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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Kamuli District Council Score-Card Report FY 2013/2014

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BACKGROUND AND RATIONALE

This brief presents findings from the 2013/14 assessment of Kamuli 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 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 (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.

OVERVIEW OF KAMULI DISTRICT DURING FY2013/14

Politically, Kamuli District was headed by Hon. Proscovia Salaamu Musumba and assisted by a team

of 26 councillors while the technical wing was led by Mr. Felix Cuthbert Esoku, the Chief administrative officer. These provide services to an estimated population of 520,000 persons, 98 per cent of whom depend on agriculture. Public Health services were delivered through three public referral hospitals, one private hospital, 13 HC IIIs, 20 HC IIs and 12 private Health Units. The district had over 337 registered primary schools.

Kamuli district has immense potential for development resulting from both physical infrastructural like the Rural Electrification Programme which has given birth to several small scale industries; and human capital investment like the UGX 5.8 billion Technical institute at Nawanyago which was near completion. The recently commissioned Kisozi ferry at Kasana-Izanhiri and the improved road infrastructure have also greatly boosted commercial activity in the district.

There was registered improvement in sections of the key service areas considered during the assessment. The infrastructural improvement was to a large extent linked to the support and contribution from development partners. Outstandingly, the overall PLE percentage pass improved from 73 per cent in 2012 to 79.3 per cent despite the decline in the total number of first grades.



Figure 1: Parent Involvement in Education: A father takes time to revise with his son - Photo taken in Mugulya Village, Butansi S/C (Credit: ACODE Digital Library)

Similarly, the improvement in pit latrine coverage from 71.3 per cent to 79 per cent was an indication of efforts towards improving sanitation in the district.

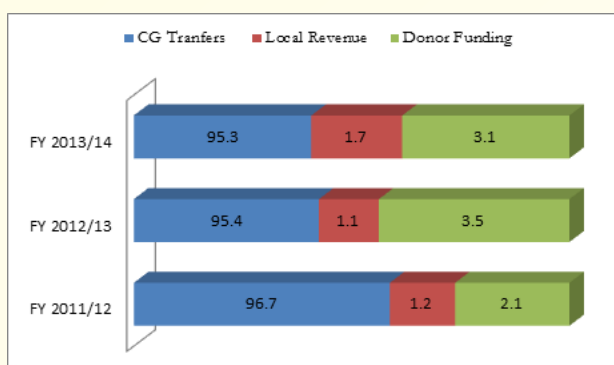
Table 1: Kamuli District PLE performance 2011-2013

Year	Div 1	Div 2	Div 3	Div 4	U	X	Total Pass	No. Candidates	% Pass
2011	480	2,829	2,197	2,149	2,868	479	7,655	11,002	70
2012	662	3,620	2,443	1,718	2,700	483	8,443	11,626	73
2013	580	3,645	2,917	1,662	1,956	341	8,804	11,101	79.3

FACTORS AFFECTING SERVICE DELIVERY IN KAMULI DISTRICT

- a) **Administrative adjustment in NAADS:** The NAADS programme had suffered a setback as a result of the administrative adjustments made in the course of the financial year. The adoption of the military to manage the programme was perceived by respondents as a challenge. Dr. David Kazungu who doubles as the first NAADS chairperson argues that, “NAADS is struggling because the original concept of the programme was not understood by the beneficiaries. It was meant to give technical advice. But the people doing that are not technical in the agricultural field.”
- b) **Low local revenue performance:** Much as the district registered an impressive 99 per cent revenue performance, the performance of the locally generated revenue was poor. Local revenue generation was impaired by factors like poor administration and lack of supervision which undermined the anticipated remittances from the sub-counties to the district. Failure to institutionalize the Local Revenue Ordinance was another contributing factor.

