



**Advocates Coalition for Development and Environment**  
**Plot 96, Kanjokya Street, Kamwokya**  
**P. O. Box 29836, Kampala Tel: +256 312 812150**  
**Email: [acode@acode-u.org](mailto:acode@acode-u.org); [library@acode-u.org](mailto:library@acode-u.org)**  
**Website: <http://www.acode-u.org>**

## **LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA**

### **Rukungiri District Council Score-Card Report FY 2013/2014**

**Authors: Edward Natamba, Milcah Abasabyona and Sunday S. Muhwezi**

### **OVERVIEW OF RUKUNGIRI DISTRICT DURING FY2013/14**

#### **BACKGROUND AND RATIONALE**

This policy brief presents findings from the 2013/14 assessment of Rukungiri 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 Rukungiri which was being assessed for the fourth 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.

Rukungiri District political leadership was headed by Hon. Charles Byabakama and assisted by 24 elected councillors (including the Speaker) who provided an oversight role and monitored development projects to ensure quality service delivery. Meanwhile, the technical team was led by Mr. Stephen Ouma as the Chief Administrative Officer, who worked with the respective heads of departments to provide technical guidance and implement lawful council resolutions to provide services to the citizens.

As a District, Rukungiri is endowed with undulating hills, a number of rivers and Lake Edward, the main lake in the district where fishing activities take place at Rwenshama Fishing Village. Other small lakes found in the district include Lake Kimbuga in Nyarushanje and Lake Garubunda in Kebisoni sub-counties. A number of people derive their livelihood from fishing, particularly from Lake Edward, while others do fish farming around their homes although agriculture is the main economic activity in the district. Over 90 per cent of the population depends on subsistence farming as their main source of livelihood.

The district attracts tourists thanks to unique features such as Bwindi Impenetrable Forest National Park and Queen Elizabeth National Park. Other tourist attractions include Ilimbo hot springs in Bwambara sub-county, hot mineral springs in Kebisoni sub-county and Kisizi falls in Nyarushanje sub-county. All these features have the potential for development and the generation of local revenue for the benefit of district, if well planned and prioritized.

Although the district's population has been growing rapidly over time with the annual population growth rate estimated at 2.5 per cent, service delivery indicators for Rukungiri District demonstrate that the quality of service provision remains below target levels. In FY2013/14, Rukungiri district had a total of

1,223 primary schools with 1,162 government aided primary and 61 private schools. The district achieved only 60% enrolment whilst 10 per cent of the primary teachers in the district were unable to access the payroll. The performance of UPE schools was poor compared to private schools, particularly in rural areas despite a good pupil to teacher ratio. In FY2013/14, the primary education sector in Rukungiri District faced challenges including; high levels of staff and student absenteeism, inadequate teaching facilities, poor sanitation facilities and the limited participation of parents in the education of their children.

**Figure 1: A crowded classroom of Nyakitabire P/S, Ruhinda Sub-county**



**Photo Credit:** ACODE Digital Library

In terms of accessibility, Rukungiri district is served by a 25km tarmac road that connects the district to the Kampala City via Ntungamo District. The bulk of the road network (600km of trunk roads and 300km of rural district/feeder roads) in the district is gravel. Although the district received road maintenance equipment, the state of some roads was found wanting - particularly Nyakisoroza-Bugoro and Nyakishenyi-Rubabo roads in Nyakishenyi sub-county. In addition, the periodic maintenance of some roads was insufficient as roads became impassable during the rainy season which halted the transportation of agricultural produce to markets.

