected during exploration activities and in the oil wells and environmental problems such as disposal of hazardous wastes.

d) Management of revenue source from key natural resources by the centre

The management of revenue sources from key natural resources such as forestry, fisheries and national parks by central government has robbed the district of the opportunities to generate local revenue from the natural resources it is endowed with. The recent discovery of the new oil and gas resource only complicates the matter further, with a lot of expectations and questions from district residents.

4. CONCLUSION AND RECOMMENDATIONS

4.1 Conclusion

New as it may be, the recent discovery of oil and gas in Buliisa has put the district in the spotlight of the economic and political discourse. The leadership of the district has been at the forefront to prepare for what the resource has to offer while protecting other already existing natural resources. With an environmental ordinance already in place, the political leadership has been situated to provide oversight over the natural and environmental resources in the district. That challenge that remains is the actual operationalization of the ordinance and the need to popularize the other sources of economic development in the district. This will be critical if the district is to improve its dependency on central government funding. It is also important for the political and technical leadership to focus on and supervise the nascent rapid sprouting of urban centers, a number of which lack basic facilities like toilets and modern good drainage system.

Compared to the 2011/12 assessment results, the 2012/13 performance results do not paint a good picture for the district leadership of Buliisa. While the district council, chairperson and speaker all registered improved performance across the board, the performance of individual councils remained stagnant registering an average performance of 45 points, as was the case from the previous assessment. In the same vein, a significant number of individual councilor's performance declined, rather than improving. A number of recommendations have been made to improve the performance of the political leaders in the district.

4.2 Recommendations

4.2.1 Improved Monitoring of government programs

Councilors should embrace the option of monthly monitoring visits to improve monitoring of service delivery. To improve on documentation and report writing, the District Council should initiate and promote a culture

of filing quarterly work plans and reports with Clerk to Council as a good practice. These reports should reflect an individual councilors' work in their constituencies regardless of the committee on which they serve. This will deal with the problem of councilors who usually associate their monitoring solely to committee monitoring and neglect individual monitoring in their respective constituencies.

4.2.2 Improve civic awareness and engagement of the communities and political leaders

Civic awareness and engagement of communities should be improved through developing and popularizing the District specific client charter in line with guidelines provided by relevant ministries. On the part of the political leaders, continuous orientation is central to this agenda. The annual inception meetings organized by ACODE and ULGA for councilors should be embraced. Intensive dissemination and SMS platform should be rolled out to all the Sub-Counties.

4.2.3 Advocacy for a changed Architecture

Because local governments implement activities on behalf of the central government, they should be facilitated better with more flexible terms to meet the service delivery burden. Direct funding to the district should focus on capital investments and quality service delivery so that Buliisa residents who pay taxes get the services that they deserve. The analysis made in Section 2 of this report clearly highlights the dangers of maintaining the status quo.

4.2.4 Increase Local Revenue Sources

Buliisa District Local Government should assert its position over the management of revenues from the natural resources such as forestry, fisheries and national parks to expand its local revenue base. The same effort should be targeted towards central government in oil and gas development in terms of revenue sharing. The district should work in collaboration with ULGA to lobby and advocate for increased local revenue base.

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Annex 1: Summary of Councils' Performance (FY 2012/13)