Figure 2: A Three-year % budget performance for Kamuli DLG FY 2011/12- 2013/14



Source: Kamuli District Quarterly Performance Report as at 14/10/2014

- c) **Poor maintenance of service units:** Beyond the districts setbacks, citizens in several areas had

ceased to take responsibility for service units like water sources with some cases of theft of borehole equipment cited in some sub-counties. The influence of the water committees was also very minimal which perhaps explains the laxity of the citizens.

- d) **Limited monitoring and supervision:** This poor revenue performance impacted negatively on critical activities like monitoring and supervision of key public services. The need for the involvement of political leaders in monitoring services has a high bearing on the quality of services. But this could not be achieved without adequate funding. This means that the oversight function of elected leaders was undermined.

Figure 3: Poor quality works in swampy areas renders them impassable during the rainy season



Credit: ACODE Digital Library

As a result, the district continued to experience poor workmanship for instance in the roads sector. This therefore explains why the improvement in performance.

- e) **Conflicts:** Worse still, the conflicts that existed at the time did not leave room for collaborative efforts towards improving services. Initiatives and attempts by the district chairperson were for example perceived negatively by some district leaders who demonstrated certain levels of resistance.
- f) **Low capacity of service providers:** The low capacity of service providers also contributed to the slow improvement in public service delivery. In the roads sector for instance, the budget allocations could only allow for contracting of small scale contractors who in most cases did not have appropriate skills and equipment and therefore ended up producing substandard works.
- g) **Procurement and accountability gaps:** Service delivery was further impaired by gaps in the procurement and accountability procedures and practices. The unspent funds at the end

of the financial year for example were largely a result of delays in procurement. Over time these gaps had cost the districts losses on both local revenue and central government funds.

- h) Poor coordination among development partners:** Lastly, much as the contribution of development partners was greatly felt, key technical informants argued that there was poor coordination among these institutions leading to duplication of services and concentration in a few areas. This in effect implied wastage of resources that could have reached a bigger population and geographical coverage.

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 2: Kamuli District Council Score-card FY 2013/14

		2011/12	40	100	
Trends in Performance	2012/13	67	100		
	2013/14	69	100		
	% change	3			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
LEGISLATIVE ROLE	Rules of Procedure	2	2	The rules of procedure were adopted in 2009. The 5 standing committees as well as the DEC and Business Committee were functional. There was an ordinance on local revenue but this was still under consideration by the finance committee after public consultations.	
	Membership to ULGA	1	2		
	Committees of Council	3	3		
	Motions passed	2	3		
	Ordinances	0	3		
	Conflict Resolution	1	1		
	Public Hearings	2	2		
	Legislative resources	2	4		
	Petitions	0	2		
	Capacity building	2	3		
	Sub total	15	25		
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	The district did not have its own client charter but rather used the Public Service client charter. This however was not displayed. The district had conducted a model leadership training. There was no evidence of council debate on issues of corruption and human rights.	
	Political Accountability	6	8		
	Administrative Accountability	5	8		
	Involvement of CSO	2	2		
	Principles of accountability	0	3		
		Sub total	17		25
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The district budget 2013/14 was laid, discussed and approved. A bill for ordinance on finance was discussed by council and referred to the Finance committee.	
	District Budget	4	4		
	Local Revenue	2	11		
		Sub total	11		20
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	Monitoring by committees improved greatly.	
	Health	5	5		
	Water and sanitation	3	4		
	Roads	3	4		
	Agriculture	3	4		
	FAL	3	4		
	ENR	4	4		
		Sub total	26		30