**Figure 2: A poorly maintained road in Buhunga Sub-county**

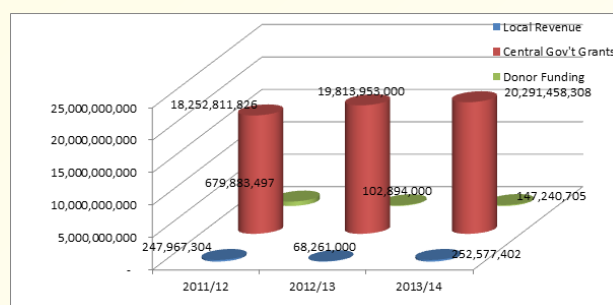


**Photo Credit:** ACODE Digital Library

## FACTORS AFFECTING SERVICE DELIVERY IN RUKUNGIRI DISTRICT

- a) **Budgetary Constraints:** In the FY2013/14 Rukungiri District's budget was UGX 23.7 billion although the actual amount received by the district was UGX 20.7 billion. It was noted that, compared to the needs outlined by the district local government of the projected service delivery activities, fewer funds were disbursed that what was required which directly impacted effective service delivery. Rukungiri District Local Government was still heavily dependent on central government transfers during FY2013/14 which accounted for 98 per cent of the district's total revenue whilst locally-generated revenue and donor contributions accounted for 1 per cent each to the district revenue (as shown in Figure 1). It is imperative to note that central government disbursements, on which the district government is almost entirely reliant, form the greatest percentage of the district budget and are mainly in the form of conditional grants. What this means is that there is little or no room for the re-allocation of funds by the district local government to other service delivery priorities.

**Figure 3: A Three year budget performance for Rukungiri district from FY2011/2012-2013/2014**



**Source:** Rukungiri District Local Government final accounts for FY 2013/14

- b) **Limited Support Supervision:** Despite the staffing gaps in district departments, the process of filling vacant positions is bureaucratic due to long staff recruitment and deployment processes which has greatly impacted on service delivery due to the limited available manpower to carry out district activities.
- c) **Poor Monitoring and Documentation:** Although councillors are supposed to monitor the delivery of public services, insufficient funds allotted to the exercise meant that councillors were not facilitated to complete the activities. In cases where the councillors claimed to have monitored service delivery points there was no evidence (such as monitoring reports or signatures in visitors books) to back up their claims on monitoring activities undertaken.

- d) **Limited Contact with Electorate:** The failure by the electorate to understand the roles and responsibilities of political leaders and councillors greatly affected the councillors' role of contact with electorate because the electorate had diverse expectations from their councillors. The (often excessive) financial and social demands discouraged the councillors from maintaining contact with their electorate.

## SCORE-CARD PERFORMANCE

The score-card parameters are derived from the mandate of the organs assessed as stipulated in the Local Governments Act. While all the four categories of Rukungiri District Local Government political staff 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 the initiation of and participation in development projects in their electoral area. The speaker is assessed primarily as a councillor with an additional scoring requirement of presiding over and the preservation of order in council. The district council, the highest organ in the district, is assessed against planning and budgeting requirements and in providing accountability to citizens.

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

Trends in Performance				
	2011/12	69	100	
	2012/13	70	100	
	2013/14	80	100	
	% change	14		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	The rules of procedure were adopted and enforced and although council paid subscription to ULGA they did not take any actions. The DEC sat more than ten times and two motions were passed on maternal and child care and enacting the Universal Primary Education Bill. Council resolved a conflict between Kigezi Tea Growers and the community over land as well as petitioning Central Government over bad roads in the district.
	Membership to ULGA	0	2	
	Committees of Council	3	3	
	Motions passed	1	3	
	Ordinances	1	3	
	Conflict Resolution	1	1	
	Public Hearings	2	2	
	Legislative resources	4	4	
	Petitions	2	2	
	Capacity building	3	3	
	<b>Sub total</b>	<b>19</b>	<b>25</b>	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	There was adherence to the work plans although these were hindered by a delay in the release of funds. Council rarely reviewed PAC reports despite the reminders and although local revenue is shared with LLG, the DSC was not functional because it lacked two members.
	Political Accountability	4	8	
	Administrative Accountability	8	8	
	Involvement of CSO	2	2	
	Principles of accountability	3	3	
	<b>Sub total</b>	<b>21</b>	<b>25</b>	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The district had an approved DDP, CBP and REP although there was still no ordinance on local government financial autonomy.
	District Budget	4	4	
	Local Revenue	9	11	
	<b>Sub total</b>	<b>18</b>	<b>20</b>	
MONITORING SERVICE DELIVERY ON NPPAS	Education	3	5	A substantial level of monitoring was done for almost all the sectors.
	Health	3	5	
	Water and sanitation	3	4	
	Roads	3	4	
	Agriculture	3	4	
	FAL	3	4	
	ENR	4	4	
	<b>Sub total</b>	<b>22</b>	<b>30</b>	

