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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Hoima District Council Score-Card Report FY 2013/2014

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OVERVIEW OF HOIMA DISTRICT DURING FY2013/14

BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Hoima District Local Government under the Local Government Councils' Score-card Initiative (LGCSCI), an evidence based project implemented by ACODE in partnership with ULGA with support from DGF. It seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the citizens' capacity to demand better services. The initiative is implemented in 30 districts, including Hoima which was being assessed for the fifth time. The initiative uses the score-card – an assessment tool - to facilitate annual performance assessments on the district council, district chairperson, speaker and councillors with focus on their roles and responsibilities as stipulated in the Local Government Act CAP 243 (as amended).

The annual assessment process is conducted by teams of researchers across the 30 districts partaking in the LGCSCI assessment. The research process involves a review of key district documents, interviews with key respondents and consultations with citizens through focus group discussions (FGDs). Following the data collection process, data is cleaned and analysed to identify key themes and patterns wherein a district report detailing the findings is produced for each of the assessed districts (full reports are available online; <http://www.acode-u.org/>). LGCSCI also produces and disseminates a 'National Synthesis Report' that provides trends analysis for all 30 of the assessed districts. Both reports are disseminated nationally with districts receiving copies of both their specific reports and copies of the National Synthesis Report.

Hoima district was managed by the political and technical leadership which complement each other. The political leadership was headed by Hon. George Bagonza Tinkamanyire assisted by 29 councillors including the speaker who provided an oversight role and monitored development projects to ensure quality service delivery. The technical leadership on the other hand was led by Mr. George Ntulume as the Chief Administrative officer, together with a team of heads of departments provided technical guidance and implemented lawful council resolutions to provide services to the citizens.

Hoima district has a commercially viable and diverse mineral resource base that is substantial to economic development, including oil and gas. A considerable amount of commercial oil deposits, estimated at between 3.5 and 6.5 billion barrels were discovered in and on shores of Lake Albert. Plans are underway to erect an oil refinery at Kabaale Village, Buseruka Sub-county, west of Hoima. As a result of the increased potential for economic activity, the district has been declared a special planning area by the Ministry of Housing and Urban Development. The district also has a rich renewable energy resource base and a significant energy potential with 95 per cent of the total energy used in the district derived from biomass in the form of firewood, forests and agricultural crop waste such as coffee and rice.

Tourism is another potential area with hotspot geographical areas ranging from small animals in remote areas especially in the Bugoma forests and the Albertine rift valley, large game such as chimpanzees, giraffes, black and white Colobus monkey, and recently wildebeests in the Kabwoya wildlife reserve. The district's main economic activity is agriculture mainly at subsistence level employing a larger percentage of the population. Hoima's population has been growing

rapidly over time with the annual population growth rate estimated at 4.7 per cent.

Key service delivery indicators in Hoima District showed a remarkable improvement in the level of service provision as provided for in various sectors. In the FY2013/14 the district had 212 primary schools with an enrolment rate estimated at 79,805. The Classroom – pupil ratio was 1:57 with 4 schools not having a single, complete permanent classroom and Pupil-qualified teacher ratio at 57:1. Despite the impressive statistics, the sector is still faced with numerous challenges including; high dropout, high levels of absenteeism, inadequate facilities and limited participation of parents.

Figure 1: Pupils of St Kizito Primary School in Hoima District read textbooks that were donated to their school by Tullow Oil in March.



Photo Credit: Daily Monitor

Over the years, the district road network has improved. The maintenance and rehabilitation of the road network has not only boosted the district's economy but also facilitated access to markets and social services such as schools and health centres. Despite the fairly maintained road network during the FY 2013/2014, it was noted the sub-sector was still faced with various challenges including; improper drainage and poor quality of culverts used, some roads especially those under UNRA were also not constantly maintained, delays in sourcing contractors, budget cuts, late release of grant and shoddy work contractors were among the factors affecting road construction and maintenance in the district.