District	2011/12	2012/13	% change	Legislative Role										Accountability To Citizens					Planning & Budgeting				Monitoring NPPAs													
				Rules of procedure	Membership ULGA	Functionality of committees	Lawful motions	Ordinances	Conflict resolution	Public hearings	Legislative resources	Petitions	Capacity building	Sub Total	Fiscal accountability	Political accountability	Administrative accountability	Involvement of CSOs	Principles of accountability	Sub Total	Planning and budgeting	District budget	Local revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	Environment	Sub Total				
Wakiso	71	76	7	2	0	3	1	1	1	2	2	2	2	2	2	1	15	3	6	8	2	1	20	5	4	7	16	4	5	3	4	3	2	4	25	
Gulu	82	75	-9	2	2	2	3	0	1	2	4	2	2	2	2	2	20	4	5	6	2	3	20	5	4	2	11	5	5	3	3	3	2	2	24	
Mpigi	67	72	7	1	2	3	3	1	1	2	4	0	1	18	4	5	18	4	5	8	2	0	19	5	4	2	11	5	5	4	2	0	4	2	4	24
Amuria	76	70	-8	2	2	2	3	3	1	0	4	0	2	19	4	6	3	18	4	3	2	3	18	4	4	4	12	4	5	2	4	2	4	0	2	21
Rukungiri	69	70	1	2	2	3	2	1	1	2	3	1	2	19	4	5	7	2	0	18	5	4	18	5	4	2	11	5	5	3	4	3	0	2	2	22
Ntungamo	64	69	8	2	1	3	2	1	1	0	4	1	1	16	4	4	7	2	0	17	5	4	17	5	4	7	16	2	3	3	3	3	3	3	3	20
Nebbi	51	69	35	2	1	3	2	1	1	0	2	1	3	16	4	5	4	2	3	18	5	4	18	5	4	4	13	5	5	3	4	3	0	2	2	22
Mbale	55	68	24	2	2	3	2	0	1	0	2	2	3	17	4	7	3	2	2	18	5	4	18	5	4	7	16	5	3	2	2	2	0	3	17	
Mukono	78	67	-14	2	1	3	1	1	1	2	2	2	3	18	3	5	3	2	2	15	5	4	15	5	4	6	15	3	5	4	3	1	0	3	19	
Kamuli	40	67	68	1	0	2	2	0	1	0	3	1	3	13	3	4	6	2	0	15	5	3	15	5	3	4	12	5	5	4	4	4	3	2	2	27
Hoima	48	67	40	2	1	3	3	3	1	2	1	2	2	20	2	4	3	2	0	11	5	4	11	5	4	2	11	5	5	4	2	4	2	4	1	25
Jinja	44	66	50	1	2	3	1	1	1	2	3	2	3	19	4	5	7	2	1	19	5	4	19	5	4	4	13	2	2	2	4	2	2	1	1	15
Moyo	55	63	15	2	2	3	0	1	0	0	4	0	1	13	4	6	5	2	2	19	5	4	19	5	4	2	11	5	5	2	2	2	0	4	20	
Kabarole	75	63	-16	2	0	3	3	1	1	0	2	0	2	14	3	5	6	2	0	16	5	4	16	5	4	4	13	3	4	2	3	3	2	3	20	
Lira	49	62	27	2	1	3	3	0	0	2	2	2	3	18	3	5	6	2	0	16	5	4	16	5	4	7	16	0	3	0	3	3	0	12		
Mbarara	53	62	17	1	1	3	2	0	0	0	3	0	2	12	3	3	8	2	0	16	5	4	16	5	4	4	13	4	4	2	2	2	4	3	21	
Bududa	60	61	2	2	1	3	1	1	1	1	2	2	2	16	3	7	3	2	1	16	5	4	16	5	4	4	13	3	3	1	4	2	0	3	16	
Nakapiripiri	56	61	9	2	2	1	1	1	0	0	1	2	3	13	4	5	2	2	3	16	5	4	16	5	4	4	13	3	4	1	4	4	0	3	19	
Soroti	68	60	-12	2	1	3	0	0	1	0	3	2	3	15	4	5	8	2	2	21	4	3	21	4	3	3	10	2	2	2	2	2	2	2	14	
Buliisa	57	60	5	2	2	3	3	0	1	1	2	0	1	15	3	7	3	2	0	15	5	4	15	5	4	4	13	4	4	3	3	3	0	0	17	
Luwero	70	60	-14	2	0	3	0	0	1	0	1	2	1	10	4	4	6	2	2	18	5	4	18	5	4	2	11	3	3	4	3	3	2	2	21	
Kanungu	67	57	-15	1	1	2	1	1	1	0	2	2	0	11	4	4	6	2	0	16	5	4	16	5	4	2	11	3	3	2	3	2	2	4	19	
Moroto	55	56	2	2	1	3	3	1	1	1	3	0	2	17	2	6	3	2	0	13	5	4	13	5	4	2	11	3	1	3	2	3	2	1	15	
Tororo	40	55	38	2	2	2	2	1	1	1	4	1	1	17	2	5	4	2	1	14	5	3	14	5	3	2	10	3	4	0	0	2	1	4	14	
Agago		51		2	1	3	1	0	1	0	2	1	2	13	3	4	4	2	0	13	5	4	13	5	4	2	11	2	2	2	2	2	2	2	14	
Amuru	30	40	33	2	2	1	0	0	1	0	2	1	1	10	3	4	3	2	1	13	4	4	13	4	4	9	17	0	0	0	0	0	0	0	0	
Average	59	63	12	2	1	3	2	1	1	1	3	1	2	16	3	5	5	2	1	17	5	4	17	5	4	4	13	4	4	2	3	2	2	2	19	

