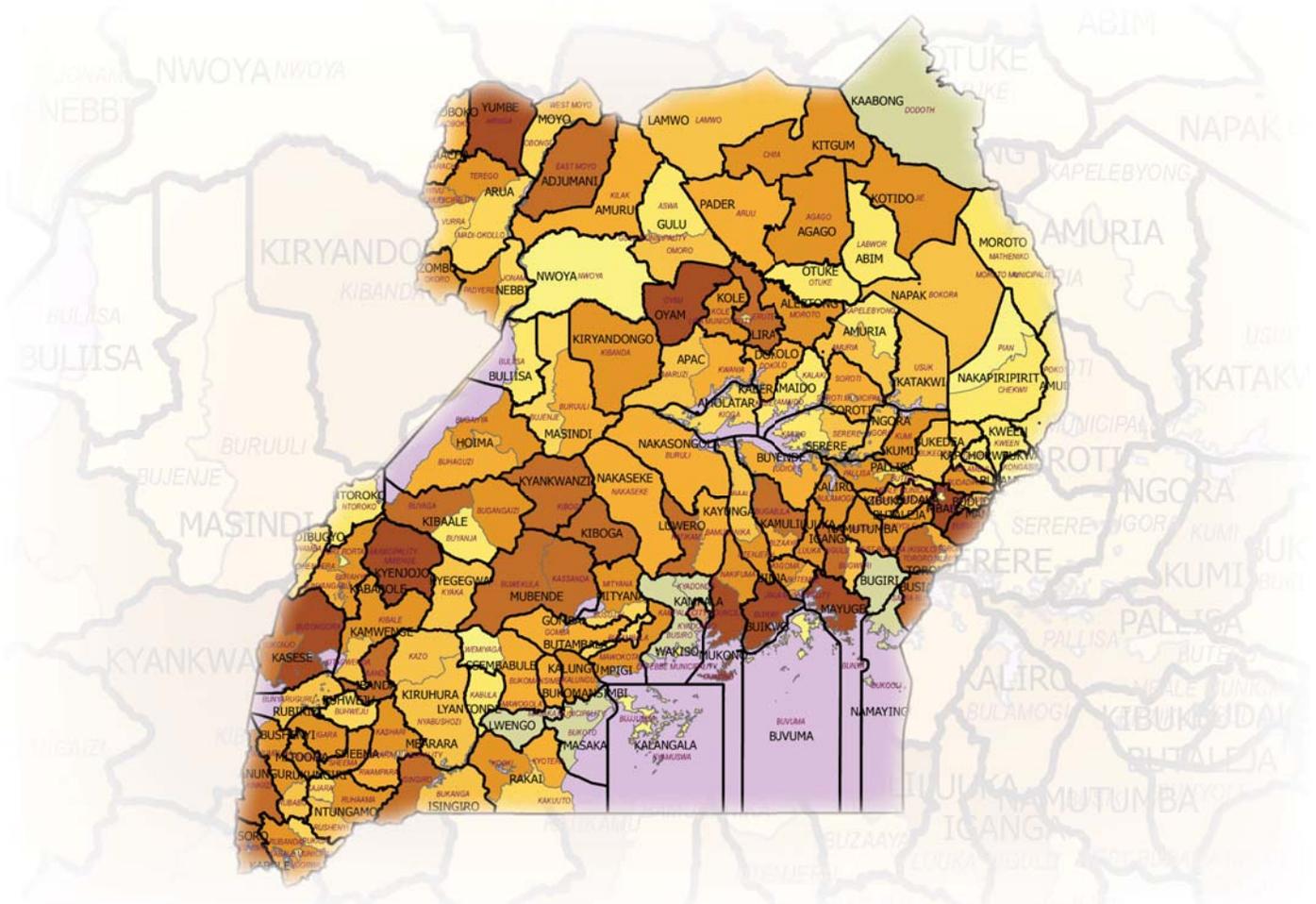




MONITORING AND ASSESSING THE PERFORMANCE OF LOCAL GOVERNMENT COUNCILS IN UGANDA

Background, Methodology and Score Card



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Acronyms

ACODE	Advocates Coalition for Development and Environment
BFP	Budget Framework Paper
BMAC	Budget Monitoring and Accountability Unit
CA	Constituency Assembly
CAO	Chief Administrative Officer
CBOs	Community Based Organisations
CBP	Capacity Building Performance
CBTIC	Citizens' Budget Tracking and Information Centre
CSOs	Civil Society Organizations
DC	District Commissioner
DDP	Deepening Democracy Programme
DFID	Department of International Development
DLGs	District Local Governments
FGD	Focus Group Discussion
FTC	Functional Technical Committee
GDP	Gross Domestic Product
HLGs	Higher Local Governments
IA	Internal Assessment
ICT	Information Communication Technology
IGG	Inspectorate of Government
JARD	The Joint Annual Review of Decentralization
LGA	Local Government Act
LGCs	Local Government Councils
LGCSC	Local Government Councils Score Card

LGPAC	Local Government Public Accounts Committee
LLG	Lower Local Governments
MAAIF	Ministry of Agriculture Animal Industry and Fisheries
MoLG	Ministry of Local Government
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance Planning and Economic Development.
MoH	Ministry of Health
MTTI	Ministry of Trade Tourism and Industry
NGOs	Non Government Organizations
NRM/ NRA	National Resistance Movement/ National Resistance Army.
OPM	Office of the Prime Minister
PAC	Public Accounts Committee
PEAP	Poverty Eradication Action Plan
PMC	Policy Monitoring Committee
PPDA	Public Procurement and Disposal of Assets
PRDP	Peace Recovery and Development Plan for Northern Uganda
RDC	Resident District Commissioner
SACCOs	Savings and Credit Cooperatives
TPDF	Tanzania People's Defence Forces
UDN	Uganda Debt Network
UMP	Urban Management Programme
UNLF	Uganda National Liberation Front
UPC	Uganda People's Congress

ACKNOWLEDGEMENTS

This background paper was prepared as part of the process to develop a framework for monitoring and assessing the performance of local government councils in Uganda under the ACODE Local Government Score Card Initiative. Since the adoption of the decentralization policy at the beginning of the 1990s, attempts to improve the functioning of local governments through systematic monitoring have not yielded the required results. The monitoring mechanisms that have been adopted mainly focus on the fiscal and technical aspects of decentralization. Consequently, the role of local government councils as a major source of balance of power between the central government and citizens has not been properly highlighted. This background paper and the ACODE Local Government Score Card Initiative are aimed at deepening democratic governance in Uganda through evidence-based assessment of the performance of local government councils. The initiative was launched in 2009 with initial funding from the Deepening Democracy Programme and the Think Tank Initiative (TTI).

ACODE and the authors are indebted to the Deepening Democracy Programme (DDP) and the DDP's contributing development partners for the financial support provided towards the implementation of the Local Government Councils Score Card Initiative and the research work that resulted into this background paper. We are deeply indebted to the Think Tank Initiative (TTI) for providing core funding support that made the design of this initiative possible.

The process of developing the background paper was supported by an Expert Task Group comprised of individuals from local governments, academia and civil society. Each of these persons committed time to attend the Task Group meetings and review the draft reports generated by the study team. The following members of the Expert Task Group are acknowledged for their invaluable contribution towards the preparation of this background paper: Dennis Muhangi (Makerere University); Arthur Larok (Uganda National NGO Forum); Nobert Mao (Chairperson Gulu Local Government); Charles Kiberu (Chief Administrative Officer, Iganga District), Joshua Kitakule (IRC) and Frank Nyakaana (Component Manager, DDP).

Finally, this paper benefitted from meetings organized with local government leaders in a number of districts whom we cannot mention here individually. Their contributions through focus group and bilateral discussions are acknowledged. Finally, we recognize and appreciate the contribution of all ACODE staff, research and graduate student interns who provided various forms of research and logistical support.

Advocates Coalition for Development and Environment

EXECUTIVE SUMMARY

At the beginning of the 1990s, Uganda adopted a new development and governance paradigm. Under the policy of decentralization, strong local government units were to become the core mechanism through which effective service delivery and local self governance would be achieved. Almost two decades later, the quality of public service delivery is less than desirable; district local governments with no financial resources of their own have become mere agents of the centre while the accountability mechanisms for good governance and public service delivery are either non-existent or malfunctional. The fiscal decentralization strategy has been abandoned in favor of a complex system of conditional grants. Local government councils have inevitably evolved into the frontline of patronage politics where local political leaders pay more allegiance to national politicians rather than their electorate who continue to suffer from a breakdown in the public service delivery system.

Numerous attempts by Government and development partners to fix the problem of local government performance and the quality of public service delivery often focus on monitoring the fiscal and administrative performance of local governments. These attempts do not pay adequate attention to the political, legislative and planning responsibilities of local government councils who are vested with these powers under the Local Government Act. This background paper was prepared as part of a broader initiative by the Advocates Coalition for Development and Environment (ACODE) to develop an assessment mechanism to measure the performance of local government councils in Uganda. The Local Government Councils Score Card Initiative applies a set of qualitative and quantitative indicators or the Local Government Councils Score Card (LGCSC) to assess how local government councils and their respective organs perform key responsibilities vested in them under the Act.

The paper analyzes the evolution and the development of the local government system in Uganda since independence in 1962. For most part of the period until the early 1990s, local governments were mere administrative arrangements operating as agents of the central government in the form of local administrations. However, the introduction of the decentralization policy at the beginning of the 1990s, the subsequent debates in the Constituency Assembly (CA) and the articulation of decentralization principles in the 1995 Constitution envisioned a fairly autonomous local government system with wide ranging political, legislative and administrative powers and functions. The system of regular elections was intended to give citizens and the electorate control over their leaders hence creating a system of demand and accountability with regard to governance and service delivery. In theory, local councils were vested with powers to make local development plans based on locally determined priorities, raise revenue, approve and implement own budgets and appoint statutory organs such as district tender boards, district service commissions or local accountability committees.

However, a comprehensive review of the literature and an assessment of current understanding clearly show that the reality of decentralization and the local government system is different today. Local government councils do not exercise the powers that were envisaged under decentralization. Powers to plan and implement development

programmes have been undermined by their inability to raise local revenue or access non-conditional financing from the Government. Key local government powers have been recentralized on the watch of local government councils. In most of the cases, local government councils have acquiesced in the recentralization of local government authority. Local government councils that were envisaged to become an essential ingredient in the equation of balance of power between the central government and the citizens have instead become the main agents through which political control by national politicians is extended to the electorate. Existing local government performance monitoring systems have not adequately focused on these recentralization trends and what needs to be done to ensure that citizens and voters influence political, policy, planning and service delivery trends in the country.

Consequently, this background paper articulates an analytical and conceptual model that seeks to re-establish the citizens as the ultimate authority for any governmental authority. As such, it is argued that a system to assess the performance of local government councils ought to create a basis for increasing citizens' voices in the political and planning process, promote mechanisms for political participation and accountability. The paper identifies five core responsibilities of local government councils around which a local government score card is constructed. These are: financial management and oversight; political functions and representation; legislative and related legislative functions; development planning; constituency servicing and monitoring service delivery. The underlying theory of change is that if citizens are informed about the performance of their councils and councilors, their demand for effectiveness in the delivery of public services would be channeled upwards through the local government councils system creating an upward spiral of demand for accountability and better governance up to the national level.

A comprehensive local government score card is developed and the methodology for its administration presented. The score card is targeted at the specific local government council organs and individual councilors who are vested with powers and responsibilities to ensure effective governance of the respective local governments. Although the score card is developed for Uganda, it has been presented in such a flexible manner that it can be utilized in other countries that espouse the concept of decentralization as the basis for local government.

“People want a form of government that is fully democratic and all embracing in terms of participation and benefit. It should be one where the leaders put the interests of the people above their own. Such a form should make leaders at every level fully accountable to the people who elect them”

Report of the Uganda Constitutional Commission, 1992

1. INTRODUCTION

Uganda adopted a policy of decentralization as the cornerstone for improving service delivery and strengthening good governance at the beginning of the 1990s. Almost two decades later, there is evidence of a weakening decentralization. Fiscal decentralization is slowly being rolled back through a system of conditional grants. Administrative decentralization is slowly giving way to recentralization of key local government administrative powers. Most importantly, there is widespread consensus that the quality of public service delivery at the local level is less than what is desirable or what was originally anticipated. Existing monitoring data and information shows that agricultural extension services are not reaching farmers. And it is also no longer contested that education and health services in the rural areas have been deteriorating, while key infrastructure such as roads and water works have not improved. This is in spite of the increased financial resources being disbursed to ministries and local governments.

Over the years, government has sought to address the deficiencies in public service delivery at the local level by strengthening central government monitoring programmes. Such monitoring is often done through monitoring units and inspectorates in central government ministries, public accounts committees of Parliament, constitutional and statutory accountability bodies, local accountability committees and more recently administrative initiatives such as barazas, task forces and other forces of inquires. Government driven performance monitoring initiatives are complemented by a wide range of initiatives by civil society organizations.¹

However, there are at least three major problems with existing monitoring initiatives. First, these initiatives have an overwhelming bias towards the supply side of service delivery. In this regard, local governments are perceived as mere instruments of service delivery and hence improvements in the delivery of public services can be achieved through a top-down monitoring process. Secondly, the tendency is to focus on local governments as corporate legal entities rather than looking at specific organs of the local government councils with specific constitutional and statutory mandates. Thirdly, traditional monitoring initiatives are often not only limited in time and scale, they are also limited to the delivery of goods and services. They largely ignore the important issues of governance and political accountability. Yet, local government performance monitoring initiatives that integrate governance Indicators are a cornerstone to creating the vertical and horizontal accountability through building effective citizens’ demand for quality service delivery and accountability.

