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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Ntungamo District Council Score-Card Report FY 2013/2014

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BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Ntungamo 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 Ntungamo 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.

OVERVIEW OF NTUNGAMO DISTRICT DURING FY2013/14

Ntungamo District political leadership was headed by Hon. Denis Singahakye and assisted by 31 elected councillors (including the Speaker) whilst the technical team was led by Ms. Adongo Roseline Luhoni as the Chief Administrative Officer (CAO) with a team of heads of departments who provided technical guidance in the provision of services to the citizens. Notably, the political leadership of Ntungamo District has the first lady, Janet Museveni, as a Member of Parliament for Ruhaama constituency.

Ntungamo District is one of Uganda's key agricultural districts and is renowned for its production of bananas (matooke) and cattle rearing, acting as a business hub for the surrounding districts. The district is endowed with tourist attractions, the most notable of which is Mitumo Islands in Lake Nyabihoko which draws tourists from neighbouring districts and countries. Recently, tin was discovered in Rwamwire parish in Ruhaama Sub-county although this has raised a lot of concern from citizens regarding private land encroachment and acquisition for extraction. The district's population has also been growing rapidly; the annual population growth rate is estimated at 2.19 per cent according to the 2002 Population and Housing Census.

Figure 1: A farmer in a banana plantation in the district



Photo Credit: ACODE Digital Library

A review of selected service delivery indicators for Ntungamo District showed that despite advances made in various areas, the quality of service provision remained below national standards. During the FY 2013/14 in the education sector, enrolment levels were low and researchers found that up to 10 per cent of the primary teachers in the district were not included on the payroll. There was no improvement in Division I performances and a 1% decrease in Division II performances from FY2012/2013 to FY2013/14. In fact, only three UPE (Universal Primary Education) schools made it to the list of the top ten best performing schools in the district in Primary Leaving Examinations (PLE), while the remaining seven schools were private. The education sector in the district endured challenges during FY2013/14 including; a high pupil dropout rate, inadequate teaching facilities, high levels of staff and student absenteeism, poor sanitation facilities and the limited participation of parents in their child's education.

In terms of road quality and accessibility, the district has a fair road network with one main tarmac road that connects it to the neighboring districts. Most of the district road network (220 km of trunk roads and 734 km of rural district/feeder roads) is gravel. During the FY2013/14, through the CAIIP programme, a new road from Nyakyera to Kiziba parish in Nyakyera sub-county was opened up. Despite such progress, periodic maintenance of the feeder roads was insufficient which made the roads impassable, especially during the rainy season which directly affected the transportation of agricultural produce to the markets.

Figure 3: A community member near one of the recently constructed section of Nyamunuka bridge, Bwongyera S/C



Photo Credit: ACODE Digital Library

FACTORS AFFECTING SERVICE DELIVERY IN NTUNGAMO DISTRICT

a) **Budgetary Constraints:** In the FY2013/14 Ntungamo District's budget outlined the need for UGX 33.5 billion to deliver on service delivery

activities although the actual amount received by the district was UGX 31.6 billion. Compared to the needs outlined by the district local government in their district plan of projected activities fewer funds were disbursed than what was required which directly impacted on effective service delivery.

In the FY2013/14 Ntungamo District Local Government was still heavily dependent on central government transfers which accounted for 96 per cent of the district's revenue whilst locally-generated revenue and donor contributions accounted for 2 per cent each to the district revenue as shown in Figure 1. It is imperative to note that central government disbursements, which form the greatest percentage of the district budget, are mainly in 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 4: Ntungamo District Budget for FY 2013/14



Source: Ntungamo District Local Government financial accounts for FY 2013/14

- b) **Limited Support Supervision:** Despite the staffing gaps in 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) **Issues Related to Procurement, Poor Contract Works and Accountability:** The slow and bureaucratic system of procurement processes led to the delayed delivery of services whilst concerns remain about the quality of services delivered by contractors in sub-counties with cases of sub-standard work, especially in engineering and road works.
- d) **Internal Conflicts:** The district political arm was affected by incessant misunderstandings between the District Chairperson and Speaker which did not only impact on the smooth running of district activities but also led to a wastage of resources as they were directed from service delivery priorities to issues related to conflict

resolution.

- e) **Poor Monitoring and Documentation:** Although councillors are supposed to monitor the delivery of public services, there were gaps in monitoring and reporting on public service facilities in the FY2013/14. This was mainly attributed to insufficient funds allotted to monitoring activities. Councillors are allocated 20% of locally generated revenue for monitoring and council activities however because local revenue collection was only 2% of the total district funds the allocation was inadequate to facilitate monitoring activities. In cases where the councillors claimed to have monitored, there was no evidence to back up their claims on monitoring activities undertaken such as a monitoring report and/or signatures in visitors books at service delivery points.
- f) **Limited Contact with the Electorate:** The failure by electorate to understand the roles and responsibilities of political leaders and councillors greatly affected the councillors' role of contact with electorate. The electorate had diverse expectations from their councilors and excessive demands, often financial and social, discouraged the councilors from carrying out this role.