Annex 2: Summary of the Chairpersons' Performance (FY 2012/13)

Name	Gender	District	Political Party	Number of Terms	Performance		Political Leadership						Legislative Role			Contact With Electorate			Development Projects						Monitoring Service Delivery On NPPAs								
					2011/12	2012/13	% change	DEC	Monitoring admin	State of affairs	Oversight civil servants	Commissions/Boards	Central govt	Sub Total	Council	Motions Executive	Bills by Executive	Subtotal	Meetings Electorate	Issues by electorate	Subtotal	Projects initiated	Communal Projects	NGOs	Subtotal	Agriculture	Health	Schools	Roads	Water Sources	FAL	Environment	Sub Total
Richard Rwabuhinga	M	Kabarole	Ind	1	80	89	11	3	5	2	3	2	4	19	2	4	5	11	5	5	10	3	2	5	10	7	7	7	7	7	1	3	39
Priscovia Sabaam Musumba	F	Kamuli	FDC	1	88	88		1	5	2	2	2	4	16	0	6	7	13	5	5	10	3	2	5	10	3	7	6	6	7	5	5	39
Martin Ojara Mapeundu	M	Gulu	FDC	1	91	88	-3	3	5	2	4	2	4	20	2	4	5	11	5	5	10	3	2	5	10	5	7	5	7	5	3	5	37
Fredrick Ngobi Gume	M	Jinja	NRM	1	66	87	32	3	5	2	4	1	4	19	2	6	7	15	5	5	10	3	2	5	10	5	5	5	5	5	3	5	33
Matia Lwanga Bwanika	M	Wakiso	DP	1	70	82	21	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	1	6	7	7	7	5	7	1	5	39
Emmanuel Osuna	M	Tororo	NRM	2	78	82	5	3	5	2	4	2	3	19	2	4	5	11	4	5	9	3	1	5	9	5	7	5	5	2	5	34	
John Mary Luwakanya	M	Mpigi	NRM	1	80	80	0	3	5	2	2	2	4	18	2	6	0	8	5	5	10	1	1	5	7	7	7	7	7	0	2	37	
Charles K. Byabakama	M	Rukungiri	NRM	1	44	80	82	3	3	2	3	0	3	14	2	4	3	9	4	5	9	3	1	5	9	7	6	6	7	7	3	3	39
Francis Lukooya M.	M	Mukono	NRM	2	80	80	0	2	5	2	3	1	4	17	2	6	3	11	5	5	10	3	1	5	9	3	7	7	7	4	0	5	33
Mark Aol Musooka	M	Moroto	NRM	1	76	78	3	3	5	2	2	2	2	16	2	4	0	6	5	5	10	3	1	5	9	6	7	7	6	6	0	5	37