¹For example, organizations such as the Uganda Debt Network (UDN), Kabarole Research Centre (KRC) and Gulu District NGO Forum have been undertaking a series of community level monitoring using a range of tools including Community-based Monitoring and Evaluation Systems (CBMES) and Poverty Resource Monitoring Tool.

The purpose of this background paper is to provide a framework for long-term monitoring of performance of local government councils by developing and applying a methodology that combines governance and service delivery indicators. The governance indicators focus on the performance of local government political leaders and institutions and provide a basis for analyzing the factors that impinge on the performance of local councils. The service delivery indicators are drawn from government priority programmes and linked to the statutory functions of district councilors and council organs. The main output from the monitoring exercise is an annual score card and analytical reports that examine the performance of district councils, identify potential gaps and outline key interventions needed to improve local governance and public service delivery. A comprehensive methodology and outreach strategy designed to combine evidence-based monitoring, increased citizens' demand for accountability and performance, and creating a demand spiral along the accountability chain is presented.

The objective of this paper is to provide general background information and analysis upon which comprehensive monitoring of local councils is conceptualized and undertaken. The paper is based on a comprehensive review of existing literature on monitoring the performance of local governments in Uganda and elsewhere. The elements of the monitoring framework articulated in this background paper were tested through limited fieldwork to target districts including Kamuli, Mbale, Mbarara, Hoima and Bushenyi. An expert task group comprised of practitioners and local government officials reviewed and provided input into the methodology and score card through a series of meetings. The local council's institutional architecture and, the political, legislative and service delivery mandates of district councilors and local council organs were identified as pillars around which performance and monitoring indicators or the local government councils score cards are developed.

The paper is divided into 4 broad sections addressing three main objectives. Section 2 after this introduction presents an over view of the state of knowledge and practices on monitoring the performance of local governments. Section 3 examines the functions of local government organs, identifies major themes and establishes appropriate parameters around which monitoring indicators are developed. Section 4 outlines a methodology and the set of indicators that can be used in monitoring the performance of district local councils. Section 5 contains our conclusions and recommendations.

2. CONCEPTUAL AND ANALYTICAL FRAMEWORK

There are a number of concepts that are relevant to any process of monitoring the performance of local government councils. Concepts such as: performance monitoring, political participation, voice and accountability, and supply-side and demand-side accountability provide a conceptual framework that helps define a clear methodology and indicators for monitoring local governments. These concepts underpin the proposed methodology and indicators for monitoring the performance of local government councils. This section of the paper highlights these concepts and provides an analytical framework within which present and future monitoring of local governments can be conceived and implemented.

2.1. Conceptual Framework

The concept of citizens' Voice² refers to the various ways in which citizens – either in their individual capacities, or in organized groups –express their opinions and concerns and put pressure on service providers and policy makers in demanding better services, and accountability on the making of decisions that impact on their lives. Voice is expressed or evidenced through citizens' active participation in the making of decision which affects the day-to-day life of citizens such as through participation in school management committees, village health teams, farmers groups and many other local platforms. In such cases, citizens are able to question such practices that undermine the quality of service delivery such as the absenteeism of teachers or health workers, the exposure of malpractices or the failure of local council leaders to organize local council meetings. Accordingly to Crawford, et al, Voice is not simply about making complaints or demands on the authorities, it is a process through which governments and authorities can gain a better understanding of the services that are necessary, appropriate and attractive to citizens. When citizens use their voice, governments can be in a better position to tailor services to citizens' needs and target them to the poorest people in society. However, this is only true when efforts are made to ensure that even the poorest and most marginalized people have a chance to get their voices heard.³

Central to monitoring the performance of local government councils is the concept of political participation. Generally, scholarship on the concept of political participation has mainly presented in the form of arguments rather than providing precise definitions. These arguments centre around six major issues: First, should political participation be defined in terms of action by citizens – expressed through voting or actively campaigning for political parties, or just in passive forms as silent expressions of patriotism. The second issue is whether the definition of political participation should embrace civil and political disobedience, or should be limited to more conventional actions. Thirdly, the definition of political participation also revolves around whether political participation should constitute aggressive or non-aggressive behavior. In this regard, the fundamental question is whether efforts to change or maintain the form of government should be included in the definition of political participation. Lastly, other works to define political participation focuses on mobilized versus voluntary action.

² Adapted from Crawford, S (2009). Voice and Accountability in the Health Service of Bangladesh, DFID How to Note.

³ Crawford, s, et al., (2010).

For example, should behavior sponsored and guided by the government to enhance its welfare be regarded as political participation or should the term be confined to actions initiated by citizens in pursuit of their interests.⁴

Considered from the human rights perspective, Hans Klein asserts that the right to political participation refers to the citizens' right to seek to influence public affairs, and may take many forms such as voting in elections, joining political parties and civic organizations, standing as candidates in elections, joining non-governmental advocacy organizations or citizens action committees, or participating in demonstrations and other citizens' actions.⁵

The concept of accountability⁶ is generally a concept in ethics and governance which is often used with related concepts such as responsibility, answerability or liability connoting an obligation to account for the exercise of political, administrative or other related powers. Crawford observes that accountability is the acknowledgment and assumption of responsibility for decisions and actions taken. It is about how institutions and individuals recognize and respond to the obligations that they hold to other people, and are held liable for acting on these obligations. It describes both the rights and the responsibilities that exist between people and the institutions that affect their lives, such as government, civil society and market actors. As an aspect of governance, it has been central to discussions related to problems in the public sector, nonprofit and private (corporate) worlds. In leadership roles, accountability is the acknowledgment and assumption of responsibility for actions, products, decisions, and policies including the administration, governance, and implementation within the scope of the role or employment position and encompassing the obligation to report, explain and be answerable for resulting consequences.

Accountability can be of different forms. Political accountability is the accountability of the government, local government leaders and politicians to the public and to legislative bodies such as Parliament and other accountability agencies of state with regard to decisions they make that effect society and individual citizens. Political accountability is based purely on political responsibility and is generally sanctioned through political means such as being voted out of office, being sanctioned by the appointing authority and being censored or recalled by constituencies. Fiscal accountability means proper use and accountability for public funds. Administrative accountability focuses on the conduct of civil servants and how they discharge their public service roles to ensure the effective delivery of public goods and services to the citizens. Administrative and fiscal accountability can be secured through legal sanction and administrative measures. Ethical accountability refers to the practice of improving overall personal and organizational performance by developing and promoting responsible tools and professional expertise, and by advocating an efficient enabling environment for people and organizations to embrace a culture of sustainable development.

⁴ See for example, Samuel H. Barnes, Max Kaase, et al., 1979. *Political Action: Mass Participation in Five Western Democracies*. Beverly Hills. Sage; John H. Booth and Mitchell A. Seligson., Eds. (1978). *Political Participation in Latin America: Volume 1. Citizen and State*, New York. Holmes and Meier; Joan M. Nelson (1979) *Access to Power: Politics and the Urban Poor in Developing Nations*. Princeton. Princeton University Press.

⁵ Hans Klein (2005). *The Right to Political Participation and the Information Society*. Paper presented at the Global Democracy Conference, Montreal, May 29-June 1, 2005. Available at http://www.ip3.gatech.edu/research/Right_to_Political_Participation.pdf

⁶ Crawford, S (2009). *Voice and Accountability in the Health Service of Bangladesh*, DFID How to Note.

Market accountability generally refers to the responsiveness of public and private service providers to the concerns and interests of the citizens and the electorate.

No matter what form of accountability is talked about, it is important to observe that the concept has two key characteristics: i) answerability; the right to receive a response and the obligation to provide one, and ii) enforceability; the capacity to enforce action and seek redress when accountability fails. This means that governments accept their obligations to fulfill the right to adequate, accessible and appropriate basic services, which are of good quality for all their citizens. It also means that citizens need to accept their obligation to use and maintain these services appropriately. The concept of accountability is therefore at the core of any monitoring of the performance of local government councils. As elected representative organs, local councils have responsibilities to ensure that they account to their electorate while also ensuring that the agencies and institutions under their jurisdiction perform to deliver quality public goods and citizens to the electorate.

2.2 Analytical framework

The analytical framework explains the interplay of the different actors who monitor and evaluate the performance of local governments. The framework approaches local government performance monitoring at two levels: central government level and local government level. At the central government level, there is a network of monitoring institutions and initiatives exercising statutory, administrative and political monitoring functions. These institutions function in a purely supply side mode which implies that by strengthening regular monitoring and oversight of the work of local governments, this will improve their performance and hence bring about improvements in public service delivery. This supply-side monitoring mode also presupposes that public service delivery can be enhanced by strengthening the monitoring functions and capacities of local government institutions.

As shown in figure 1, at the central government level, there are various entities that undertake monitoring of the performance of local governments. These include the Office of the President,⁷ Office of the Prime Minister (OPM), Ministry of Finance, Planning and Economic Development,⁸ sector ministries,⁹ and Parliament.¹⁰ As the leader of government business, the Office of the Prime Minister is mandated to coordinate and monitor all government functions. However, the most comprehensive of these performance monitoring regimes is the Annual Assessment of Minimum Conditions and Performance Measures for Local Governments conducted by the Ministry of Local Government. The Annual Assessment mainly focuses on the planning function, financial management, revenue performance, capacity building and project specific conditions.¹¹ As shown in Figure 1 below, these are skewed towards the technical and financial aspects of local government administration and pay less attention to the legislative and political functions of local government councils.

⁷ Resident District Commissioners and ad hoc task forces

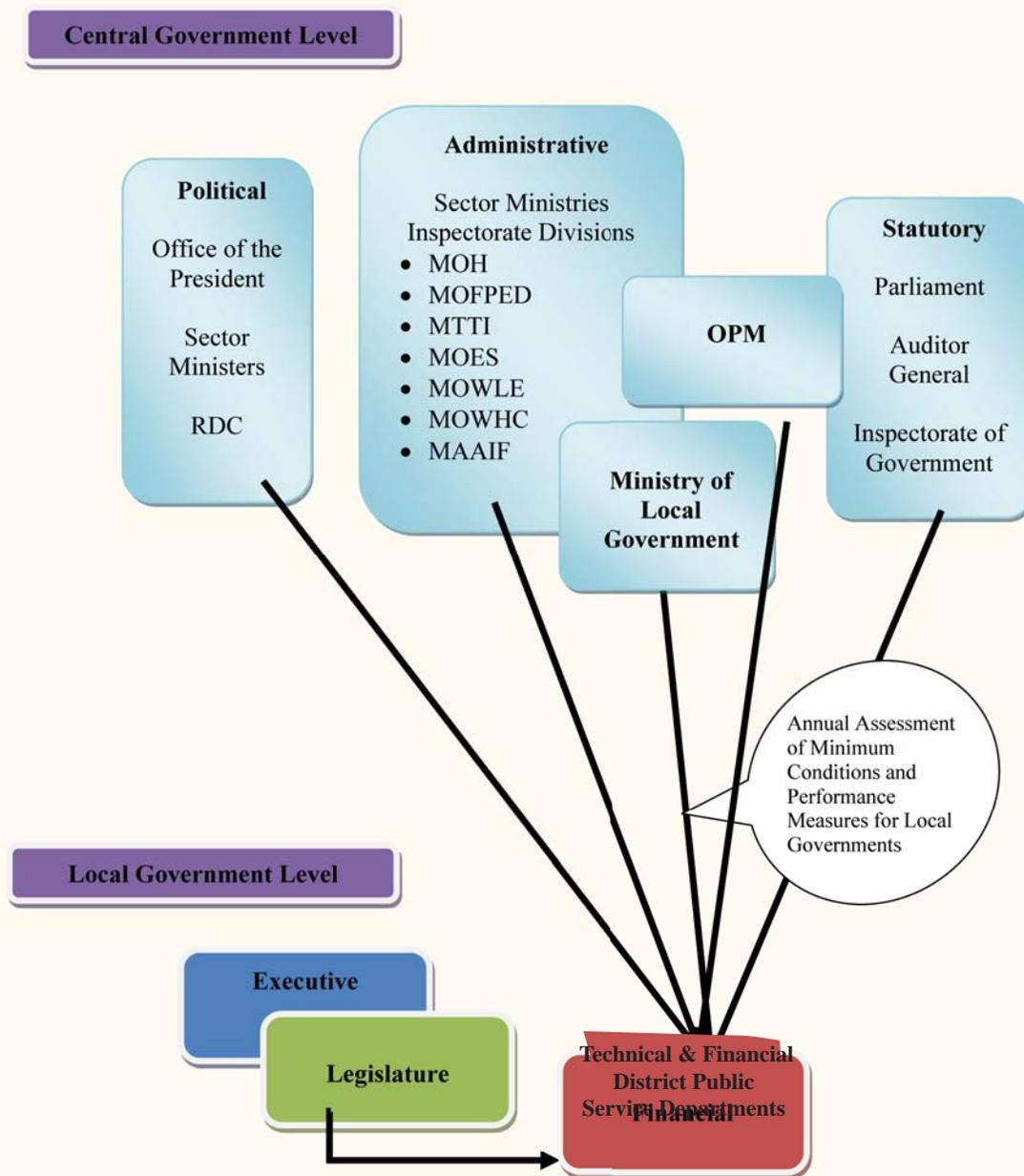
⁸ Budget Monitoring and Accountability Unit (BMAU)

⁹ Inspectorate Departments

¹⁰ Local Government Public Accounts Committee (LGPAC)

