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

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

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

#### **BACKGROUND AND RATIONALE**

This brief presents findings from the score-card assessment conducted during the FY2013/14 for Bududa District Local Government under the Local Government Council Score-Card Initiative (LGCSCI). This initiative is an evidence based project implemented by ACODE in partnership with Uganda Local Governments Association (ULGA) with support from the Democratic Governance Fund. The initiative seeks to enhance the effectiveness of elected leaders in fulfilling their mandate and build the capacity of citizens to demand better services. LGCSCI uses a scorecard as an assessment tool to complete annual performance assessments on the district council, district chairperson, speaker and councillors by focusing on their roles and responsibilities as stipulated in the Local Government Act (as amended, 2010).

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.

Bududa District is governed by both the political and technical teams. Politically, the district was headed by Hon. John Baptist Nambeshe who was assisted by 30 councillors including the Speaker while the technical wing was headed by Mr. David Lubuuka in his role as the Chief Administrative Officer (CAO).

Bududa district has a population density of between 916 – 1,000 persons per sq. km compared to the national average of 175 persons per sq. km, making it one of the most densely populated districts in Uganda. The district is home to Mount Elgon National Park and the district is characterized by high hills and mountains. Such features make it one of the most disaster prone areas in Uganda and in the past 5 years it has suffered several landslide catastrophes that claimed over 500 lives.

The fertile volcanic soils and the abundant rainfall (averaging 1,500mm/year) makes agriculture a driving force of the district's economy. Dairy farming has also greatly boosted the incomes of farmers in the district, with over 30,000 liters of milk sold every day to milk processing firms and neighboring towns such as Mbale.

In FY2013/14 Bududa District had a total of 89 government aided primary schools with enrolment at 46,826 pupils and the Pupil Teacher Ratio at 1:68 – notably higher than the national standard of 1:50. Despite some achievements,<sup>1</sup> the education sector faces enormous challenges including high levels of absenteeism amongst staff and students, inadequate infrastructure and a high student dropout rate (especially among girls) that hampered the education performance of Bududa District. For instance, out of 2,657 candidates who registered for PLE, 120 (or

<sup>1</sup> Six classrooms and five teachers' houses were constructed and several schools received desks.

4.5 per cent) of candidates did not sit the exam; the majority of those who did not complete PLE were girls (2.9 per cent). The total dropout rate for students was alarmingly high at 21 per cent whilst the failure rate in national examinations was 23.4 per cent; such findings highlight the enormous challenges in the education sector.

**Figure 1: One of the poor quality classrooms at Banandutu primary school**



**Photo Credit:** ACODE Digital Library

Bududa District hosts 194km of district roads and 126km of community access roads. Although records from the roads department shows that it has completed 90 per cent of its planned out-puts, the reality on the ground saw most roads unpassable by car or truck, particularly when it rains. Some sub-counties such as Bushiyi, Bukalasi, and Buwali did not have a single road which was suitable for motor vehicles.

**Figure 2: The state of Bulucheke – Bushiyi road during the rainy season**



**Photo Credit:** ACODE Digital Library

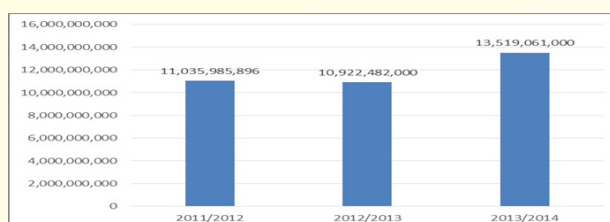
## FACTORS AFFECTING SERVICE DELIVERY IN BUDUDA DISTRICT

a) **Budgetary Constraints:** In FY2013/14, Bududa District received UGX 13.5 billion. The district suffered a budgetary shortfall of 7 per cent of the expected revenue for FY2013/2014 as the budget projections for FY 2013/2014 was set at UGX 15,810,647,000/= based on the planned

service delivery activities of the district.

This shortfall in finances (for FY2013/2014) results from a drop in the anticipated government transfer of the development grant, non-remittance of 35 per cent local revenue by lower local governments and the non-collection of local service tax from the Ministry of Finance. Budgetary constraints seriously hamper effective service delivery as the District Government does not have the finances to implement their planned service delivery activities.