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

Charles K. Byabakama		NRM		
Trends in Performance	2011/12	44	100	
	2012/13	80	100	
	2013/14	78	100	
	% change	-3		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	The chairperson presided over executive meetings and presented a report on the state of the district. However, the chairperson did not take the initiative to compose the DSC. The chairperson did correspond directly with the central government on bad roads in the district.
	Monitoring admin	4	5	
	State of affairs	2	2	
	Oversight civil servants	3	4	
	Commissions/Boards	2	2	
	Central gov't	4	4	
	<b>Sub Total</b>	<b>18</b>	<b>20</b>	
LEGISLATIVE ROLE	Council	2	2	The chairperson attended more than four council meetings. Motions and bills on service delivery have been passed including one regarding UNRA and the poor state of roads in the district.
	Motions Executive	4	6	
	Bills by Executive	0	7	
	<b>Sub Total</b>	<b>6</b>	<b>15</b>	
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The chairperson meets his electorate every month in different sub-counties and also conducts radio talk shows every Wednesday and Saturday.
	Issues by electorate	5	5	
	<b>Sub Total</b>	<b>10</b>	<b>10</b>	
PROJECTS	Projects Initiated	3	3	The district chairperson commissioned a number of projects and also signed MoUs with colleges and universities such as MTAC, Kabale and Bishop Stuart University to give bursaries.
	Communal Projects	2	2	
	NGOs	3	3	
	<b>Sub Total</b>	<b>8</b>	<b>10</b>	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	7	7	The chairperson performed well under this parameter although his performance was found wanting in the areas of water and FAL.
	Health	7	7	
	Schools	6	7	
	Roads	7	7	
	Water Sources	2	7	
	FAL	3	5	
	Environment	4	5	
	<b>Sub Total</b>	<b>36</b>	<b>45</b>	

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

Name	Henry Ndyabahika			
District	Rukungiri			
Political Party	NRM			
Constituency	Buhunga			
Gender	M			
Terms	2			
Trends in Performance	2011/12	64	100	
	2012/13	75	100	
	2013/14	68	100	
	% change	-9		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	The speaker chaired council meetings and convened meetings according to a schedule which was circulated to councillors for their reference.
	Rules of procedure	9	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	2	5	
<b>Sub Total</b>	<b>22</b>	<b>25</b>		
Contact with Electorate	Meetings Electorate	9	11	The speaker had a programme to meet citizens in his constituency and had a coordinating center at Kyaruyenje Trading Centre in Buhunga sub-county.
	coordinating center	9	9	
	<b>Sub Total</b>	<b>18</b>	<b>20</b>	
LLG	Participation in LLG	4	10	The speaker attended three out of four meetings in the sub county.
Monitoring NPPAs	Health	3	7	The speaker monitored at least half of service delivery points, made monitoring reports and, in most cases, would make a follow up on issues raised by citizens and service providers. However, there was no evidence that he followed up on the roads and water sectors.
	Education	3	7	
	Agriculture	3	7	
	Water	3	7	
	Roads	5	7	
	FAL	3	5	
	Environment	4	5	
	<b>Sub total</b>	<b>24</b>	<b>45</b>	