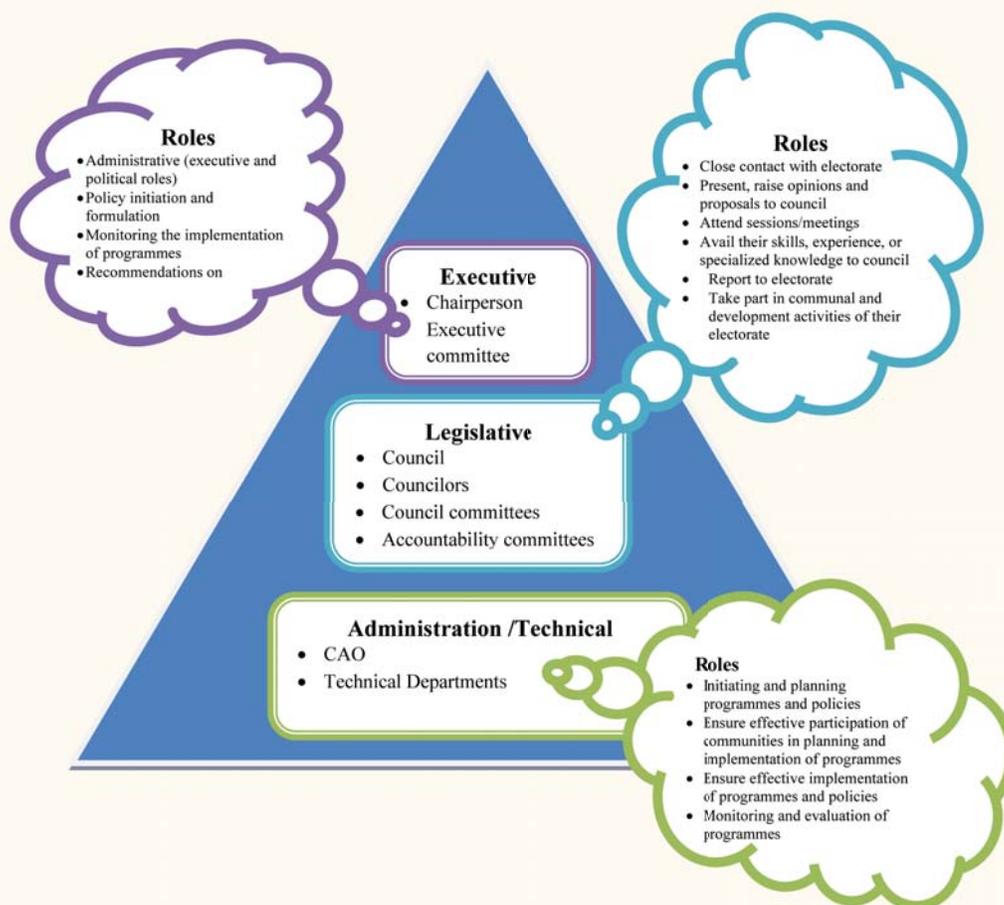
¹¹ See GoU, 2006. Assessment Manual of Minimum Conditions and Performance Measures for Local Governments. Ministry of Local Government, Kampala.

Figure 1: Central government Supply-side model of local government performance monitoring



The supply-side model of local government performance monitoring is replicated at the local government level where there is an interplay of executive, legislative and administrative institutions (figure 2) designed to perform a wide range of monitoring functions. At this level, the supply-side model can be presented as a triangle reflecting the exercise of authority and the accountability relationships. At the bottom of the triangle, there are technical departments of local government administration. In theory and practice, the primary function of public service delivery rests with these technical or administrative departments. In the supply-side monitoring model, district level technical units are expected to monitor lower level units at the sub-county level and below. In the middle and at the top of the triangle are the district councils and the district executive committee respectively. In the supply-side model of local government performance monitoring, it is expected that local service delivery will be enhanced if the monitoring functions and capacity of these organs is enhanced.

Figure 2: Local government supply-side model of accountability and public service delivery



In the current supply-side model, failure in public service delivery can be attributed to the absence of effective demand for performance and accountability. To date, all the major investments and reforms aimed at improving service delivery have focused on building the capacity of monitoring institutions operating in their supply-side mode. As already argued, this model has not worked to the satisfaction of the various actors, later alone the citizens as consumers of public services. This calls for revisiting the current monitoring models and frameworks so as to focus and invest in building a demand-side of the model where citizens are empowered to demand for better performance from governmental and other institutions and leaders.

Ideally, citizens and the electorate assess and monitor the performance of politicians (executive and legislature), passing their judgment through the electoral process. However, citizen action to hold their elected leaders accountable is often hampered by lack of information on the quality of performance of their leaders. A new monitoring framework is therefore required to change the current performance monitoring and accountability configuration to address the current deficiencies in public service delivery and local governance. Such framework should ensure that local governments are not merely acting as agents of central government agencies. Rather, it should enable them to play a demand function to change the current power and fiscal relations between the centre and the local level. This would create a vertical spiral of demand for better performance and equitable allocation of fiscal resources between the central and local governments.

2.3 A Demand-side Model of Monitoring and Accountability

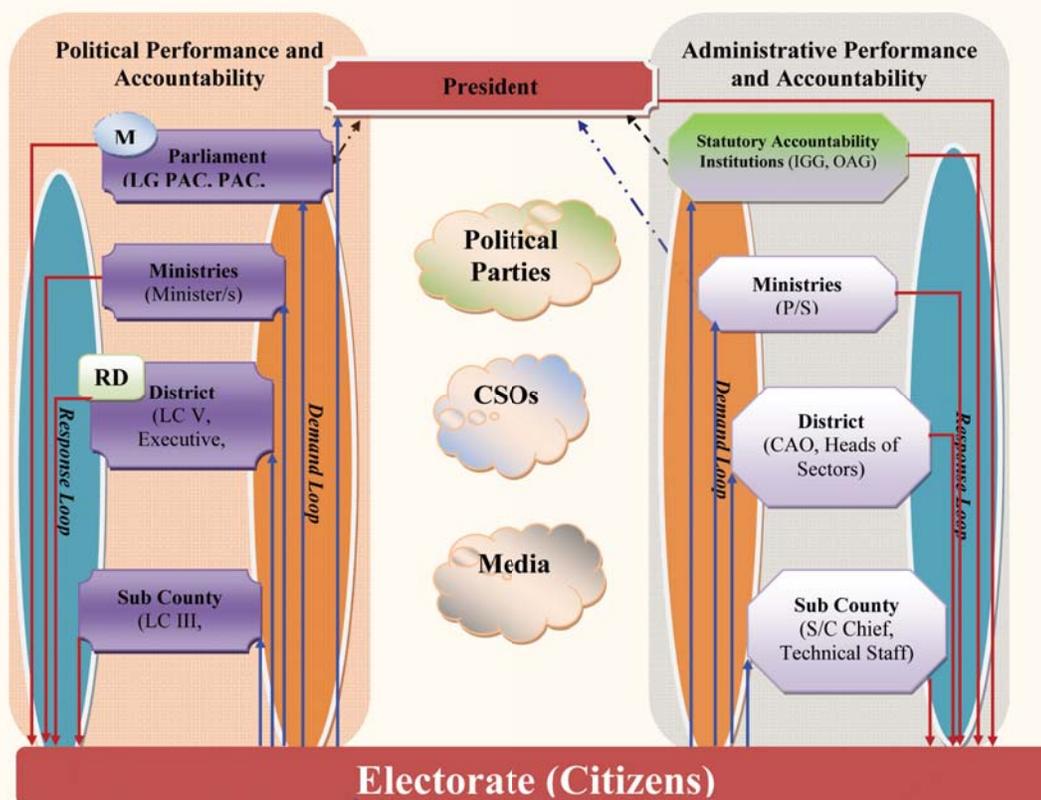
A demand-side model of monitoring and accountability is what is proposed in this paper as a new approach to improving the performance of local governments. The proposed model is built on the concepts of horizontal and vertical accountability. Horizontal accountability means that local governments and local leaders are held accountable to each other and to their electorates through both demand and peer pressure generated through the publication of annual score cards. Vertical accountability means that by having access to monitoring data and information about the functions and performance of their leaders, citizens and voters are able to demand for more accountability from those leaders. The demand on the councilors is channeled upwards in a vertical spiral putting pressure on the district council organs, the district executive, the members of parliament and the president to be more responsive to the public service delivery concerns of the electorate. The process of monitoring and the methodological approaches adopted increase citizens empowerment and civic consciousness and hence building a stronger foundation for good governance and accountability.

In this model, the roles of three major actors have to be recognized and built through the monitoring process and deliberate outreach and capacity building activities.

The first and most important group of actors is the citizens or the voters. The monitoring exercise focuses on ensuring that these actors become actively involved in monitoring and demanding for better performance from mandated political and administrative institutions and leaders. By getting information about the performance of their councilors, citizens

become empowered to demand for better performance or express their disapproval by either formal or informal protests, withdrawing their mandate through recall or withholding their votes in the subsequent election cycle. The continuous existence of this threat builds into upward pressure from the local councilor to the district council and to the national elected leaders. However, to play this role effectively, the electorate ought to know the roles of, and service delivery and accountability responsibilities of mandated institutions at the different level. Hence, monitoring data, based on a clearly defined methodology that articulates such functions becomes a key ingredient in building demand for improved service delivery and accountability. In this regard, citizens and the electorate become critical pressure points needed to trigger responsive actions on the part of elected officials.

Figure 3: Demand Side Model of Local Councils Performance Monitoring



Secondly, in this model, local governments and local government leaders play a dual role by performing both the supply-side and demand-side function. In the demand-side model, local governments individually and collectively become pressure points, demanding for accountability from the central government. Effective local governments are able to build local consensus and hence, are able to put pressure on national political leaders such as the president, members of parliament or leaders of political parties to engage in appropriate administrative, legal and fiscal reforms that increase the efficiency and effectiveness of public service delivery and allow the local governance systems to work without undue influence. Local political leaders are able to mobilize politically and ensure that the threat of withholding political support to elected national leaders put pressure on those leaders to respond to the service delivery concerns of voters and citizens alike. The one example of where this pressure has been applied, in a perverse manner, is the creation of new districts where an effective and fairly opportunistic alliance has emerged between local political elites and national politicians.¹²

Thirdly, for the demand-side model to work, there must be in existence competent civic organizations operating in the space between citizens on the one hand and, political and administrative leaders on the other hand. For example, political parties are necessary to actively mobilize citizens so that they put appropriate demands on the ruling party and the opposition parties with regard to commitments outlined in their campaign manifestos. Secondly, the existence of the media ensures critical investigation and reporting on the quality of service delivery and the failures in the existing service delivery and accountability mechanisms. Most importantly, there must be competent civil society organizations that assist citizens to formulate and effectively communicate their concerns to the relevant political and administrative leaders and organs. This group of actors ensures that citizens are able to express their demand by deploying a range of tools (Figure 4) and that the relevant leaders and organs respond appropriately and timely. In the model, this is what is called the demand-response loop.

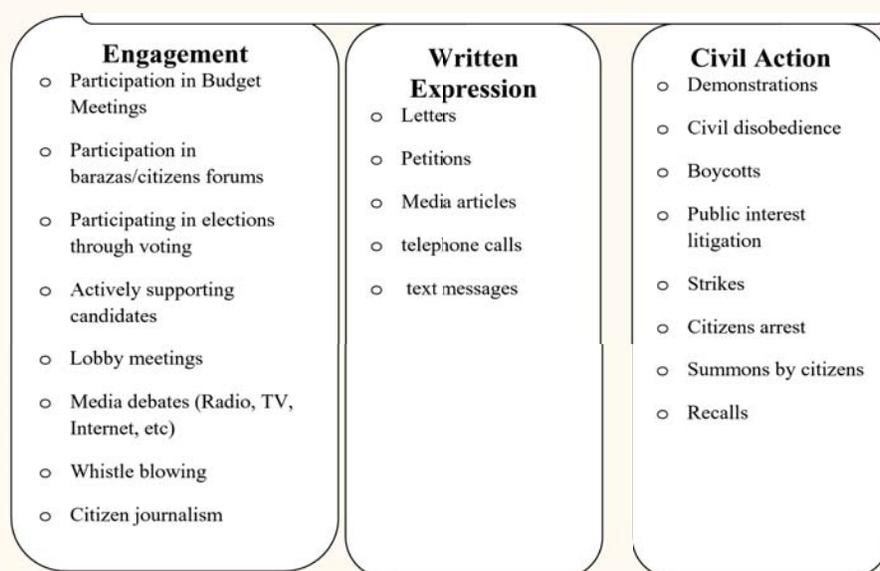
2.4 Tools for Citizens' Expression in the Demand-Side Model

The demand for performance and accountability ought to be directed to agencies and political leaders who are enjoined to discharge such functions and responsibilities as either set out in the constitution and other relevant legislation or by the nature of their offices. However, evidence suggests that these agencies and officials are always unable, unwilling or sometimes incapable of discharging those functions and responsibilities. Consequently, citizens not only have a constitutional right but also a civic duty to demand for effective performance from these agencies or leaders or to hold them accountable in the event of failure. It is therefore important to outline the set of tools that may be at the disposal of citizens to be used to demand for better performance and accountability.

As shown in Figure 4 below, the tools to operationalize a demand-side model can be divided into 3 broad categories: engagement, written expressions of disapproval, or civil action.

¹² For a more detailed analysis on this issue, see Tumushabe, Godber (2009). Trends in Public Administration Expenditure in Uganda: The Cost of the Executive and its Implications on Poverty Eradication and Governance. ACODE Policy Research Series No. 27, 2009. Kampala.