**Figure 3: Three year budget allocation for Bududa District FY2011/12-2013/14**



**Source:** Bududa District Final Accounts, FY2010/11, 2011/12, 2012/13 and 2013/14

- b) **Poor Revenue Collection and Tax Administration:** poor revenue collection and tax administration not only limits the generation of local revenue but also leads to high tax evasion and a budget shortfall, particularly for council activities. For instance, Bududa District Local Government planned to raise UGX 200,098,000 from locally generated revenue but by the close of March 2014 only UGX 70,368,000 had been raised. This directly affected the planned activities of standing committees and council as locally generated revenue is earmarked to directly finance these activities.
- c) **High Staff Turnover:** a high staff turnover has left Bududa District Local Government with a staffing level of 31 per cent with most heads of department in acting capacity.
- d) **Natural Disasters:** continuous landslides have continued to destroy some of the infrastructure put in place to provide services. For instance, five schools were closed due to their location in landslide-prone areas and a HCIII was destroyed in Nametsi.
- e) **Geography:** the terrain of Bududa District makes the transportation of construction materials and equipment difficult and results in high costs for construction and repairing infrastructure thus consuming a disproportionate amount of the meagre District Local Government resources.
- f) **Limited Monitoring of Service Delivery:** Several councillors did not carry out their monitoring role and if they did, they did not document their experiences. It was common to find a councillor's

name in the visitor's book of the service delivery unit although the councillor was unable to report the challenges faced by the unit, discuss the issues in council or provide any follow-up action to amend the problems.

- g) Limited Contact with the Electorate:** The failure by the electorate to understand the roles and responsibilities of political leaders and councillors in particular greatly affected the councillors' role of contact with electorate. The electorate had diverse expectations from their councilors and excessive demands discouraged the councilors 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 Bududa 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: Bududa District Council Score-card FY 2013/14**

Trends in Performance				
	2011/12	60	100	
	2012/13	61	100	
	2013/14	64	100	
	% change	5		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	Standard rules and procedures were adopted in 2011 and operationalized. The District Executive Committees sat 4 times and the Business Committee 6 times. No evidence was provided of motions and ordinances passed however 2 petitions were presented. Capacity building was carried out by ACODE and SDS and one learning trip to Luwero was sponsored by ACODE.
	Membership to ULGA	0	2	
	Committees of Council	2	3	
	Motions passed	0	3	
	Ordinances	0	3	
	Conflict Resolution	1	1	
	Public Hearings	0	2	
	Legislative resources	2	4	
	Petitions	2	2	
	Capacity building	3	3	
	<b>Sub total</b>	<b>12</b>	<b>25</b>	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	Evidence was available on all commissions although PAC reports were never debated. There was no evidence of follow up action regarding accountability to citizens. 5 partnerships were formed with STAR-E, SDS, ACODE, UNDP and USAID. Every sub-county holds a budget conference. Although the charter was not displayed, the DEC made a directive to display at all service delivery units.
	Political Accountability	3	8	
	Administrative Accountability	2	8	
	Involvement of CSO	2	2	
	Principles of accountability	2	3	
	<b>Sub total</b>	<b>12</b>	<b>25</b>	
PLANNING & BUDGETING	Plans, Vision and Mission	4	5	The District Council approved the 5 year District Development Plan although no evidence of an ordinance on financial autonomy was availed. Council proposed new taxes on timber and produce trucks.
	District Budget	4	4	
	Local Revenue	2	11	
	<b>Sub total</b>	<b>10</b>	<b>20</b>	
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	The District Council was able to obtain all the 30 possible points for monitoring all NPPAs and were able to provide evidence of having done so.
	Health	5	5	
	Water and sanitation	4	4	
	Roads	4	4	
	Agriculture	4	4	
	FAL	4	4	
	ENR	4	4	
	<b>Sub total</b>	<b>30</b>	<b>30</b>	