Table 3: Chairperson's Score-card FY2013/14

		Proscovia S. Musumba		FDC
Trends in Performance	2012/13	88	100	
	2013/14	87	100	
	% change	-1		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	A set of 8 DEC minutes of meetings chaired by the Chairperson were obtained Letters to civil servants were obtained However, no evidence was obtained on actions based on annual assessment.
	Monitoring admin	3	5	
	State of affairs	2	2	
	Oversight civil servants	3	4	
	Commissions/Boards	2	2	
	Central gov't	3	4	
	Sub Total	16	20	
LEGISLATIVE ROLE	Council	2	2	The chairperson attended all the council meetings
	Motions Executive	4	6	
	Bills by Executive	3	7	
	Sub Total	9	15	
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The chairperson's office is open for citizens every Friday of the week. On Wednesdays, the chairperson undertakes monitoring especially based on concerns presented to her office.
	Issues by electorate	5	5	
	Sub Total	10	10	
PROJECTS	Projects Initiated	3	3	Correspondences and other evidence obtained indicate that the chairperson engaged various entities in mobilizing for various development projects.
	Communal Projects	2	2	
	NGOs	3	3	
	Sub Total	8	10	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	6	7	Reports on monitoring service units were provided. Related documentation was also availed like record on the constructors' meeting held on 24/7/13.
	Health	7	7	
	Schools	7	7	
	Roads	7	7	
	Water Sources	7	7	
	FAL	5	5	
	Environment	5	5	
	Sub Total	44	45	

Table 4: Speaker's Score-card FY 2013/14

		Name	Samuel Bamwole		
		District	Kamuli		
		Political Party	NRM		
		Constituency	Nawanyago		
		Gender	M		
		Terms	3		
Trends in Performance	2011/12	Was acting district chairperson. Assessed in that capacity			
	2012/13	87	100		
	2013/14	61	100		
	% change	-30			
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
Legislative Function	Chairing council	3	3	The speaker's failure to convene some council meetings and reluctance to delegate his role to the deputy speaker impacted council business and operation. He also did not guide the timely production of council minutes.	
	Rules of procedure	3	9		
	Business Committee	3	3		
	Records book	2	2		
	Record of motions	3	3		
	Special skills	5	5		
Sub Total	19	25			
Contact with Electorate	Meetings Electorate	9	11	His electorate met him at the Speakers office, at the district headquarters.	
	coordinating center	9	9		
	Sub Total	18	20		
LLG	Participation in LLG	8	10		
Monitoring NPPAs	Health	3	7	The Speaker lost scores under this parameter. Insufficient evidence was provided to prove he had sufficiently monitored	
	Education	3	7		
	Agriculture	1	7		
	Water	1	7		
	Roads	3	7		
	FAL	3	5		
	Environment	2	5		
	Sub total	16	45		