Figure 4: Indicative Tools for Citizens Expression in a Demand - Side Model



Citizens' demand for performance and accountability through engagement is the epitome of a democratic society. Citizens engage in processes such as budgeting, elections, citizens' forums, etc because they have confidence that they are listened to and their views are taken into account. In the case of Uganda, this is the situation that obtained during the 1990s as epitomized through the constitution making processes, the Poverty Eradication Action Plan (PEAP) process and the introduction of participatory budgeting processes.

However, sometimes states enter into a democratic reversal process. In that state (i) citizens feel that they are not listened to; (ii) the accountability responsibilities of state institutions are either no longer clear or overlap hence creating institutional inertia; and even if citizens engage, it is apparent that their proposals and concerns are not reflected in policy and decision making. When a state enters into a democratic reversal process, citizens shift from the engagement mode to using written expressions to demand for accountability. Citizens are therefore more likely to write letters to their leaders, or letters and opinions to the media, make telephone calls or use SMS media to mobilize citizen action. In the case of Uganda, open air talk shows have also been used as a tool to demand accountability from leaders.

Civil action tools are mainly used when there is a breakdown and loss of trust in governments and, the utility of demanding accountability and performance through a democracy process is severely diminished. When citizens lose trust in the ability of government systems and institutions to address their concerns and grievances, they turn to civil actions such as demonstrations, civil disobedience, boycotts or even recalls of elected leaders. For example, the 2006 demonstrations to safeguard Mabira Central Forest Reserve were a citizens' response to the failure of Government to respond to demands for more responsible stewardship of the environment by state agencies and the President.

3. STATE OF KNOWLEDGE AND PRACTICES ON MONITORING AND MEASURING THE PERFORMANCE OF LOCAL GOVERNMENTS

3.1 Evolution of Local Governments in Uganda

For over two decades, the Government of Uganda has pursued wide ranging political, economic and social reforms. On the socio-economic front, Uganda has witnessed one of the longest sustained economic growth records since 1962, the year of independence. Key socio-economic indicators such as GDP growth, infant and maternal mortality, life expectancy, school enrollment and many others have consistently recorded positive trends.¹³ In the political sphere, the promulgation of the new constitution in 1995 heralded a new dispensation that espouses good governance, political accountability and citizen responsibility. The reconstitution of key state institutions such as the presidency, the legislature, the judiciary, and other accountability and governance institutions under the 1995 Constitution created a new sense of optimism on Uganda's growth and democratization trajectory.

While seeking to strengthen state institutions at local level, the decentralization framework established under the 1995 constitution sought to found a democracy built on the foundation of strong local governments. The sub-county and the district were created as local governance structures around which planning and development activities would be organized and implemented. By bringing government closer to the citizens, it was assumed that local leaders would be held to account for the manner in which they conduct public affairs and local governments would be in full control of their affairs at the least cost and to the satisfaction of the majority.¹⁴ Citizens' pressure for local government performance would be channeled upwards to create vertical and horizontal spiral of demand for greater accountability, efficiency and effectiveness in the delivery of public goods and services.

Indeed progress has been made in enhancing service delivery with major investments made by both government and development partners in strengthening governance and accountability institutions at the central and local government level. However, this investment on the supply side of democracy has not been matched by similar investment on the demand side to ensure that citizens become active defenders of democracy. This has resulted in an overwhelming imbalance of power in favor of the executive arm of the state. The development and governance model pursued until now is built on the mindset that development and governance are supplied by strong institutions at the centre, yet this is in itself recentralization.

It is therefore argued that if Uganda is to remain on a positive democratization and economic growth trajectory where the citizens reap the dividends of that growth, there is need to activate new power centres that can create new checks and balances in the

¹³ For details on macroeconomic achievements in the Uganda's economy, see Background to the Budget 2009/2010 on the theme: 'Enhancing Strategic Interventions to Improve Business Climate and Revitalise Production to Achieve Prosperity for All', June 2009. Available online at <http://www.finance.go.ug/docs/BTTB09-10.pdf>. Accessed on 30 November 2009.

¹⁴ Refer to the Report of the Uganda Constitutional Commission: Analysis and Recommendations, 1993. Chapter 19, pp 241-252.

current configuration of state power in Uganda. This is important because citizens and local governments remain the potential bulwarks against possible emergence of undemocratic tendencies in the country and major instruments for service delivery and associated accountability.

3.1.1 Local Governments during the Colonial Period

The first attempts by the colonial authorities to set up local administrations were made in 1919 when the African Native Authority Ordinance was passed.¹⁵ This ordinance provided for the powers and duties of African chiefs and for the enforcement of African authority. The chiefs collected taxes, presided over native courts, maintained law and order, enforced laws and constituted native councils at district and lower levels. During this period, the district commissioner (DC), who was the representative of the governor, was the most important official in each district. The 1919 Native Authority Ordinance gave the DC responsibility over a hierarchy of appointed chiefs at village, parish, sub county and county levels. Councils, originally consisting of these chiefs, were created during the 1930s at each level of local administration. Through the enactment of the Local Government Ordinance in 1949, the district was established as a local government area and as the basis for a separate district administration. During the 1950s, elections to district councils were introduced, and the councils were given responsibility for district administration. Nevertheless, the central government retained the power to control most district council decisions. Chiefs were salaried local government officials but responsible to the central government through the DC for the proper administration of their areas.¹⁶

3.1.2 Local Governments in the immediate Post –independence era (1962 - 1986)

At independence, Uganda consisted of ten districts, four kingdoms, and one special district (Karamoja). Under the 1962 independence constitution, a substantial degree of autonomy was allowed to federal and semi-federal kingdoms. The Buganda kingdom enjoyed federal status with devolved powers while other kingdoms had semi-federal status. Kingdom governments and district councils exercised considerable authority in their areas and had possibilities to set their priorities and to execute their decisions. For example, the decentralized local governments had powers to raise revenue through taxes, draw up and implement budgets and provide services. The above arrangement was nevertheless not without contradictions and challenges. In the course of governance, the central government increasingly became uncomfortable with autonomous local governments and started curtailing the powers of councils in the belief that they were breeding grounds for opposition.

Indeed, the contradictions that emerged affected the relations between central and local authorities. As a result, in 1966 the then Prime Minister Apollo Milton Obote, abrogated the 1962 constitution, replacing it with the 1966 'pigeonhole' constitution.

¹⁵See, the African Local governments Ordinance and District Council Proclamations and Regulations, 1949, Entebbe Archives.

¹⁶On the entrenchment of colonial interests in local governments, see Karugire, S. R., 1980, A Political History of Uganda, Nairobi, London: Heinemann Educational Books.

Subsequently, he replaced the 1966 constitution with the 1967 republican constitution. The 1967 constitution abolished the kingdoms and made them districts as well. Because the kingdom of Buganda was divided into four districts, the country was thus divided into eighteen districts. As a way of consolidating the authority of the central government, the Local Administration Act, 1967 was passed. The Act made district councils or local governments mere agents of the central government and changed their name from 'local government' to 'local administration', reflecting their diminished power. With powers thus over-centralized, district councils more or less became 'appendages' of the central government and their operational instruments, such as budgets and development plans, had to be approved by the central government. The main lesson here is that the design of the immediate post-independence local government architecture did not promote empowerment of citizens and decentralized governance and accountability.

The state of affairs described above obtained until 1971, when the Uganda People's Congress (UPC) government was overthrown by the Ugandan army led by Idi Amin. The military regime suspended the constitution, abolished parliament, dissolved district councils and proceeded to rule by decree. In 1974, President Amin increased the number of districts to thirty-eight and grouped them into ten provinces.¹⁷ In 1979, after Amin was overthrown, the number of districts was reduced to thirty-three. Moreover, each district was named for its capital in an effort to reduce the significance of ethnicity in politics. Under the Uganda National Liberation Front (UNLF) government, a local administrative system of *mayumba kumi* ('ten house cells') was established at the village level to mobilize communities, handle security matters, and distribute essential commodities such as salt, soap, and sugar. Following the re-election of the Uganda Peoples' Congress (UPC) in the 1980 general elections, the Obote II government reorganized local governments in accordance with the 1967 constitution and the 1967 Local Administration Act.

The 1962 constitution had required that nine-tenths of district council members be directly elected. In keeping with its overall emphasis on strengthening central control, the 1967 constitution gave the parliament the right to establish district councils and their offices, to decide whether some or all of their members would be elected or nominated, and to empower a minister to suspend a district council or to undertake any of its duties. The 1967 Local Administrations Act and the 1964 Urban Authorities Act created a uniform set of regulations that gave the central government direct control over local administration in each district. District councils were limited to specified areas of responsibility--particularly primary education, road construction, land allocation, community development, law and order, and local tax collection. When district councils were revived in 1981, their members were again nominated by the central government. Chiefs and local officials continued to be appointed on the basis of the 1967 act until 1986.

¹⁷ For more detail on Amin's machinations, see Mutibwa, P. M., *Uganda since Independence: a Story of Unfulfilled Hopes*, Trenton, New Jersey: Africa World Press, Inc. Accessed at <http://books.google.co.ug/books>. 13 November 2009. The province and their corresponding capitals were: Southern Province – Mbarara; Central Province – Kampala; Buganda province – Bombo; Kiira (later named Busoga) – Jinja; Eastern Province – Soroti; Karamoja Province – Iriiri; Northern Province – Lira; West Nile Province – Arua; Western Province – Mubende. Local administrations became avenues through which military directives could filter from the top to the lowest levels in villages.

3.1.3 The Local Government Architecture since 1986

In 1986, Government commissioned a commission of inquiry under the leadership of Mahmood Mamdani into local governments on the basis of which a white paper was prepared and submitted to cabinet.¹⁸ In 1987, the National Resistance Movement (NRM) Government enacted the Resistance Councils and Committees Statute (RC Statute), which repealed Part 1 of the Local Administration Act of 1967 and the Urban Authorities Act 1964. The Statute introduced the Resistance Council system, which in effect transferred authority to plan, make decisions, administer local justice and provide services to the communities.

The 1987 RC statute replaced the post of DC with a new official referred to as the District Administrator (DA).¹⁹ Like the DC, the DA was appointed by the President as the political head of the district. In addition to providing political direction to the district, the DAs were responsible for overseeing the implementation of central government policies, chairing the security and development committees, and organizing the resistance councils in their respective districts. The Resistance Councils and Committees Statute also created the post of District Executive Secretary (DES).²⁰ The District Executive Secretary was required to supervise all local government departments in the district, integrate district and central government administration, supervise the implementation of district resistance council policies, and serve as the accounting officer for the district. In today's local government council nomenclature, it is tenable to argue that the Resident District Commissioner (RDC) is equivalent to the DA while the Chief Administrative Officer (CAO) is equivalent to the DES. The difference is that under the decentralization framework, the functions and accountability roles of the RDC and CAO were supposed to be different.

A detailed description of the current legal, institutional and administrative architecture of local governments is presented in section 4 of this paper. However, at this point, it is important to highlight three important characteristics that underpin the local government system today and how these affect the system of monitoring and accountability in contemporary Uganda.

First, from inception, the process of local government system was conceived by the NRM government as fundamental and crucial to the restoration of democracy as articulated in point no.1 of the Ten Point Programme. In his January 29, 1986 address to the nation, President Yoweri Museveni emphasized the centrality of local governance to the NRM administration. The second key characteristic of the NRM decentralization policy has been the gradual implementation of the different facets of the policy. For example, in 1987, the resistance councils did not have control over financial and human resources. However, they were vested with policy making and watchdog functions. As already alluded to, district executive secretaries were appointed and posted in 1992. A transition period of fiscal decentralization in which districts first managed votes, and then followed by block grants was initiated in 1993 and then fully implemented by 1997. The 1993 Local Government (Resistance Councils) Statute provided a legal framework for the transfer of political, administrative and fiscal powers to local governments for the period 1993 to the promulgation of the Constitution in 1995 and the enactment of the Local Government Act in 1997.

¹⁸ Republic of Uganda, 1987. Report of the Commission of Inquiry into the Local Government System. Kampala

¹⁹ Resistance Council and Committees Statute, 1987, s.19.

²⁰ Ibid, s.21

Thirdly, the deliberations in the Constituent Assembly (CA) and the decentralization principles enshrined in the 1995 Constitution envisions a fairly autonomous local government system with wide ranging political, legislative and administrative powers and responsibilities. The system of regular elections is intended to give citizens and the electorate control over their leaders hence creating a system of demand and accountability with regard to governance and service delivery. In theory, local councils have powers to make local development plans based on locally determined priorities, raise revenue, approve and implement own budgets and appoint statutory organs such as district tender boards, district service commissions or local accountability committees.

3.2 Monitoring the Performance of Local Governments: A Review of Current Practices

To lay an appropriate foundation for a robust performance monitoring framework for local government councils, it is important to examine some of the existing local government monitoring frameworks, initiatives and practices so as to draw relevant experiences. This section of the paper examines the current efforts on monitoring local governments in Uganda and in selected countries around the world.

As already alluded to, there are at least three different forms of monitoring the performance of local governments that take place in Uganda.

3.2.1 Government Monitoring

The most comprehensive and systematic process of monitoring the performance of local governments is undertaken by the Ministry of Local Government. The Ministry undertakes an annual national assessment of minimum conditions and performance measures for local governments. The results from the assessment of minimum requirements are used to determine the local governments' ability to access Conditional Grants especially the Local Development Grant and Capacity Building Grant. MoLG receives funding from different development partners for the implementation of the Local Government Sector Investment Plan, part of which is committed to funding the annual national assessment exercise. Local Governments that perform well are rewarded with a 20% increase in funding while local governments that perform poorly are penalized with a 20% reduction of allocation.