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

John Baptist Nambeshe				NRM	
Trends in Performance	2011/12	62	100		
	2012/13	71	100		
	2013/14	56	100		
	% change	-27			
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	1	3	The Chairperson chaired 6 meetings and delegated once to his vice chairperson. He implemented council decisions on Nabweya Gravity Flow scheme and Bududa – Busano road as well as resolving issues of Shiolele village and border conflicts between Bukalasi and Buwali sub-counties. Although there was evidence of communication to CAO, no follow ups were done.	
	Monitoring admin	4	5		
	State of affairs	1	2		
	Oversight civil servants	2	4		
	Commissions/Boards	2	2		
	Central gov't	3	4		
	<b>Sub Total</b>	<b>13</b>	<b>20</b>		
LEGISLATIVE ROLE	Council	0	2	The Chairperson attended two council meetings and passed a motion to create new Health Centre III and H/CIV in the district however, there was no evidence of bills presented to council	
	Motions Executive	2	6		
	Bills by Executive	0	7		
	<b>Sub Total</b>	<b>2</b>	<b>15</b>		
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The Chairperson possessed a programme of meetings-electorate and there was evidence of the resolution of civic issues	
	Issues by electorate	5	5		
	<b>Sub Total</b>	<b>10</b>	<b>10</b>		
PROJECTS	Projects Initiated	3	3	The Chairperson supervised the construction of a trail and monitored community projects. 2 MOUs with Mbale Coalition Against Poverty and Ms Capita Ventures International were signed.	
	Communal Projects	2	2		
	NGOs	5	3		
	<b>Sub Total</b>	<b>10</b>	<b>10</b>		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	3	7	The monitoring of NPPAs was generally well done.	
	Health	3	7		
	Schools	3	7		
	Roads	3	7		
	Water Sources	3	7		
	FAL	3	5		
	Environment	3	5		
	<b>Sub Total</b>	<b>21</b>	<b>45</b>		

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

Name		Micheal Matsyetse			
District		Bududa			
Political Party					
Constituency		Bumasheti			
Gender		Male			
Terms		2			
Trends in Performance	2011/12	35	100		
	2012/13	63	100		
	2013/14	76	100		
	% change	21			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
Legislative Function	Chairing council	3	3	The Speaker chaired 5 meetings and delegated at least once to his deputy. There was evidence of adoption of rules of procedures and evidence of 2 petitions but no bills were presented. No special skills were provided to guide council/committee.	
	Rules of procedure	9	9		
	Business Committee	2	3		
	Records book	2	2		
	Record of motions	0	3		
	Special skills	0	5		
<b>Sub Total</b>	<b>16</b>	<b>25</b>			
Contact with Electorate	Meetings Electorate	11	11	Evidence of meetings with electorates were filed; the Speaker meets his electorate at his office - Matejeje Trading centre.	
	coordinating center	9	9		
	<b>Sub Total</b>	<b>20</b>	<b>20</b>		
LLG	Participation in LLG	10	10	The Speaker attended LLG meetings where he guided on several issues especially on service delivery	
	Monitoring NPPAs	Health	5	7	The Speaker monitored a substantial number of service delivery facilities apart from FAL
Education		5	7		
Agriculture		5	7		
Water		5	7		
Roads		5	7		
FAL		1	5		
Environment		4	5		
<b>Sub total</b>		<b>30</b>	<b>45</b>		