Anthony Omach Atube	M	Amuru	NRM	2	54	78	44	3	4	2	4	1	4	18	2	2	0	4	4	5	9	3	2	5	10	5	6	5	6	5	5	5	37
George Michael Egunyu	M	Soroti	NRM	1	82	78	-5	3	5	2	4	2	4	20	0	4	0	4	5	5	10	3	2	5	10	7	7	7	7	3	0	3	34
Francis Oluma	M	Amuria	NRM	1	74	78	5	3	5	2	3	2	4	19	2	6	3	11	5	2	7	3	1	5	9	3	7	7	7	5	0	3	32
George Imkamanyire	M	Hoima	NRM	3	65	76	17	3	4	2	4	2	4	19	2	2	3	7	5	5	10	3	2	0	5	5	7	5	7	5	3	3	35
Alex Oremo Alot	M	Lira	UPC	1	40	76	90	3	4	2	4	2	4	19	2	6	0	8	4	5	9	3	2	5	10	6	6	6	6	0	0	30	
Deuseddit Tumusiime	M	Mbarara	NRM	1	70	75	7	3	5	2	3	2	4	19	2	0	0	2	3	5	8	3	0	5	8	6	6	6	6	4	4	38	
John Lorot	M	Nakapiripit	NRM	2	69	75	9	3	3	2	3	2	4	17	2	4	3	9	5	5	10	3	1	5	9	5	7	1	7	5	2	3	30
Robert Okumu	M	Nebbi	NRM	1	65	74	14	3	5	2	4	2	4	20	2	4	0	6	5	5	10	1	2	3	6	0	7	7	7	7	2	2	32
Denis Singahakye	M	Ntungamo	NRM	1	69	74	7	3	5	2	4	1	4	19	2	4	5	11	5	5	10	3	2	3	8	4	3	5	7	2	2	3	26
Bernard M. Mujasi	M	Mbale	NRM	3	70	74	6	3	3	2	4	2	3	17	2	4	3	9	4	5	9	2	1	5	8	6	3	7	3	7	0	5	31
Josephine Kasya	F	Kanungu	NRM	3	53	74	40	3	4	2	4	2	2	17	2	2	0	4	5	5	10	3	2	5	10	7	3	7	7	3	3	3	33
John Baptist Nambeshe	M	Bududa	NRM	1	62	71	16	3	5	2	4	2	4	20	2	2	3	7	5	5	10	3	2	5	10	7	3	3	3	2	3	24	
Fred Lukumu	M	Bullisa	NRM	2	56	70	25	3	4	1	2	2	4	16	2	6	0	8	5	0	5	3	2	5	10	6	7	7	7	3	0	1	31
Abdul Nadduli	M	Luweero	NRM	3	63	69	10	3	5	2	4	2	4	20	2	2	0	4	5	5	10	3	2	0	5	5	5	5	7	5	0	3	30
Jimmy Okudi Vukoni	M	Moyo	Ind	1	52	62	19	3	5	2	4	2	4	20	2	6	0	8	5	2	7	3	1	0	4	7	2	2	6	2	2	2	23
Peter Odok W'Oceng	M	Agago	NRM	1	47	11	2	5	1	3	2	3	2	16	0	0	0	0	3	0	3	2	5	10	2	2	2	2	6	2	2	2	18
Average				2	67	77	19	3	5	2	3	2	4	18	2	4	2	8	5	4	9	3	2	4	9	5	6	6	6	5	2	3	33