Generally the nature of local government assessment done by the centre in recent years focuses mainly on financial management particularly to determine LGs ability to access conditional grants. However, performance monitoring and accountability to achieve effective delivery of public service and deepen governance must go beyond financial management. Local governments (particularly district councils, the chairperson, speaker and councilors) should also be assessed on governance issues – political leadership, legislation, supervision of lower local governments (oversight), representation role, inter-local government exchange visits/collaboration, participation in communal and development projects.

Box 1: Local Government Annual Assessment Indicators

Performance Measure for Districts and Municipalities

- a) Quality of the Development Plan and linkages with BFP and budget
- b) Staff Functional Capacity, Monitoring and Mentoring (LGTPC Performance)
- c) Capacity Building Performance
- d) Communication and Accountability Performance
- e) Budget Allocation Performance
- f) Procurement Capacity and Performance
- g) Local Revenue Performance
- h) Gender Mainstreaming Performance
- i) Operation, maintenance and Sustainability of Investments
- j) Council, Executive and Finance and Planning Committee Performance
- k) Performance of council Sector Committees
- l) Functionality of LG Education Department
- m) Functionality of LG Health Directorate
- n) Functionality of LG Water and Sanitation Department
- o) Functionality of LG Works Department
- p) Functionality of LG Production Department
- q) Functionality of LG Environment and Natural Resources Department
- r) Performance on HIV/AIDS mainstreaming/ integration
- s) Performance on LOGICS monitoring system

Minimum Conditions

- a) Functional Capacity for District/Municipal Development Planning
 - o Three Year, Rolled Development Plan approved by council
 - o Functional District/Municipal Technical Planning Committee
 - o Linkage between the Development Plan, Budget and Budget Framework Paper
- b) Functional Capacity in Finance Management, and Internal Audit
 - o 1. Draft Final Accounts for the previous FY
 - o 2. Internal Audit Function working

Besides the local government annual assessment process, there are a number of other monitoring and accountability initiatives undertaken by other government of Uganda institutions. These are summarized in table 1 below

Table 1: Selected Monitoring Initiatives by Central Government

Institution	Initiative	Key Features
Ministry of Finance	Budget Monitoring and Accountability Unit (BMAU)	Situated within MoFPED, staff in this unit tracks financial flows and travel to district (on a sample base to monitor the implementation of government programs and programmes in terms of inputs and outputs.
Ministry of Finance	Performance Contracts (Performance Form B)	MoFPED requires all local governments to report quarterly against a new Performance Form detailing progress against output targets and linking these to expenditure against releases.
Office of the Prime Minister (OPM)	Barazas/Citizens Accountability Forums	Recently, the President instructed the office of the Prime Minister (OPM) to set up public forums, at sub-county level, at which local leaders are expected to answer to the public on the use of public funds, and achievements in each sector.
Parliament	Parliamentary Committees	Key committees such as the Local Government Accounts Committees provide oversight over local government accounts including summoning of local government officials to account for deficiencies in the Auditor General's reports.
Ministry of Public Service	Client Charters	The Ministry of the Public Service (MPS) has begun the process of developing client charters which define service standards and expectations between public bodies, and between service providers and users. Similar charters have been developed and agreed to by local governments.
Inspector General of Government	Regional Offices	The IGG has regional offices through which the institution undertakes monitoring of the conduct of public servants including initiating prosecution of officials involved in abuse of office and corruption
Office of the Auditor General	Audit of accounts of local government	Accounts of every local government and administrative unit are annually audited.

Office of the President	Resident District Commissioner	Represent in district monitors and inspect the activities of local government
Decentralization Sector Working Group	Joint Annual Review of Decentralization	The JARD process is a mechanism for stakeholders and Line Ministries to jointly review progress in agreed annual undertakings and recommendations. A joint monitoring committee of the decentralization Technical Working Group also carries out independent monitoring and evaluation and reports to the JARD ¹

3.2.2 Civil Society Monitoring

Besides official government processes, performance and accountability monitoring is also undertaken by civil society organizations. Organizations such as the Uganda Debt Network (UDN) and Kabarole Research Centre (KRC) have piloted community programmes that focus on monitoring service delivery and accountability. For example, the Community-Based Monitoring and Evaluation System (CBMES) piloted by UDN is an approach for engaging communities in continuous monitoring and evaluation of government programmes. Participatory approaches are used in selecting monitoring sites, selecting community representatives, developing monitoring tools, identifying monitoring areas, collecting and analysing information, and presentation of findings without limiting community involvement.²¹ The Poverty Resource Monitoring Tool (PRMT) piloted by KRC in the Rwenzori region aims at empowering communities to monitor the provision of critical public services in schools as well as infrastructure projects. The Partnership for Public Expenditure Monitoring (PPEM) tool which is based on the CBMES and the PRMT is used by KRC and the Gulu District NGO Forum as an independent civil society hybrid mechanism to assess, monitor, review and evaluate performance of government policies, programmes and public expenditure in a systematic way. Finally, in 2009, the Advocates Coalition for Development and Environment (ACODE) launched the Citizens' Budget Tracking and Information Centre (CBTIC) to build citizens' demand for transparency and accountability with respect to the budget and budget related process. The CBTIC monitors the full cycle of the budget ranging from government revenue to budget allocations, out-turns and service delivery.

Compared to the Government of Uganda monitoring processes, the civil society monitoring initiatives ensure that the communities understand their rights, obligations, and entitlements. Part of the methodology applies a socio-economic rights approach to build the confidence of the communities to participate actively in public expenditure monitoring. This has led to creation of a conscious civil society at grassroots level capable of demanding open, accountable and transparent utilisation of public resources.

However, in spite of the above numerous mechanisms and efforts to monitor the performance of local governments, none has critically focused on governance and accountability as service delivery tools. Furthermore, none of the mechanisms monitor and

²¹ Lukwago, D. (2004) 'Monitoring Resource Allocation and Utilization in Uganda: UDN's Experiences, Success and Challenges', Uganda Debt Network

measure the performance of the district councils as service delivery and accountability institutions and the key actors in local government councils, namely; the chairperson, the district executive, the speaker/deputy speaker and the councilors. Assessing the performance of local government councils and publishing a performance score card is therefore a unique way of empowering citizens to demand for better performance and accountability from elected leaders and public officials.

4. BUILDING BLOCKS FOR A LOCAL GOVERNMENT COUNCILS SCORE CARD

Assessing the performance of local government councils in Uganda requires establishing the legal, political, administrative and other parameters upon which an assessment tool should be unit. Legally and institutionally, local government councils and individual councilors are enjoined with wide ranging powers and responsibilities relating to public service delivery and local governance. By their very nature, local governments also exercise a wide range of administrative functions and powers that have significant implications for local service delivery, good governance and the deepening of democracy. Consequently, parameters around which a local government council's score card can be built and implemented can be derived from the legal framework that establishes local governments in Uganda.

At a broad level, the fundamental legal foundation for Uganda's local government system is set out in article 176 of the Constitution. As shown in Box 2, the Constitution spells out a set of principles around which any decisions regarding decentralization and local governance are to be tested and implemented. These principles reflect the recommendation of the Uganda Constitutional Commission which observed in its report thus:

"The form of government to be adopted in the new constitution should be based on the principle of decentralization and devolution of powers and should allow and respect unity in diversity. The form should be flexible enough to cater for local circumstances and conditions, while at the same time ensuring minimum national standards and goals in local governments."²²

Article 176 provides that 'the system of local government in Uganda shall be based on the district as a unit under which there shall be such local governments and administrative units as parliament may by law prescribe'.

The local government structure established under the Local Government Act is at the core of the decentralization system and governance in Uganda.²³ The Local Government Act vests the local government councils with wide ranging powers and functions around which a performance score card can be built and implemented. The objective of the score card is to assess the performance of the various local government council structures and identify potential deficiencies that need to be rectified to make the system work for the people. This section therefore identifies the local government council structures and, outlines the roles and functions of these structures that form the basis for the Local Government Councils Score Card (LGCSC).

4.1. Key Structures, Organs and Responsibilities of the Local Government Council

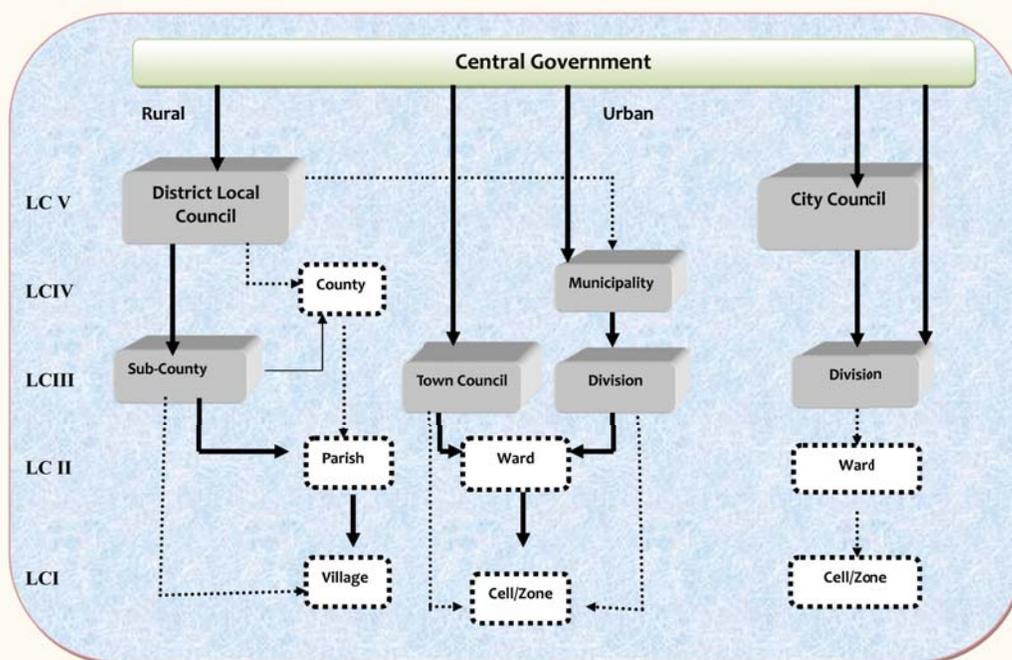
The starting point to develop a score card for local government councils is to understand the structure and organs of the local government councils. The local government structure refers to the hierarchical arrangement of the councils from the village level

²² Ibid., p.251

²³ Cap 243, Vol. 10, Revised Edition of the Laws of Uganda, 2000

to the district council. Local government organs refer to the discrete political, legal and administrative entities that are charged with the mandate to perform different roles and functions. Consequently, these organs have to be identified and their roles and functions ascertained for the appropriate scores and assessment methodology to be determined. According to the Local Government Act, the local government structure is comprised of two parallel institutional structures. The first structure mainly covers the rural areas while the second one covers the urban areas. Within the rural setting, local governments exist from the village level to the district level. A local government at the village level is referred to as Local Council 1 (LC1) while the local government at the district level is referred to as LCV. On the other hand, local governments in an urban setting are organized from a Zone up to a municipality, with the exception of Kampala which has a city status. Both rural and urban local governments are organized in a hierarchical structure as shown in Figure 5.

Figure 5: The Structure of the Local Government System in Uganda



At each level of local government, there are different organs or entities that are vested with a wide range of powers and functions. According to the Local Government Act, the district local government and the sub-county local government are established as corporate legal entities with powers to sue or be sued in their own names. With the exceptions of individual councilors who are natural legal persons, the rest of the organs are administrative structures and do not enjoy the character of a legal person. This LGSCS is designed to assess the performance of the local government organs at the district level. However, since the sub-county government is vested with roles and responsibilities almost similar to the district local government, the same score card can be used to assess the performance of local government councils at that level.

At the district local government level, there are at least 5 key organs created under the Local Government Act that can be assessed. The score card by which they can be assessed is developed based on their roles and responsibilities as set out in the Act. Figure 6 shows the organs of the district local government councils and their major responsibilities upon which the LGCSC is built.

The local government system is built around a two dimensional intervention logic: the governance logic and the development logic. The governance logic is that by creating a local government system where decisions are taken at the lowest level possible, citizens are able to engage in their own government and they can hold their leaders accountable for any deficiencies. The development logic is that local government structures are able to engage citizens in the planning and decision making processes that directly affect them so that budgetary and other resources are channeled towards those development activities and sectors that have the highest public service returns. Effective performance and accountability are achieved through effective citizens' demand where non responsiveness by the political leaders is punished through the denial of votes, recalls and other related tools. Citizens' demand for effective performance and accountability translates into pressure on local political leaders who can put demand on the local government political bureaucracy to ensure effective implementation of local development initiatives. It is this same pressure that is channeled upwards hence creating a vertical spiral of demand for performance and accountability as illustrated in the demand side model in Figure 3.