Table 5: Summary performance of Kamuli 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
						100	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	7	5	5	45
						Maximum Score																				
	Moses Muwangala	Ind	Bulopa	M	1	39	89	89	0	8	8	5	2	23	5	9	14	10	7	7	7	7	5	2	42	
	Charles Mpalabule	NRM	Kisozi	M	2	83	87	89	2	8	8	5	2	23	9	9	18	10	7	7	3	7	5	2	38	
	Joyce Nyago	NRM	Nawanyago	F	1	29	74	85	15	8	8	5	0	21	9	9	18	10	5	7	7	5	5	2	36	
	Daniel Wambuzi	NRM	Namasagali	M	1	67	72	84	17	8	8	5	0	21	9	9	18	10	7	7	3	5	7	5	35	
	Alfred K. Lwamusayi	NRM	Kitayunjwa	M	1		60	84	40	8	8	0	0	16	9	9	18	10	7	7	7	5	7	2	40	
	Sarah Kizito	NRM	Mbulamuti-Kisozi	F	2	59	49	78	59	8	8	0	0	16	9	9	18	10	5	7	7	7	5	1	34	
	Monica Mulasa	NRM	Butansi	F	1	45	56	77	38	8	0	5	0	13	9	9	18	6	7	7	7	7	5	2	40	
	Monica Dongo	Ind	Balawoli	F	1	71	65	77	18	8	8	0	0	16	9	9	18	10	7	5	5	5	5	1	33	
	Betty Kalema	NRM	Namasagali	F	2	41	78	76	-3	5	0	5	0	10	9	9	18	6	7	7	7	7	5	2	42	
	Faridah Katalo	NRM	Kitayunjwa	F	2	30	65	76	17	5	8	5	0	18	5	9	14	10	7	7	3	5	7	3	34	
	Philemone M. Kyuka	NRM	Nabwigulu	M	1	20	61	74	21	8	8	5	0	21	9	9	18	10	1	5	1	7	7	3	25	
	Sarah Mwando Auma	NRM	Wankole/Nawanyago	F	1	21	74	71	-4	8	4	5	0	17	7	9	16	6	5	5	7	5	3	2	32	
	Ruth M Babirye	NRM	Bugulumbya	F	2	32	37	69	86	8	8	0	0	16	2	9	11	6	7	7	7	7	7	0	36	
	Sanon Kintu	NRM	Bugulumbya	M	1	46	62	68	10	8	8	0	0	16	9	9	18	10	3	5	1	7	7	0	24	
	Moses Mutasa	Ind	Mbulamuti	M	1	32	69	66	-4	8	1	0	0	9	9	9	18	10	5	5	5	5	3	1	29	
	John Basaliwa	NRM	Wankole	M	1	38	61	66	8	8	8	0	1	17	9	9	18	6	5	5	5	5	1	3	25	
	Erina Ndfibogeza	Ind	Namwendwa/ Bulopa	F	1	13	55	66	20	5	1	0	0	6	9	9	18	10	5	5	5	5	5	2	32	
	Pauli Kitimbo	NRM	Youth	M	1	30	66	64	-3	5	8	0	0	13	6	9	15	10	5	5	5	5	5	0	1	26
	Racheal Bakaaki	NRM	Nabwigulu	F	1	58	70	62	-11	8	8	0	0	16	9	9	18	6	7	0	1	5	5	3	1	22
	Andrew Byakika	NRM	Kamuli T.C	M	1	60	70	43	-39	1	1	0	0	2	0	9	9	10	1	5	5	5	5	0	1	22
	Julius T. Waktibi	NRM	PWD	M	2	34	50	37	-26	4	8	0	0	12	2	9	11	6	1	3	1	1	1	0	1	8
	Maxwell K. Mugude	NRM	Butansi	M	1	25	30	31	3	8	8	5	0	21	2	2	4	0	0	0	0	3	3	0	0	6
	Pauli Fredrick Wagose	Ind	Balawoli	M	1	76	78	17	-78	1	8	0	0	9	2	0	2	0	0	0	0	3	3	0	0	6
	Tanansi T. Tullilaba	Ind	Namwendwa	M	1		23	16	-30	8	8	0	0	16	0	0	0	0	0	0	0	0	0	0	0	0
	Maham Nalugya	NRM	Youth	F	1	14	21	11	-48	1	8	0	0	9	2	0	2	0	0	0	0	0	0	0	0	0
	Average					42	61	60	0	6	6	2	0	14	6	7	13	7	4	5	4	5	5	2	1	25

NB: Four out of the 26 Councillors were not interviewed and therefore were scored using secondary data. These include: Mugude C. Maxwell representing Butansi sub-county; Nalugya Maham – the female youth representative; Tuliraba Tony Tananse representing Namwendwa sub-county; and Wagose Paul Fred representing Balawoli sub-county. Wagose Paul had taken on other duties with the local government. The others declined to be interviewed for different reasons.

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

The report recommends that, among others:

1. Government increases LGMSD funding to sub-counties because of the high demand for services at that level.
2. Intensify monitoring by both political leaders and administrative to check substandard works and minimize alarming rates of absenteeism and late coming especially among health worker.
3. Government should consider lifting the level of education required for one to qualify as a councilor to suite the technical engagement expected of them.
4. Include more capacity building initiatives for council members/elected leaders on report writing, record keeping and minutes taking.
5. Institutionalize the practice of production of monitoring reports by the elected leaders.

The full report on these findings can be accessed on ACODE's online information center at:
<http://www.acode-u.org/>

About the Authors

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