Annex 3: Summary of District Speakers' Performance FY 2012/13

Name	Political Party	District	sub county	Gender	Terms	Performance		Presiding And Preservation Of Order In Council					Contact With Electorate		Monitoring NPPAs									
						2011/12	2012/13	% Change	Chairing council	Rules of procedure	Business Committee	Records book	Record of motions	special skills	Sub Total	Meetings with Electorate	Coordinating center	Sub Total	Participation In LLG	Health	Education	Agriculture	Water	Roads
Samuel Bamwole	NRM	Kamuli	Nawanyago	M	3	87	3	7	3	2	3	0	18	11	9	20	10	7	7	7	7	0	4	39
Peter Douglas Okello	NRM	Gulu	Lalogi	M	1	89	84	-6	3	9	3	2	3	5	25	11	9	20	8	5	1	5	5	31
James Kezaala Kunobwa	NRM	Mukono	Seeta Namuganga	M	2	73	79	8	3	6	3	2	3	3	20	7	9	16	10	5	7	5	3	33
Juliet Jemba	NRM	Mpigi	Muduma/Kiringente	F	2	40	78	95	3	6	3	2	3	0	17	11	9	20	10	7	1	5	7	31
Muhammed Mafabi	Ind	Mbale	Bubwangu	M	2	75	77	3	3	4	3	2	3	2	17	11	9	20	10	3	7	7	3	30
Martin Ocen Odyek	UPC	Lira	Railway	M	1	26	75	188	3	9	3	2	3	5	25	3	6	9	2	7	7	7	3	39
Dan Nabimanya	NRM	Ntungamo	Rukoni West	M	1	66	75	14	3	9	3	2	3	0	20	9	9	18	10	7	1	5	5	27
Henry Ndyabahika	NRM	Rukungiri	Buhunga	M	2	64	75	17	3	9	3	2	3	0	20	5	9	14	6	7	6	5	7	35
Richard Mayengo	NRM	Jinja	Mafubira B	M	3	68	73	7	3	9	3	2	3	2	22	8	9	17	8	5	1	1	5	26
Proscovia Namansa	NRM	Luwero	Katikamu/	F	3	64	73	14	3	9	3	0	3	0	18	11	9	20	10	7	7	0	4	25
Idda Fuambe	NRM	Nebbi	Nyaravur/Atego	F	4	68	73	7	3	9	3	2	2	2	21	9	9	18	10	7	1	0	7	24
Daudi Byekwaso Mukitibi	NRM	Wakiso	Kakiri	M	3	75	73	-3	2	9	3	2	3	0	19	9	9	18	10	5	7	0	5	26
James Paul Michi	NRM	Tororo	Eastern Div.	M	1	32	69	116	2	6	3	2	3	5	21	7	9	16	2	3	4	5	5	30
Christopher Odongkara	NRM	Amuru	Pabbo	M	1	51	69	35	2	9	3	0	3	0	17	9	9	18	6	6	2	7	4	28
Charles Echemu Engoru	NRM	Amuria	Asamuk	M	2	41	68	66	2	9	0	0	3	2	16	6	9	15	10	7	4	5	0	27
Charles Beshesya	NRM	Kanungu		M	1	61	68	11	3	9	3	2	3	0	20	11	9	20	2	5	1	5	5	26
Clovis Mugabo	NRM	Kabarole	Mugusu	M	2	54	66	22	3	9	3	2	3	2	22	11	9	20	10	5	1	5	1	14
Didan Amama	Ind	Bulisa	Ngwedo	M	1	31	65	110	3	6	2	0	0	0	11	11	9	20	0	7	3	3	7	34
Nathan Kitwe Isingoma	NRM	Hoima	Busisi	M	1	33	64	94	3	9	3	2	3	2	22	7	9	16	6	1	3	3	7	20
William K. Tibamanya	NRM	Mbarara	Rugando	M	1	58	64	10	3	9	3	2	3	0	20	7	9	16	2	5	1	5	5	26
Michael Matsyetsye	NRM	Bududa	Bumasheti	M	2	35	63	80	3	6	3	2	3	0	17	11	6	17	4	1	4	5	5	25
Martin Chaiga	NRM	Moyo	Moyo	M	2	44	63	43	3	9	2	2	3	0	19	11	9	20	0	7	7	0	1	24
Andrew Odongo	FDC	Soroti	W/Div	M	1	61	60	-2	3	9	3	2	3	5	25	11	9	20	4	2	1	1	1	11
Ceasar Lomoto	NRM	Moroto	Youth	M	1	49	54	10	3	6	2	2	3	0	16	7	9	16	6	3	5	5	0	16
Jotham Loyer	NRM	Nakapiripirit	Kakomongole	M	3	62	44	-29	3	4	2	2	3	0	14	7	2	9	4	3	5	1	1	17
John Bostify Oweka	FDC	Agago	Omot	M	1	23	2	6	3	0	3	0	3	0	14	0	2	2	0	1	1	1	1	7
Average					2	55	68	38	3	8	3	2	3	1	19	9	8	17	6	5	4	4	4	26

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