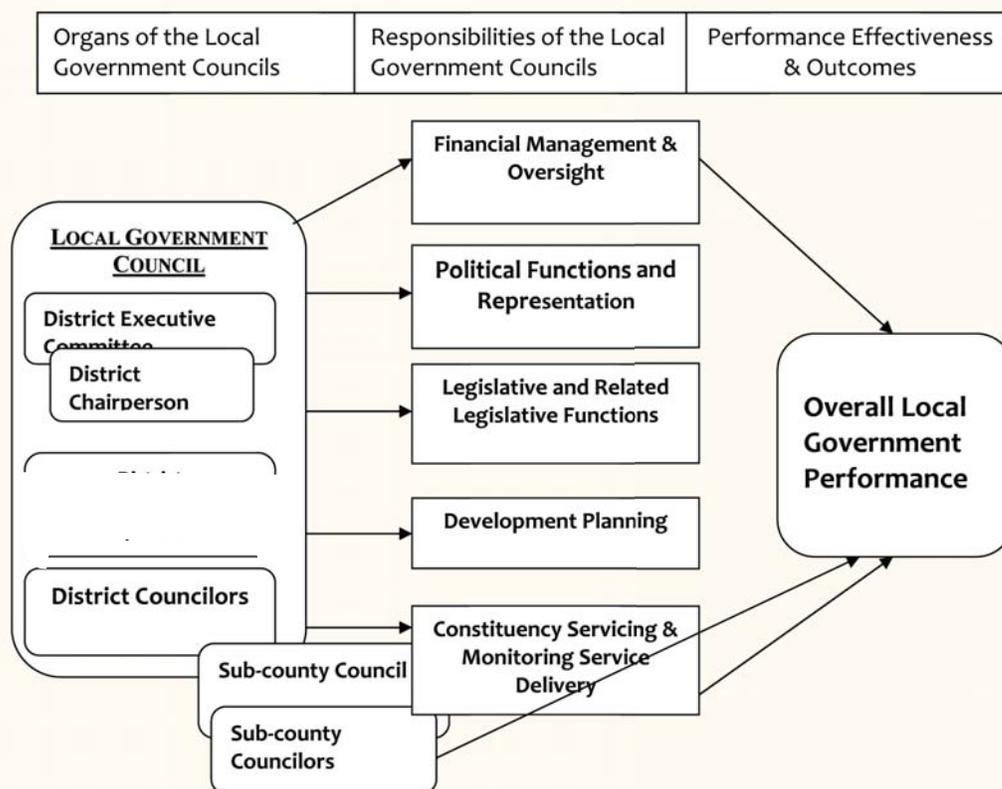
As shown in Figure 6 below, local government councils perform at least 5 interrelated responsibilities around which a performance score card can be developed. These are: political roles and representation function, legislative role; financial management and oversight; development planning and implementation and, constituency servicing and monitoring the delivery of public services. The local government system therefore presupposes that

Box 2: The tenets of Uganda's decentralization system as enshrined in Article 178 of the Constitution

- o The state shall be guided by the principle of decentralization and devolution of governmental functions and powers to the people at appropriate levels where they can best manage and direct their own affairs.
- o The system shall be such as to ensure that functions, powers and responsibilities are devolved and transferred to local government units in a coordinated manner.
- o Decentralization shall be a principle applying to all levels of local government and in particular, from higher to lower local government units to ensure people's participation and democratic control in decision making.
- o The system shall be such as to ensure the full realization of democratic governance at all local government levels.
- o There shall be established for each local government unit a sound financial base with reliable sources of revenue.
- o Appropriate measures shall be taken to enable local government units to plan, initiate and execute policies in respect of all matters affecting the people within their jurisdiction.
- o Persons in the service of local government shall be employed by the local governments.
- o The local governments shall oversee the performance of persons employed by government to provide services in their areas and monitor the provision of government services or the implementation of projects in their areas.

local government councils are able to perform these responsibilities and through such performance, effective delivery of services and active citizenship is achieved.

Figure 6: Key Aspect of the Local Government Councils Performance



4.2. Other Responsibilities of Local Political Leaders

Besides the constitutional and statutory responsibilities set out in the constitution and other relevant laws, local political leaders also perform other functions. Such functions are often of a personal nature premised on the expectations of the voters and the personal attributes of the local politician. Personal level functions include self-advertising, credit-claiming, and position-taking. Since these personal level functions are rarely discussed in literature, it is worthy to have them further explained.

Self-advertising has been defined as ‘any effort to disseminate one’s name among constituents in such a fashion as to create a favourable image but in message having little or no issue content’²⁴ Experience, however, also indicates that self-advertising may include focus on the real issues of constituents and development. Getting oneself known in the constituency and nationally requires self-advertising using methods such as:

²⁴ Mayhew, D., 1987, ‘Congress: the election connection’, in P. Woll, *American Government: Readings and Cases*, p.469. Also for methods of getting known through self-advertising elsewhere in East Africa, see Mushi, S.S., 2004, ‘Historical and Theoretical Analysis of Representation’, in Mukandala, R.S et al., *People’s Representatives: Theory and Practice of Parliamentary Democracy in Tanzania*, Kampala: REDET, pp. 42-43.

- frequent visits to the constituency in case one resides outside it;
- speeches to home audiences;
- attending constituents' functions and ceremonies, such as weddings and burials;
- sending condolence or congratulatory messages to constituents;
- writing newspaper columns (in newspapers published in local languages);
- participating in public debates (on radio and TV, in seminars, conferences, etc.); and,
- being calculatingly vocal on selected issues of local importance.

Credit-claiming has been defined as 'acting so as to generate a belief in a relevant political actor (or actors) that one is personally responsible for causing the government, or some unit thereof, to do something that the actor (or actors) considers desirable. The emphasis here is on individual accomplishment (rather than, say, party or government accomplishment) and on the Congressman as doer (rather than as, say, expounder of constituency views).'²⁵

Position-taking is defined as 'the public enunciation of a judgmental statement on anything likely to be of interest to political actors'. The position taken may tie in with constituency interests or the party position on the issue, or personal conscience. The position may be conservative (i.e. clinging to one's position of the past), or radical (i.e. breaking with the past or the mainstream view).²⁶ Position-taking in a local government council or national parliament includes fence-sitting (i.e. avoiding becoming involved in decision-making or being cautious of taking a side that may affect the rating of a representative negatively) on some sensitive issues if the representative is uncertain of the consequences of his/her pronouncement, (i.e. how his/her constituents or his/her party would receive it).

The above personal level functions are important to the success of a representative because one cannot be known unless one advertises oneself, one may not get credit unless one claims it, and one cannot distinguish oneself unless one takes a position on issues which are considered important locally, for example on the grading of roads, construction of boreholes, access to gravity water, access to credit through Savings and Credit Cooperative (SACCOs), resettlement of IDPs, girl-child education, environmental protection etc.²⁷ These perceptions and practices are a reality in Uganda since the principles of multiparty have not taken root. The citizens largely evaluate representatives on the basis of their personal attributes rather than the party manifestoes they bring along.²⁸

²⁵ Mayhew, p. 469; Also see, KAS, 2009, p.23

²⁶ *ibid*

²⁷ KAS, *op.cit.* p.24

²⁸ See, Mushemeza, E.D., 2007, 'The Functioning of Multi party System in Local Governments: Challenges of Transition from a Movement System in Uganda', Kampala: ACODE Policy Briefing paper no. 20

5. MONITORING THE PERFORMANCE OF LOCAL GOVERNMENT COUNCILS: SCORE CARD AND METHODOLOGY

This section of the paper explains the various processes one ought to go through to have a grounded and meaningful process of monitoring the performance of local governments. The process comprises two broad parts namely the methodology and monitoring indicators or the score card.

5.1. The Score Card

The Local Government Councils Score Card (LGCSC) is a set of parameters and associated indicators designed to assess the extent to which local government council organs and councilors are performing their responsibilities. The parameters in the score card are based on the core responsibilities of the local government councils as shown in Figure 6 above.

As shown in Figure 5, developing the score card starts with the identification of the organs of the local government council. The organs are identified from the Local Government Act and the fact that the Act vests certain powers and responsibilities in each of these organs. At the district level, there are 5 key organs that ought to be assessed in order to get a full picture of how the council is performing. These are: the local government council; the district executive committee; the district chairperson; the district speaker and the individual councilors. A combination of all these organs constitutes the district local government council and hence their performance may determine the overall performance of the respective local governments. Besides the district local government, the score card can also be administered at the Sub-county level where the sub-county local government is also established as a legal entity with wide-ranging planning and fiscal responsibilities and mandate.

The scores or performance indicators for each of these organs are developed based on their statutory and other responsibilities. An analysis of the Local Government Act and other relevant legislation shows that there are at least 5 broad responsibilities of the councils around which such a score card can be constructed: financial management and oversight; political functions and representation; legislative and related legislative functions; development planning and; constituency servicing and monitoring service delivery.

Performance indicators are therefore developed based on each of these responsibilities. Each indicator or score is given a weight so that the total score card add up to 100. The scores are generally based on the importance placed on the particular responsibility or function. The weighting was tested and validated through a series of focus group meetings organized at the inception of the study. Within the framework, a high score on all the functions outlined should result into overall effective performance of the local government being assessed. In this regard, the assessment has to work backwards to look at the key development indicators in order to determine whether there is a cause -effect relationship.

5.2. Assessment Methodology

The methodological approaches are divided into 4 broad phases namely: preparatory phase, fieldwork phase, data management and analysis; and outreach and advocacy phase.

5.2.1. Preparation Phase

a) Securing buy-in and participation from key stakeholders

The most important aspect of the monitoring process is for the organization or persons undertaking the process to realize that the monitoring process is not an end in itself but rather for the benefit of a spectrum of stakeholders. These range from the citizens, the local governments themselves, centre and line ministries to CSOs and academia. These stakeholders ought to be brought into the main fold for purposes of acceptability, ownership and sustainability of the processes, outputs and outcomes of the monitoring exercise. The following steps must be undertaken to identify and involve the right stakeholders.

- (i) Stakeholder analysis: This will enable the entity intending to carry out the monitoring process to identify the key stakeholders with interest and power to shape opinions and the ability to take appropriate action. This will also enable you to determine at what level of the process you need to engage the various stakeholders.
- (ii) Constructive engagement of the stakeholders: Having clearly identified the stakeholders and determined the level of engagement, an interface with them is vital. This can be in form of a participatory workshop where their views and ideas can be incorporated in the entire process right from inception. A select team of resource persons should be constituted from the stakeholders to steer the process of monitoring. This helps garner a wide range of ideas that enrich the process in addition to the acceptability and raising interest for the monitoring process.

b) Customization of the Score Card

The objective execution of the process calls for clearly defined assessment indicators. The indicators ought to be based on the clearly stipulated functions and duties of the local government leaders while the process of developing these indicators must be participatory in nature involving the various stakeholders. The laws, acts and statutes that establish and govern the local governments should be the basis for developing the indicators. In the Ugandan case, the indicators have been drawn from the duties and functions of local governments as stipulated in the Local Government Act. In addition to the indicators for the council as a whole, separate indicators should be developed for the various established positions of authority within the local government. These positions include the chairperson, executive, speaker, deputy speaker, and councilors. However, while this score card has been developed based on the Uganda local government system, it has been presented in such a flexible manner that it can be customized for different local

government systems in other countries that apply the principles of decentralization.

c) Selecting target Local Governments(Districts)

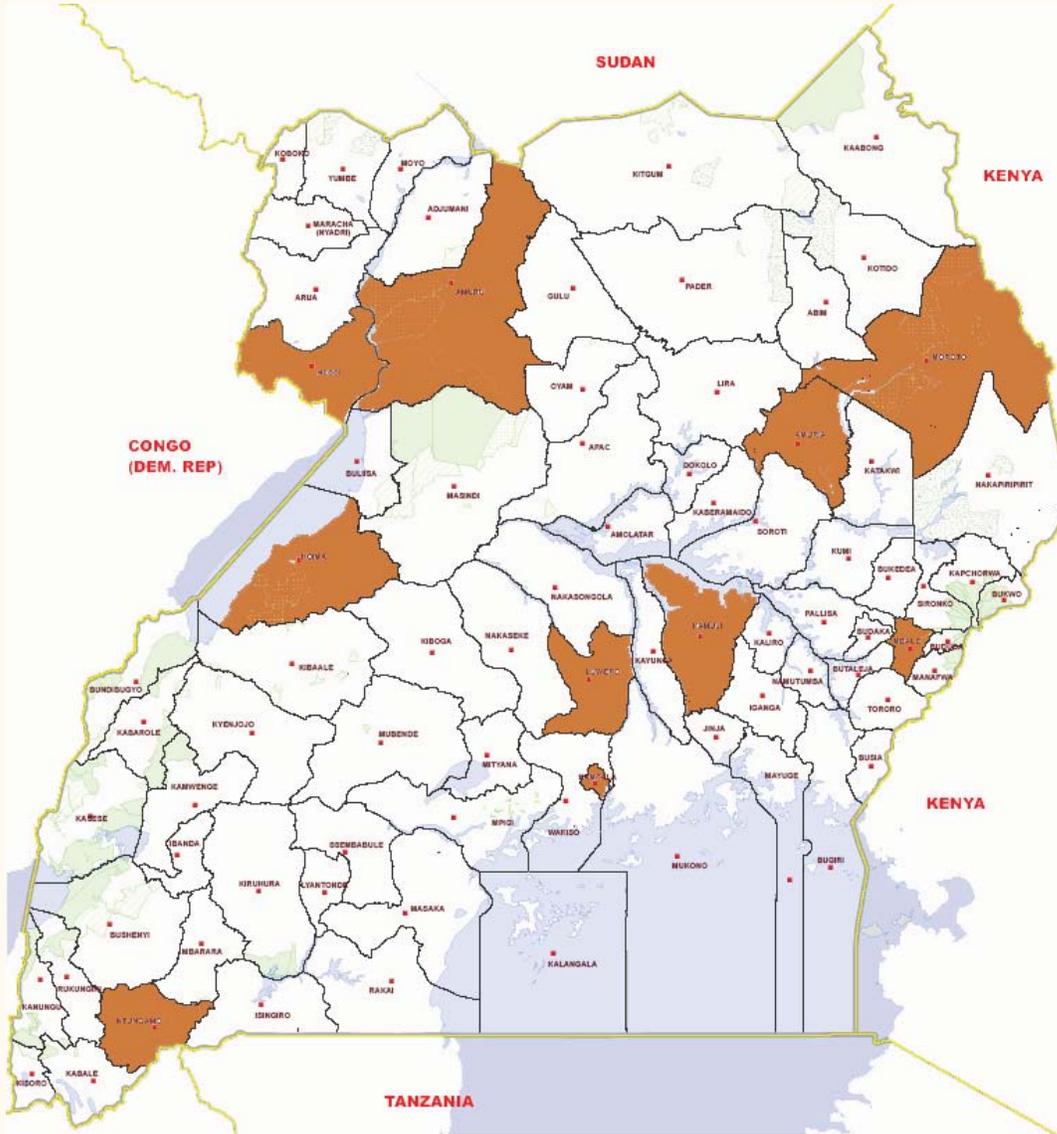
The criteria to use in identifying local governments to participate in the monitoring and measurement of performance of local government councils should take into account the following aspects:

- Regional balance: This should be cognizant of the regional divisions in a given country. In the Uganda case, the country is divided into 4 major regions of North, South, East and West. These are further subdivided into sub-regions. The selection of local governments based on the regions and sub regions provides a broad representation of the country.
- Duration of existence of the local governments. This criterion is relevant in countries where new administrative units are being created overtime as the case in Uganda. The duration of existence of a given local government has a bearing on both the physical and administrative structures that impact on the performance of a local government council. A mix of the local governments basing on this criterion provides an opportunity to compare local governments. In Uganda's case original LGs that existed at independence, those created in 1980s and those created after the year 2000 are sampled.
- Perceived as model districts Vs historically marginalized: Annual assessments by the centre or line ministry for local governments may indicate a pattern of good performance in service delivery for some local governments. Other local governments by nature of their location or resource endowment may be marginalized. This criterion therefore provides an opportunity to draw a contrasted assessment of these local governments. This criterion has been used in the case of Uganda to draw a representative sample across the performance-disadvantage divide.

d) Identification of district research team

Sustainability of monitoring activities is vital in ensuring success of the initiative. Sustainability issues must therefore be ingrained in the processes of data collection, analysis and follow up. The strategy of using researchers selected from the CSOs within the given local government is a key step in ensuring continuity long after the initial intervention. This strategy ensures that the assessment is done by people who are aware of the situation obtaining within the given local government in addition to being cost effective.

Figure 7: Map of Uganda (2009) showing the 10 District Assessed for FY 2008 / 2009



e) Methodology training workshops

Methodology training workshops that involve all the members of the assessment team, district based researchers, lead researchers, and stakeholders should be organized. The aim of this exercise is to make all people involved in the process appreciate the purpose of the assessment as well as the processes of data collection, validation and analysis. This will ensure clarity for the researchers and foster collaboration of the various stakeholders.

5.2.2. Fieldwork Phase

a. Focus Group Discussions

The Focus Group Discussions involve the chairpersons and councilors. These FGDs should provide an opportunity for the councilors to get to know why they are being scored, the contents of the scorecard and the exercise at large. The FGD session provides an avenue for feedback from the councilors and also an opportunity for the district based researchers to interface with the councilors.

b. Score card administration

Administering of the scorecard by the researchers is achieved through having a one on one interview session with the individual respondents. The Chairperson, Speaker, Deputy Speaker and councilors constitute the primary sources of data for the assessment. The scoring is done depending on the answers and documentary evidence provided by the respondent. These scores are then subjected to verification and are bound to change depending on the evidence from the verification.

c. Information verification

The information gathered through the administration of scorecards should be verified through use of known conventional research methods that include: interview of the beneficiary communities, observation of projects and documentary evidence analysis. These methods deliver qualitative data which validates the quantitative data delivered from the score card instrument.

d. Collection of relevant literature

Relevant literature comprises the bulk of secondary data for monitoring and measuring the performance of district local councils. Therefore sources of data should be identified right from the onset. The following data sources ought to be used by the monitoring and measurement of performance team:

- Office of the clerk to council – The clerk to council is responsible for taking the minutes of the council relating to its functions as a legislature [LGA CAP 243, Art: 62(3)].
- Office of the Speaker – This office is expected to have a records book that keeps the track-record of petitions presented to the office from citizens or CSOs.
- Office of the Chief Administrative Officer – The CAO as head of the public officers in the district is in a position to direct researchers where important

information might be retrieved. Access to information on financial matters also needs the cooperation of the chief accounting officer of the district – the CAO.

- District Registry; and Libraries, where they exist are good sources of information.
- Planning Unit – In many districts the Planning Unit is responsible for organising Budget conferences. This is another important centre for accessing the necessary information on budgets, and district development plans.
- Office of the speaker of the lower local government (LLG) is responsible for keeping records of the proceedings of the Council.
- Civil Society Organisations (CSOs) and Community Based Organisations (CBOs) that regularly participate in District Budget conferences or Sub County Development activities should have a record of the relationship between CSOs and District local government/Sub County Councilors. These organisations are also expected to know the active councilors/political leaders in various aspects including initiation of projects and participation in council and development projects.

5.2.3. Data management and analysis Phase

Quality data will ensure quality reports and outcomes. Care must therefore be taken to manage the data correctly right from collection through analysis to report writing. In order to have credible data, the following steps should be followed in managing the collected data.

a) Database management

A database for information about a particular local government ought to be established and managed. The database should contain information on the key variables under investigation as reflected in the scorecard. For example since the scorecard analyses the contributions of councilors to social services that include health and education, key indicators for health and education for the district must be reflected in the database.

b) Data Analysis

Credible analysis methods should be used in analyzing the data collected through the scorecard. Data analysis packages like SPSS can be very useful in the analysis. Both quantitative and qualitative data must be given due attention in order to have a well corroborated and balanced analysis.

c) Report writing

The presentation of the findings from the scorecard ought to be done in two ways namely; Local Government specific report and a synthesis report. The local government specific report should present findings from a given local government (micro analysis) while the synthesis report should provide a wider analysis of all the assessed local governments (macro analysis). The presentation of these two kinds of reports is vital in enabling the understanding of local government specific constraints and best practices while the

synthesis reports enables comparison across performance and practices.

d) Publishing analysis and dissemination of findings

The analysis of the findings and the scores of the individual councilors and councils should be published and disseminated to the relevant stakeholders. Various dissemination options can be adopted. These may include the use of both print and electronic media and regional workshops.

5.2.4. Outreach and Advocacy Phase

The outreach and advocacy phase of the score card has three main objectives. First, it is intended to enable the councilors develop a detailed appreciation of the responsibilities that local government councils are designed to play under the Local Government Act. Building on the preparatory and fieldwork phase, the councilors are able to reflect on how best they are performing their roles. Secondly, the score card analysis enables the research teams to identify critical capacity gaps that may require intervention to improve council performance. Finally, the publication and dissemination of the score card provide an opportunity for citizens to know how their councilors are performing. The financial and human resources available should determine the scope of the outreach and advocacy activities. In general, the following outreach activities are essential in addressing the deficiencies inherent in other assessment processes.

- a) Feedback workshops organized at district and regional level to discuss in details of the findings from the scoring exercise. These workshops are an avenue for constructive engagement with the scored leaders and the citizens.
- b) Media advocacy. Through the use of both print and electronic media, issues raised from the analysis of the findings can be discussed and brought to the forefront of policy makers.
- c) Lesson learning. The monitoring exercise provides an opportunity for the different local governments to learn from each other. This can enhance the adoption of best practices across the various local councils.
- d) Design joint interventions with local governments. The end product of the exercise is to enable local governments to perform better and be more accountable to the citizens. The gaps identified through the monitoring can be based on to design joint interventions for better performance of the local governments.

The outreach and communication plan is central to the overall goal of the score card as it provides the framework for building citizens civic capacity to demand for accountability as well as the capacity of local government councils to respond to increased demand from the citizens. In the demand-side model presented in Figure 3, this is what is referred to as the demand-response loop. Consequently, an outreach strategy for the assessment should seek to build appropriate alliances with key constituencies through which outreach activities can be scaled up in a cost effective manner. In Uganda, for example, appropriate alliances can be established with the Uganda Local Government Association (ULGA), the

Inter-Religious Council of Uganda or similar constituency-based organizations such as farmers' organizations, teachers associations, youth and women organizations and many others. The objective is to ensure that the score card findings and analysis is shared with a wide range of actors that councilors seek to represent.

6. CONCLUSION

The introduction of decentralization in 1992 and its subsequent articulation in the 1995 constitution were key milestones in Uganda's democratization process. The logic of decentralization implemented through the local government system was that creating power centres at the local level would promote good governance and result into improvements in public service delivery through local and vertical accountability. Almost two decades later, the quality of public services such as health care, education, agricultural advisory services, transport infrastructure and many others have continued to deteriorate. The traditional systems of monitoring premised on a supply-side model where it is presumed that all solutions come from "Kampala" have not addressed the deficiency in public service delivery at the local level. The current system of local government assessments that put particular emphasis on the administrative structures of government and in large measures excludes the political leadership especially at the local government level has been challenged.

This paper has argued that if Uganda is to remain on a positive democratization and economic growth trajectory where the citizens reap the dividends of that growth, there is need to activate new power centres that can create new checks and balances in the current state configuration in Uganda. The district councils, councilors and other actors in local governments provide such potential force as progressive power centres.

Consequently, the Local Government Councils Score Card Initiative advocates for a fundamental shift in the system of assessment of local government performance by focusing on the local government councils and their respective organs. In this assessment framework, local government councils are considered the major source of balance of power between the citizens and the national government. However, because citizens are not effectively demanding for accountability and performance from their local leaders, these leaders have been co-opted by the national government where major decisions regarding political, legislative and administrative authority or undertaken as transactional arrangements between national and local political leaders. A demand-side model where financial and intellectual resources are invested in building citizens' civic competence and hence citizens' capacity to demand for accountability in the delivery of public goods and services is proposed. The Local Government Councils Score Card is proposed as a tool that enhances better understanding of the responsibilities of local government councils and provides empirical data and information on how the councils are undertaking these responsibilities. The underlying theory of change is that by providing local councils' performance related information to the public, citizens will demand for increased accountability on local political leaders hence triggering a vertical spiral of demand for accountability and effective service delivery from the local to the national level.

Annex 1: Scorecard

SCORE CARD

Monitoring and Measuring the Performance of District Local Government Councils and Councilors in Uganda

ACODE
P.O Box 29836
Kampala
Email: library @acode-u.org, acode-u.org
Website: <http://www.acode-u.org>

Annex 1 - A: Score Card for the Chairperson of the District Council

Name of Respondent: _____

Gender _____ Date _____ Time _____

Performance Indicators in One Financial Year		2008/2009	
CHAIRPERSON			
1.	POLITICAL LEADERSHIP	(20)	COMMENTS
i)	Presiding at meetings of Executive Committee		
	a) None	0	
	b) Chaired twice	1	
	c) Chaired more than three times	2	
ii)	Monitoring and administration		
	a) None	0	
	b) Monitoring administration of council decisions	1	
	c) Implementation of council decisions	1	
	d) Evidence of evaluation of performance of the council	1	
	e) Evidence of decisions made on contentious issues	1	
	f) Evidence of having solved problems/disputes forwarded from Lower local governments	1	
iii)	a) Evidence of a report made to council on the state of affairs of the District	2	
	b) None	0	
iv)	Overseeing Performance of civil servants		
	a) None	0	
	b) One report to Council	2	
	c) Two or more reports to Council	3	
v)	Recommended to council persons to be appointed members of DSC and other boards/committees.		
	a) None	0	
	b) One report to Council	2	
	c) Two or more reports to Council	3	
2.	LEGISLATIVE ROLE	(20)	
i)	Regular attendance of Plenary sessions, Committees		
	a) None	0	
	b) Attended six (mandatory) plenary sessions	2	
	c) Attended three plenary sessions	1	
	d) Attended more than two committee sessions	2	

ii)	Motions/Bills presented by the Executive and passed a) None b) Motions for resolution on policy c) Motions for resolution of a bill/Ordinance	0 3 5	
iii)	Initiated and formulated policies a) None b) Evidence of two policies c) Evidence of three or more policies	0 3 4	
3. CONTACT WITH ELECTORATE		(15)	
i)	Evidence of a Programme of meetings with Electorate a) None b) Evidence of one programme c) Evidence of two or more programmes	0 1 4	
ii)	Evidence of Reports/Press release/public notice of decisions of the Council to the electorate a) None b) One report/press release/Public notice c) Four reports/releases	0 1 4	
iii)	Evidence of issues raised by the electorate to the Executive /Council a) None b) Two reports c) Four or more reports	0 1 4	
4. PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA		(15)	
i)	Projects initiated a) None b) One project c) Two projects or more	0 2 3	
ii)	Contributions to communal Projects/activities a) None b) Written advice to the community c) Material contribution (money, manual labour, construction tools, food)	0 2 3	
iii)	Linking the community to Development Partners/NGOs a) None b) Signed one Memorandum of Understanding (MoU) c) Signed more than two MoU d) Implemented MoU	0 1 2 2	
5. SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES AREAS		(30)	
i)	Monitoring and giving feedback to Council a) None b) Evidence of one report c) Evidence of two or more reports	0 2 3	
ii)	Attended NAADS/PMA/other programs meetings a) None b) Evidence of one report c) Evidence of two or more reports	0 2 3	

iii)	Attended functional Adult literacy session		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
iv)	Visited Health units in every Lower local government		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
v)	Visited schools in every sub-county		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
vi)	Participated in a Radio/Television Talk show in any media.		
	a) None	0	
	b) Radio	1	
	c) Television	1	
	d) Written an article in a News Paper	1	
vii)	Environment and Natural Resources protection		
	a) None	0	
	b) Participated in an activity that promotes Sustainable Use	2	
TOTAL		100	

Annex 1 - B: Score Card for speaker or Deputy Speaker of the District Council.