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

Identifiers	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
	100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	5	45
	<b>Maximum Score</b>																					
Helen Kabajungu		75	77	84	9	8	8	0	16	9	9	18	10	7	7	7	7	7	3	2		40
David Masiko		70	66	83	26	8	8	0	17	9	9	18	6	7	7	7	7	7	5	2		42
Chris Kagayano		61	68	82	21	8	8	0	17	9	9	18	10	7	7	7	7	7	1	1		37
Juliet Kabayo		49	50	79	58	8	8	5	21	9	9	18	4	7	7	3	7	5	5	2		36
Macklean Sabiti		71	81	74	-9	8	1	5	2	16	9	18	10	7	7	3	3	3	5	2		30
Fudel Begumisa		46	65	72	11	5	8	5	0	18	9	2	11	10	7	3	7	7	0	2		33
Peter Tuheitwe		69	75	71	-5	5	5	5	0	15	9	9	18	6	7	3	3	5	5	2		32
Benson Karyamarwaki		57	77	63	-18	8	1	5	0	14	5	5	10	10	6	7	1	3	7	3		29
Alex Tumuramye		53	57	61	7	8	1	5	0	14	2	9	11	4	7	1	7	5	3	2		32
Pheonah Nankunda		55	61	58	-5	1	8	2	0	11	2	6	8	6	7	3	7	7	0	2		33
Jenifer Kiconco		28	47	54	15	4	5	5	0	14	0	5	5	10	7	3	7	0	3	2		25
Amon K Kanywanisa		22	60	47	-22	8	1	5	0	14	0	9	9	6	1	1	7	7	0	1		18
Christopher Gomwe		32	43	47	9	8	1	0	2	11	9	6	15	6	3	3	1	1	5	0		15
Fred Kiganji		0	0	47		1	1	0	0	2	9	9	18	10	3	3	3	0	3	2		17
Tumushabe Teddy		34	44	41	-7	5	8	0	0	13	9	9	18	10	0	0	0	0	0	0		0
Frank K. Bwesigwa		21	56	37	-34	5	8	2	0	15	0	9	9	6	1	1	1	1	1	1		7
Phyllis Ariho		28	47	36	-23	8	8	5	0	21	0	9	9	6	0	0	0	0	0	0		0
Innocent Ninsima K		15	33	29	-12	8	5	2	1	16	0	2	2	4	1	1	1	1	1	1		7
Frank Adam Muzoora		0	0	28	0	5	8	0	0	13	0	5	5	10	0	0	0	0	0	0		0
A gnes Kenyangyi		40	46	23	-50	8	8	5	0	21	0	2	2	0	0	0	0	0	0	0		0
Emily B. Kiiza		42	69	22	-68	8	8	0	0	16	0	0	0	6	0	0	0	0	0	0		0
Grace Kaino		32	53	17	-68	1	8	0	0	9	0	2	2	6	0	0	0	0	0	0		0
Dickens Monday Biryomuriwe		0	0	17		5	8	0	0	13	0	2	2	2	0	0	0	0	0	0		0
<b>Average</b>		<b>39</b>	<b>51</b>	<b>51</b>	<b>-8</b>	<b>6</b>	<b>6</b>	<b>2</b>	<b>0</b>	<b>15</b>	<b>4</b>	<b>6</b>	<b>11</b>	<b>7</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>2</b>	<b>1</b>		<b>19</b>

## **POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY**

From the Rukungiri District Council Scorecard Report, it is recommended that:

1. Central Government considers increasing the budgetary allocation for Rukungiri Local Government to meet service delivery priorities.
2. Rukungiri District Local Government devises strategies to increase and effectively collect local revenue from the available local resources.
3. Rukungiri District Local Government intensifies monitoring by both political and administrative leaders to check shoddy works on service delivery units, especially road works.
4. Rukungiri District Local Government institutionalizes the practice of the production of monitoring reports by the elected leaders.
5. Rukungiri District Local Government includes more capacity building initiatives for council members and elected leaders in areas of legislation, drafting motions and 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/>

## **About the Authors**

**Edward Natamba** is an Independent Researcher and the Executive Director of South Western Institute for Policy and Advocacy (SOWIPA) based in Ntungamo. He has worked on the Local Government Councils Score-Card Initiative (LGCSCI) since 2009.

**Milcah Abasabyona** is an Independent Researcher. She works with Rural, Gender and Development Association (LUGADA).

**Sunday Silver Muhwezi** is an Independent Researcher and he also the Coordinator for Rukungiri Civil Society Forum.