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

Identifiers	Sub-county			Trends in Performance	Legislative role					Contact with electorate			Monitoring NPPA															
	Name	Political Party	Sub-county		Terms	Gender	Maximum Score	2017/12	2012/13	2013/14	% change	Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	LLGs	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total
Francis Namwokozi	NRM		Buwali	M	1	45	72	77	7	8	8	8	0	0	16	9	9	18	10	7	7	5	5	7	7	5	5	45
Simon Peter Wallibwa	NRM		Nakatsi	M	1	25	73	76	4	5	4	0	1	10	9	9	18	10	7	7	7	7	7	3	0	38		
Elisha Wesira	FDC		Bushika	M	1	37	57	72	26	8	8	2	0	18	9	9	18	10	5	7	1	5	7	0	1	26		
Geofrey Natubu Masaba	NRM		Bulucheke	M	3	56	66	71	8	8	8	0	1	17	9	9	18	10	5	5	5	5	5	0	1	26		
David Mayeku Musene	NRM		Bumayoka	M	1	36	57	69	21	1	8	0	0	9	9	9	18	10	5	7	7	7	1	3	2	32		
Edward Bukoma	NRM		Nabweya	M	1	35	76	69	-9	1	8	0	0	9	9	9	18	10	4	7	5	5	7	3	1	32		
Pheobe Mwenyi Lubango	NRM		Bulucheke/Bushihi	F	1	43	54	68	26	8	8	0	0	16	9	9	18	10	5	5	1	5	5	3	0	24		
Richard Nekoye	NRM		Youth Bududa	M	1	55	72	63	-13	8	8	0	0	16	9	9	18	10	1	5	5	5	1	1	1	19		
James Masika	NRM		PWD	M	2	46	51	63	24	8	8	0	0	16	9	9	18	10	0	7	1	5	5	0	1	19		
Michael Mutinye	Ind		Bududa /county	M	1	40	54	62	15	8	8	0	0	16	9	9	18	10	1	5	5	5	1	5	0	1	18	
John Moses Londi	NRM		Nalwaza	M	1	29	45	62	38	1	8	0	0	9	9	9	18	10	7	7	5	5	0	0	1	25		
Patrick Meru	NRM		Bubbita	M	4	57	59	61	3	8	8	0	0	16	9	9	18	0	5	5	5	5	5	1	1	27		
Moses Wambette	Ind		Bukigai	M	1	27	63	60	-5	5	1	0	1	7	9	9	18	6	1	5	7	7	7	0	2	29		
Annet Namono	NRM		PWD	F	4	24	50	56	12	5	8	0	0	13	11	9	20	4	7	3	5	1	0	3	0	19		
Kezia .B. Wakhata	NRM		Bukigai/ Nabweya	F	4	47	57	55	-4	1	5	0	0	6	9	9	18	10	5	7	1	5	1	1	1	21		
Mereth Wakinya	NRM		Bushika/ Nakatsi	F	1	19	44	55	25	1	1	0	0	2	9	9	18	6	7	7	5	1	7	1	1	29		
Robert Wangusi	NRM		Bushihi	M	1	37	55	50	-9	1	8	0	0	9	9	9	18	10	5	1	1	1	1	3	1	13		
Catherine Kakayi Wamatabo	NRM		Bukalasi	F	2	19	49	49	0	1	5	0	0	6	9	9	18	6	3	7	5	1	1	1	1	19		
Vicent Kuloba	Ind		Bushiribo	M	1	35	53	48	-9	8	8	0	1	17	2	6	8	8	8	1	5	1	5	1	1	15		
Elizabeth Zaale	NRM		Buwali/Bubbita/Nalwaza	F	1	33	66	46	-30	1	0	0	0	1	9	9	18	10	1	5	1	1	5	3	1	17		
Alfred Musamali	NRM		Bukibokolo	M	2			39		1	5	0	0	6	9	9	18	0	1	5	3	5	0	0	1	15		
Zuura Kuloba	Ind		Bumayoka	F	2	36	45	39	-13	1	8	0	0	9	9	9	18	2	1	1	5	1	1	1	0	10		
Steven Musuto	NRM		Bukalasi	M	1	42	63	35	-44	1	8	0	0	9	5	9	14	0	5	1	1	1	1	1	2	12		
Aidah .M. Katsi	NRM		Youth	F	1	11	29	34	17	1	1	0	0	2	9	9	18	0	3	7	1	1	1	1	0	14		
Samali Nakhayenze	NRM		Bududa s./county	F	1	28	48	32	-33	1	8	0	0	9	9	9	18	0	1	1	1	1	1	1	0	5		
Bemah Namono	Ind		Bushiribo	F	1	24	45	31	-31	1	4	0	0	5	9	9	18	0	1	1	0	0	5	0	1	8		
Rose Namono	NRM		Bududa Town Council	F	1	13	35	30	-14	1	1	0	0	2	5	9	14	10	1	1	0	1	1	1	0	4		
Sarah Nandutu Kutosi	NRM		Bukibokolo/Bumasheti	F	1	26	49	30	-39	1	1	0	0	2	9	9	18	0	1	5	1	1	1	1	0	1	10	
George Wanetosi	NRM		Bududa Town Council	M	1	23	42	29	-31	1	8	5	0	14	0	9	9	9	9	1	1	1	1	1	1	0	6	

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

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

1. Central Government increase budgetary allocation for Bududa District Local Government to meet service delivery priorities.
2. Bududa District Local Government Council initiate ways of increasing local revenue so as to improve on the 20 per cent financial support allocated to council.
3. Bududa District has a lot of potential to generate local revenue however this potential remains unexploited. Specific economic activities include timber logging, banana (bogoya) trade, and coffee trade; Bududa District can double its' locally generated revenue if it reviews and implements a renewed tax policy.
4. Key administrative staff in Bududa District Local Government be recruited. Qualified members of staff are required to provide leadership and supervision to ensure the efficient delivery of services. In addition, there should be initiatives to motivate existing staff (most of whom are holding positions in acting capacity) by providing job security through regular or full-time employment.
5. The practice of producing monitoring reports by the elected leaders must be institutionalized.
6. More capacity building initiatives for council members and elected leaders on report writing, record keeping and minutes taking must be undertaken.

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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