Name of Respondent:.....

Gender:

Date:

Time:.....

Performance Indicators in One Financial Year		2008/2009	
SPEAKER/DEPUTY SPEAKER			
1. PRESIDING AND PRESERVATION OF ORDER IN THE COUNCIL		(25)	COMMENTS
i) Chairing lawful council/ meetings			
a) None		0	
b) Chaired thrice		1	
c) Chaired Four times		1	
d) Chaired Five times		1	
ii) Rules of procedure			
a) Evidence of adoption of rules of procedure by council		1	
b) None		0	
c) Evidence of enforcement of rules of procedure		1	
d) None		0	
e) Caused timely production of minutes		2	
f) Convening council meetings on schedule		2	
iii) Business Committee			
a) None		0	
b) Convening and presiding over business committee meetings		2	
c) Production of minutes		1	
iv) Delegated to the Deputy Speaker at least once/ Evidence of deputizing the speaker in any activity			
a) None		0	
b) Once		1	
c) Twice		2	
v) Evidence of a records book with Issues/ petitions presented to the office			
a) None		0	
b) Available		2	
vi) Evidence of record of motions/bills presented in council			
a) Available		3	
b) None		0	
vii) Provided special skills/knowledge to the Council or committees.			
a) None		0	
b) Written and presented a paper to guide Council		2	
c) Written and presented a paper to guide a committee		3	
2. CONTACT WITH ELECTORATE		(20)	
i) Evidence of a written Programme of meetings with Electorate			
a) None		0	
b) Existence of one programme		2	
c) Existence of two or more programmes		3	
ii) Office or coordinating centre in the constituency			
a) None		0	
b) Existence of an office/centre		2	
c) Functional office/centre (visitors book, calendar, Files, contact person)		3	
iii) Evidence of Reports of decisions of the Council taken to the electorate			
a) None		0	
b) One report		1	
c) Three or more		4	
iv) Evidence of issues raised by the electorate			
a) None		0	
b) One report to the council		1	
c) Three or more to the council		4	

3. PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA		(15)	
i)	Projects initiated		
	a) None	0	
	b) One project	1	
	c) Two projects or more	4	
ii)	Contributions to communal Projects/activities		
	a) None	0	
	b) written advice to the community	2	
	c) Material contribution (money, construction tools, food)	3	
iii)	Linking the community to Development Partners/NGOs		
	a) None	0	
	b) Signed one Memorandum of Understanding (MoU)	1	
	c) Signed more than two MoU	2	
	d) Implemented MoU	2	
4. PARTICIPATION IN LOWER LOCAL GOVERNMENT		(10)	
i)	Attendance in sub - county Council sessions		
	a) None	0	
	b) One meeting	1	
	c) Two meetings	1	
	d) Five meetings	3	
ii)	Evidence of giving feedback to the sub-county Council from District Council.		
	a) None	0	
	b) One signed report	1	
	c) Three or more signed reports	4	
5. SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS		(30)	
i)	Monitoring and giving feedback to council		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
ii)	Attended NAADS/PMA/other related programs meetings		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
iii)	Attended functional Adult literacy session		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
iv)	Visited Health units in constituent sub-county		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
v)	Visited schools in constituent sub-county		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
vi)	Participated in a Radio/Television Talk show in any media.		
	a) None	0	
	b) Radio	1	
	c) Television	1	
	d) Written an article in a News Paper	1	
vii)	Participated in an activity that promotes Sustainable Environment and Natural Resource Use		
	a) Evidence	2	
	b) None	0	
TOTAL		100	

Annex 1 - C: Score card for the District Council.

Name of District Council:.....

Date: Time:.....

Performance Indicators in One Financial Year		2008/2009	
DISTRICT COUNCIL			COMMENTS
1. LEGISLATIVE ROLE		(20)	
i)	Adopted model rules of Procedure with/without amendments	4	
	b) Evidence	0	
	c) No action		
ii)	Ordinances		
	a) Passed at least one ordinance within 3 years	1	
	b) Passed more than one ordinance within 3 years	2	
	c) Evidence of implementation/dissemination	1	
	d) No action	0	
iii)	Passed motions for resolutions on policy		
	a) Evidence	2	
	b) No action	0	
iv)	Evidence of legislative resources		
	a) None	0	
	b) Library	1	
	c) Planning and Development office	1	
	d) Clerks office	1	
	e) Public relations office/Councillor's lounge	1	
v)	Petitions & Focused Tours		
	a) None	0	
	b) Received Petitions/letters from Lower Local Governments, Civil Society Organisations	1	
	c) Acted on them	1	
	d) Evidence of Inter-District co-operation/visits/Tours	1	
	e) Evidence of Reports on visits/tours	1	
vi)	Held council meetings on time		
	a) Evidence	2	
	b) None	0	
2. ACCOUNTABILITY ROLE		(20)	
i)	Public Accounts Committee (PAC)		
	a) None	0	
	b) Active PAC (holds regular meetings)	2	
	c) Evidence of PAC reports discussed in Council	2	
ii)	Public Funds		
	a) None	0	
	b) Evidence of display of public funds received on public notice boards	2	
	c) Evidence of display of projects on notice boards	2	
iii)	Internal Assessment		
	a) None	0	
	b) Functional internal assessment report	2	
	c) Evidence of Bills of Quantities and other Procurement requirements.	2	

iv)	Public Hearings		
a)	None	0	
b)	Conducted public hearings on Bills being tabled	2	
c)	Record of the views generated from the parties affected	2	
v)	Involvement of CSOs, CBOs, Citizens		
a)	None	0	
b)	In budgeting process	2	
c)	Disclosure and dissemination of the Development Plan to citizens for them to know what activities will be financed and implemented	2	
3. PLANNING & BUDGETING		(12)	
i)	Existence of Plans & Vision		
a)	None	0	
b)	Approved Development Plan	1	
c)	Capacity Building Plan	1	
d)	Revenue enhancement plan	1	
e)	Vision and Mission Statements displayed	1	
ii)	Existence of Local Government Budget Framework Paper	1	
a)	Evidence	0	
b)	None	0	
iii)	Prior approval of the Development Plan before the Budget approval		
a)	Evidence	1	
b)	None	0	
iv)	Approved budget within time according to the law		
a)	Evidence	1	
b)	None	0	
v)	Active Technical Planning Committee		
a)	Evidence	1	
b)	None	0	
vi)	Monitoring and Evaluation		
a)	None	0	
b)	Evidence of Participatory Planning Mechanisms	1	
c)	Reports on Monitoring and Evaluation of the Development Plan;	1	
d)	Evidence of gender mainstreaming performance	2	
4. SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMMES			
4.1 EDUCATION		(8)	
i)	Enrolment & Gender equality		
a)	None	0	
b)	Increased enrollment in primary schools	1	
c)	Pupils completion in schools @ per or above national average	1	
d)	Improved academic Performance in primary schools	1	
e)	Evidence of programmes that promote girl child education	1	
ii)	Staff & Grants		
a)	None	0	
b)	Evidence of Teachers recruitment and retention	1	
c)	Better utilization of UPE funds	1	
d)	Functional Inspectorate Department	1	
e)	Evidence of Reports submitted to sectoral committee.	1	
4.2 HEALTH		(8)	
i)	Committees, Staff & construction		
a)	None	0	
b)	Functional committees	1	
c)	Evidence of staff recruitment and retention	1	
d)	Evidence of Health units constructed in every sub county and functional.	1	

ii)	Immunization and Treatment		
a)	None	0	
b)	Availability of essential drugs	1	
c)	Reports made to Council/Committee on purchases and utilization	1	
d)	Evidence of Immunization/family planning services at health units	1	
e)	Availability of HIV/AIDS services at health units (e.g. VCT, ART).	1	
f)	Availability of Maternal & Child Health care services	1	
4.3	WATER AND SANITATION	(8)	
i)	Water sources		
a)	None	0	
b)	Availability of functional safe water sources opened in every Parish	2	
c)	Latrine/toilet coverage @ per or above national average	2	
d)	Functional water user management committees	1	
ii)	Reports submitted to sectoral committee.		
a)	Evidence	3	
b)	None	0	
4.4	ROADS	(8)	
i)	Maintenance and construction		
a)	None	0	
b)	Evidence of rehabilitated and maintained roads	2	
c)	Evidence of new constructed Bridges	2	
ii)	Reports		
a)	None	0	
b)	Submitted to sectoral committee;	2	
c)	And discussed.	2	
4.5	AGRICULTURE AND EXTENSION	(8)	
iii)	Reports on farming		
a)	None	0	
b)	Utilization of NAADS money/ other funds (e.g. inputs purchased and distributed)	1	
c)	Evidence on farmers visited by extension workers	1	
d)	Evidence of processing and agribusiness in various sub-counties	1	
e)	Evidence of recognition of agro-entrepreneurs	1	
iv)	Reports on Livestock		
a)	None	0	
b)	Record on the population of livestock in the district	2	
c)	Evidence of Livestock vaccinated	1	
d)	Reports discussed by the sectoral committee.	1	
4.6	FUNCTIONAL ADULT LITERACY	(3)	
i)	Community Development Officers		
a)	None	0	
b)	Existence of Community Development officers at every sub-county	1	
c)	Evidence of their activities (e.g. enrolment and completion of learners, skills transfer, involvement of vulnerable groups, learners forum, designated infrastructure)	1	
ii)	Training tools & gender mainstreaming		
a)	None	0	
b)	Training Manuals e.g. Materials on multiparty system, political party manifestoes, human rights, gender equality	1	
4.7	ENVIRONMENT AND NATURAL RESOURCES	(5)	
a)	No action	0	
b)	Existence of an ordinance/bylaw on environment	1	
c)	Programme for environmental protection	1	
d)	Evidence of regular production of District state of environment report	1	
e)	Availability of trained staff	1	
f)	Reports on environment & natural resources use discussed by the sectoral committee	1	
		1	
Total		100	

Annex 1 - D: Score Card for a District Councillor.

Name of Respondent: _____ Constituency _____

Gender _____ Date _____ Time _____

Performance Indicators in One Financial Year	2008/2009	COMMENTS
DISTRICT COUNCILOR		
1. LEGISLATIVE ROLE	(25)	
i) Participation in plenary sessions a) None b) Debated once c) Debated twice d) Debated thrice e) Debated Four times f) Debated Five times	0 1 1 1 1 1	
ii) Participation in Committees a) None b) Debated once c) Debated twice d) Debated thrice e) Debated Four f) Debated Five times	0 1 1 1 1 1	
iii) Moved a motion for approval as Resolution of Council a) None b) Moved a motion without notice c) Moved a motion on notice	0 2 3	
iv) Regular attendance of plenary and committees a) None b) Has attended 3 meetings of plenary (50%) c) Has attended all (6) mandatory meetings of plenary d) Has attended at least 3 committee meetings	0 1 2 2	
v) Provided special skills/knowledge to the Council or committees. a) None b) Written and presented a paper to guide Council c) Written and presented a paper to guide a committee d) Evidence of having provided explanation / guidance on a special issue during council proceedings after request by speaker.	0 2 2 1	
2. CONTACT WITH ELECTORATE	(20)	
i) Evidence of a written Programme of meetings with Electorate a) None b) Existence of one programme c) Existence of two or more programmes	0 2 3	
ii) Office or coordinating centre in the constituency a) None b) Existence of an office / centre c) Functional office / centre (visitors book, calendar, Files, contact person)	0 2 3	

iii)	Evidence of Reports of decisions of the Council taken to the electorate		
a)	None	0	
b)	One report	1	
c)	Three or more	4	
iv)	Evidence of issues raised by the electorate		
a)	None	0	
b)	One report to the council	1	
c)	Three or more to the council	4	
3. PARTICIPATION IN COMMUNAL AND DEVELOPMENT ACTIVITIES IN HIS/HER ELECTORAL AREA		(15)	
i)	Projects initiated		
a)	None	0	
b)	One project	1	
c)	Two projects or more	4	
ii)	Contributions to communal Projects/activities		
a)	None	0	
b)	Written advice to the community	2	
c)	Material contribution (money, construction tools, food, physical labour)	3	
iii)	Linking the community to Development Partners/NGOs		
a)	None	0	
b)	Signed one Memorandum of Understanding (MoU) / evidence of Lobbying a development partner	1	
c)	Signed more than two MoU	2	
d)	Implemented MoU	2	
4. PARTICIPATION IN LOWER LOCAL GOVERNMENT		(10)	
i)	Attendance in sub - county Council sessions		
a)	None	0	
b)	One meeting	1	
c)	Two meetings	1	
d)	Five meetings	3	
ii)	Evidence of giving feedback to the sub-county Council from District Council.		
a)	None	0	
b)	One signed report	1	
c)	Three or more signed reports	4	
5. SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS		(30)	
i)	Monitoring and giving feedback to council		
a)	None	0	
b)	Evidence of one report	2	
c)	Evidence of two or more reports	3	
ii)	Attended NAADS/PMA /other programs meetings		
a)	None	0	
b)	Evidence of one report	2	
c)	Evidence of two or more reports	3	

iii)	Attended functional Adult literacy session		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
iv)	Visited Health units in the constituent sub-county		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
v)	Visited schools in every sub-county		
	a) None	0	
	b) Evidence of one report	2	
	c) Evidence of two or more reports	3	
vi)	Participated in a Radio/Television Talk show in any media.		
	a) None	0	
	b) Radio	1	
	c) Television	1	
	d) Written an article in a News Paper	1	
vii)	Participated in an activity that promotes Sustainable Environment and Natural Resource Use		
	a) Evidence	2	
	b) None	0	
TOTAL		100	

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