Figure 1: Kabwoya Kyangwali road affected by rain and heavy vehicles

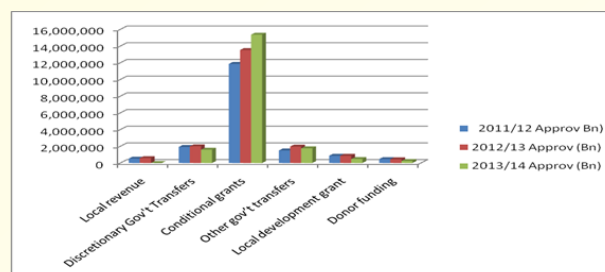


Photo Credit: ACODE Digital Library

FACTORS AFFECTING SERVICE DELIVERY IN HOIMA DISTRICT

- a) **Budgetary Constraints:** In FY 2013/14, Hoima District received UGX 20.04 billion of which central government funding accounted for 81.5 per cent, local revenue and donor funds accounted for 7.27 per cent and 11.2 per cent of the district revenue respectively. However; the budget outturn was 7.17 per cent less than the projected revenue. Figure 2 shows the trend of resource envelope for the last three financial years. Despite the increase in central government transfers during FY2013/14 the disbursements were mainly in the form of conditional grants. As such there was little or no room for the re-allocation of funds by the district local government to other service delivery priorities.

Figure 2: A Three year budget performance for Hoima district FY 2011/12-2013/14



Source: Hoima District Final Accounts, FY 2011/12, 2012/13 and Hoima Budget estimates FY2013/14

- b) **Issues related to procurement, poor contract works and accountability:** There were concerns with regard to the slow and bureaucratic system of procurement process leading to the delayed delivery of services. The concern, however, remains the quality of services as reflected in the various sub-counties. There were cases of sub-standard work especially in road works mainly seen in Buhnika, Kabwoya, Bugambe, Kyangwali Kyabigambire.
- c) **Limited support supervision:** Despite the staffing gaps in respect to the approved structure in some departments, the process of filling vacant positions is bureaucratic delivery due long staff recruitment and deployment processes. This has greatly impacted on service delivery due to limited manpower to carry out district activities.
- d) **Limited monitoring:** Although councillors are supposed to monitor the delivery of public services, this was found wanting. This was mainly attributed to insufficient funds allotted to the exercise hence undermining their oversight role as elected leaders.

- e) **Poor documentation and record keeping by councillors:** Many councillors could not deduce evidence to back their claims that they undertook activities such as monitoring and holding meetings with electorates. This affected their performance in parameters of contact with electorates and monitoring service delivery.

SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act (as amended). While all the four categories are evaluated on their legislative and monitoring functions, the district chairperson, speaker and council are assessed against additional roles. As the political head of the district, the district chairperson is also assessed on their political leadership as well as initiation and participation in projects in their electoral area. The speaker is assessed primarily as a councillor with an additional function of presiding and preservation order in council. The district council, which is the highest organ in the district, is also assessed against the core function of planning and budgeting as well as providing accountability to citizens.

Table 1: Hoima District Council Score-card FY 2013/14

Trends in Performance				
	2011/12	48	100	
	2012/13	67	100	
	2013/14	49	100	
	% change	-27		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	Rules of procedure adopted and enforced. However, there was no evidence of payment made to ULGA. Motions were passed on service delivery – approval of PAC nominees, elimination of the worst forms of child labour. However, no ordinances were passed in FY2013/14. Hoima District had a focused tour in Bushenyi Districts, reports presents on lessons learnt.
	Membership to ULGA	0	2	
	Committees of Council	2	3	
	Motions passed	2	3	
	Ordinances	0	3	
	Conflict Resolution	0	1	
	Public Hearings	0	2	
	Legislative resources	2	4	
	Petitions	1	2	
	Capacity building	3	3	
Sub total		12	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	The district had an approved DDP, REP, and CBP. Council demanded the executive to present Audit and Public Accounts Committee (PAC) reports. Various stakeholders including CSOs are involved in the budgeting process.
	Political Accountability	5	8	
	Administrative Accountability	2	8	
	Involvement of CSO	2	2	
	Principles of accountability	0	3	
	Sub total		13	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	Plans, visions and missions displayed in key offices. The budget was laid to council on 28/3/2014 Min. HDLC /14/2014.
	District Budget	4	4	
	Local Revenue	2	11	
	Sub total		11	
MONITORING SERVICE DELIVERY ON NPPAS	Education	3	5	Although monitoring visits were made, most times follow up actions were not made in almost all the sectors. In addition, FAL sub sector exhibited the worst performance of all the sub sectors.
	Health	3	5	
	Water and sanitation	2	4	
	Roads	2	4	
	Agriculture	2	4	
	FAL	0	4	
	ENR	1	4	
Sub total		13	30	

Table 2: Chairperson's Score-card FY2013/14

		George B. Tinkamanyire		NRM	
Trends in Performance	2011/12	65	100		
	2012/13	76	100		
	2013/14	76	100		
	% change	0			
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	1	3	The chairperson chaired the DEC only twice on 29/10/2014 and 6/5/2014 according to the minutes availed and delegated at least thrice to his vice. Met leaders in Buhimba Sub-county over the disputed land. District State of Affairs report was presented and circulated	
	Monitoring admin	6	5		
	State of affairs	2	2		
	Oversight civil servants	4	4		
	Commissions/Boards	2	2		
	Central gov't	3	4		
	Sub Total	18	20		
LEGISLATIVE ROLE	Council	2	2	He attended all the 6 plenary sessions. Motions passed on child labour and approval of PAC nominees. However, there was no evidence of bills presented by the DEC.	
	Motions Executive	6	6		
	Bills by Executive	0	7		
	Sub Total	8	15		
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	Possessed a programme of meetings in diary which he had attended. Appeared on Radio Liberty FM, Bunyoro Television and Radio Hoima on service delivery issues.	
	Issues by electorate	5	5		
	Sub Total	10	10		
PROJECTS	Projects Initiated	0	3	Signed MOU with Alpha Childcare and Community development organization- ACCOD and Global Rights Alert which are being implemented.	
	Communal Projects	1	2		
	NGOs	5	3		
	Sub Total	6	10		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	3	7	The chairperson did fairly well under this parameter. However, his performance was found wanting in the FAL sub-sector.	
	Health	7	7		
	Schools	7	7		
	Roads	7	7		
	Water Sources	7	7		
	FAL	0	5		
	Environment	3	5		
	Sub Total	34	45		

Table 3: Speaker's Score-card FY 2013/14

		Nathan Isingoma Kitwe		
Trends in Performance	2011/12	33	100	
	2012/13	64	100	
	2013/14	65	100	
	% change	2		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	The speaker chaired at least 4 meetings and delegated to his deputy on 30/10/2013. Rules of procedure adopted and enforced. A record book was available at the Speaker's office.
	Rules of procedure	9	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	2	5	
Sub Total	22	25		
Contact with Electorate	Meetings Electorate	7	11	Possessed a programme of meetings with his electorate. He also had a coordinating centre where he met his electorate.
	coordinating center	9	9	
	Sub Total	16	20	
LLG	Participation in LLG	6	10	Attended council meetings at Busisi Division and shared communication on district projects.
Monitoring NPPAs	Health	3	7	Although the speaker monitored some service delivery units, he rarely made follow up actions. In addition, his worst performance was exhibited in the areas of Agriculture and FAL.
	Education	3	7	
	Agriculture	0	7	
	Water	6	7	
	Roads	5	7	
	FAL	0	5	
	Environment	4	5	
	Sub total	21	45	

Table 4: Summary performance of Hoima District Councillors FY 2013/14

Identifiers	Name	Political Party	Sub-county	Gender	Terms	Trends in Performance			Legislative role				Contact with electorate			LLGs	Monitoring NPPA											
						2011/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate		Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
				Maximum Score		100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	5	45	
Darlison Kusima		NRM	Bugambe	F	3	66	69	86	23	8	8	2	1	19	9	9	18	10	7	5	7	7	5	1	5	1	39	
Bernadette Plan		NRM	Kahora	F	2	66	87	82	-7	8	8	2	0	18	9	9	18	6	7	5	7	7	5	2	5	2	40	
Deo Kiiza		NRM	Bugambe	M	1	67	71	80	11	8	8	0	0	16	9	9	18	4	7	7	7	7	5	2	7	5	42	
Peter Ayesiga Zuwa		NRM	Buhamika	M	1	54	61	76	23	8	8	0	0	16	9	9	18	2	7	7	7	7	3	2	7	3	40	
Fedrick Byaruhanga Kakoraki		NRM	Kitoba	M	2	76	80	76	-6	8	8	2	0	18	5	5	10	10	3	7	7	7	5	2	7	5	38	
Joab Akiki Kunkara		NRM	Mparo Division	M	1	65	73	75	1	8	8	2	0	18	5	5	10	10	7	3	7	6	7	5	2	7	5	37
Doreen Kumukeya Muhairwe		NRM	Kyabigambire, Buhamika	F	1	62	66	75	12	8	8	0	0	16	9	9	18	6	7	0	7	7	5	2	7	5	35	
Francis Kazini		NRM	Youth	M	1	36	30	73	140	8	8	0	0	16	5	9	14	6	6	6	6	6	5	2	6	5	37	
Vicent Muhumuza		NRM	Kahora Division	M	1	70	70	70	-1	8	8	0	0	16	2	9	11	6	7	7	7	7	0	2	7	0	37	
Daniel M Muheirwe		NRM	Kizianfumbi	M	1	58	62	68	8	8	8	0	0	16	9	9	18	4	7	1	6	7	0	2	7	0	30	
Lawrence Kasanga B.		NRM	Buhimba	M	3	48	71	66	-8	8	8	0	0	16	5	9	14	6	7	7	0	7	7	0	2	7	0	30
Vincent Opio		NRM	Kabwoya	M	1	52	63	62	-3	8	8	0	0	16	5	9	14	6	7	7	0	0	7	3	2	7	0	26
Sarah Alagwireweho		NRM	Buhimba	F	1	59	46	62	33	8	8	0	0	16	5	9	14	6	7	3	3	3	5	3	2	7	0	26
Naume Koojo		NRM	Kitoba/Buseruka	F	1	59	60	62	2	8	8	0	0	16	5	9	14	6	5	7	5	0	7	0	2	7	0	26
Geofrey Komakach		Ind	Buseruka	M	1	49	44	59	32	8	8	5	0	21	9	6	15	10	1	1	1	1	1	1	1	1	13	
George Bashajja		NRM	Kyangwali	M	1	26	52	58	10	8	8	2	0	18	2	9	11	6	5	7	3	0	3	2	3	2	23	
Daphine Kobusinge Muhumuza		NRM	Kyangwali, Kabwoya	F	1	42	47	54	13	8	8	0	0	16	2	9	11	6	2	2	7	0	3	5	2	7	0	21
Edward Kusima		NRM	PWD	M	1	46	58	53	-10	8	8	0	0	16	2	9	11	2	6	6	3	2	2	3	2	7	0	24
Resty Kiiza Byaruhanga		NRM	Kizianfumbi	F	1	38	58	51	-14	8	0	0	0	8	5	9	14	4	7	1	0	5	3	2	7	0	25	
Jane Tuhaise		NRM	Bujumbura, Busisii	F	1	44	38	41	5	8	8	0	0	16	0	9	9	6	3	1	3	1	1	0	1	7	0	10
Philemon Bagada Rugaju		NRM	Kyabigambire	M	1	42	48	32	-35	8	8	0	0	16	3	9	12	4	0	0	0	0	0	0	0	0	0	0
Dorah Bitagase		NRM	Kigoroba, Kigoroba TC	F	1	28	27	31	11	8	8	0	0	16	0	9	9	6	0	0	0	0	0	0	0	0	0	0
Richard Katusime		NRM	Kigoroba Town Council	M	2		41	31	-27	8	8	0	0	16	0	9	9	6	0	0	0	0	0	0	0	0	0	
Flossy Ayesiga		NRM	PWD	F	3	43	27	25	-11	8	8	0	0	16	0	9	9	0	0	0	0	0	0	0	0	0	0	0
James Mulindambura Mugenyi		NRM	Kigoroba	M	3	44	39	22	-46	8	8	0	0	16	0	0	0	6	0	0	0	0	0	0	0	0	0	0
Edward Isingoma		NRM	Bujumbura Division	M	1	15	27	16	-44	8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Average						50	54	57	4	8	8	1	0	16	4	8	12	6	4	4	3	4	2	1	2	23		

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. Government should increase budgetary allocation for Hoima District Local Government to meet service delivery priorities.
2. Hoima District Council should devise measures to increase its revenue base; local revenue performance and develop a robust local revenue generation and enhancement plan.
3. There is need to recruit key administrative staff that can offer leadership and supervision to ensure efficiency in service delivery.
4. Institutionalize the practice of production of monitoring reports by the elected leaders.
5. Include more capacity building initiatives for council members/elected leaders in areas of legislation, drafting motions/bills, report writing, record keeping and minute taking.

The full report on these findings can be accessed on ACODE's online information center at:

<http://www.acode-u.org/>

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