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 Ntungamo 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: Ntungamo District Council Score-card FY 2013/14

Trends in Performance				
	2011/12	64	100	
	2012/13	69	100	
	2013/14	56	100	
	% change	-19		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	The rules of procedure were adopted and enforced and the district council paid subscription to ULGA but did not take any actions. DEC sat more than 10 times although no motions and ordinances were passed. No evidence was provided on capacity building initiatives for the district council.
	Membership to ULGA	1	2	
	Committees of Council	3	3	
	Motions passed	0	3	
	Ordinances	0	3	
	Conflict Resolution	1	1	
	Public Hearings	0	2	
	Legislative resources	4	4	
	Petitions	0	2	
	Capacity building	0	3	
	Sub total	11	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	There was adherence to the work plans although these were hindered by the delayed release of funds. Citizens are provided space to observe council proceedings although there was no evidence of public display of the client charter.
	Political Accountability	3	8	
	Administrative Accountability	2	8	
	Involvement of CSO	2	2	
	Principles of accountability	1	3	
	Sub total	11	25	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The district had an approved DDP, CBP and REP. Although the local revenue for the district increased there is still no ordinance in place on local government financial autonomy.
	District Budget	4	4	
	Local Revenue	7	11	
	Sub total	16	20	
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	A substantial level of monitoring was done for most sectors although the monitoring of FAL and agriculture was insufficient.
	Health	5	5	
	Water and sanitation	4	4	
	Roads	3	4	
	Agriculture	0	4	
	FAL	0	4	
	ENR	1	4	
	Sub total	18	30	

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

Trends in Performance				
Denis Singahakye				
	2011/12	69	100	
	2012/13	74	100	
	2013/14	76	100	
	% change	3		
Parameter	Indicators	Score	Max Score	Explanatory Remarks
POLITICAL LEADERSHIP	DEC	3	3	The chairperson presided over more than six DEC meetings and delegated once to his deputy. He presented a report on state of the district and ensured that the DSC was operational. However, PAC was not in place for almost the whole FY2013/214. He did however have evidence of correspondences with the central government on issues such as the recruitment of staff.
	Monitoring admin	4	5	
	State of affairs	2	2	
	Oversight civil servants	4	4	
	Commissions/Boards	2	2	
	Central gov't	4	4	
	Sub Total	19	20	
LEGISLATIVE ROLE	Council	2	2	The chairperson attended five council sessions although no motions and bills were presented by the executive.
	Motions Executive	2	6	
	Bills by Executive	0	7	
	Sub Total	4	15	
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The chairperson held community meetings with his electorate in most sub-counties and had a talk show on Radio Ankole on service delivery.
	Issues by electorate	5	5	
	Sub Total	10	10	
PROJECTS	Projects Initiated	3	3	The chairperson initiated projects in Ruhaama, Rubaare and Rugarama sub-counties, making material and financial contributions. He also signed MoUs between the district and development partners including Brac Uganda and Star South West.
	Communal Projects	2	2	
	NGOs	5	3	
	Sub Total	10	10	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	5	7	The chairperson monitored a number of service delivery facilities in almost all the sub-sectors apart from FAL.
	Health	7	7	
	Schools	5	7	
	Roads	7	7	
	Water Sources	5	7	
	FAL	0	5	
	Environment	4	5	
	Sub Total	33	45	

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

Trends in Performance				
Name: Dan Nabimanya				
District: Ntungamo				
Political Party: NRM				
Constituency: Rukoni West				
Gender: M				
Terms: 1				
Parameter	Indicators	Score	Max Score	Explanatory Remarks
Trends in Performance	2011/12	66	100	
	2012/13	75	100	
	2013/14	55	100	
	% change	-27		
Legislative Function	Chairing council	3	3	The speaker chaired more than four council sittings and delegated at least once to his deputy. He made sure that rules of procedure were in place and enforced however there was no evidence of the speaker presenting a written paper to guide council/committee.
	Rules of procedure	4	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	0	5	
	Sub Total	15	25	
Contact with Electorate	Meetings Electorate	7	11	The speaker provided evidence of meetings held with the electorate in Kitwe, Kafunjo and Kyabwato parishes. He also had an office where he met his electorate.
	coordinating center	9	9	
	Sub Total	16	20	
LLG	Participation in LLG	4	10	There was no evidence of the speaker attending at least 4 sub-county meetings however, he made an effort to share information with LLGs.
Monitoring NPPAs	Health	5	7	Despite making an effort to monitor the some service delivery facilities, the performance of the speaker was found wanting in the areas of education, agriculture and FAL.
	Education	1	7	
	Agriculture	0	7	
	Water	5	7	
	Roads	5	7	
	FAL	0	5	
	Environment	4	5	
	Sub total	20	45	

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

Identifiers	Trends in Performance			Legislative role						Contact with electorate			Monitoring NPPA													
	Name	Political Party	Sub-county	Gender	Terms	% Change			Plenary	Committee	Motion	Special skill	Sub total	Meeting electorate	Office	Subtotal	Sub county meetings	Health	Education	Agriculture	Water	Roads	FAL	ENR	Sub Total	
						2011/12	2012/13	2013/14																		8
						Maximum score	100	100		8	8	5	4	25	11	9	20	10	7	7	7	7	5	5	45	
Elijah Atuhaire	NRM		Rugarama	M	3	75	77	84	9	8	8	0	2	18	9	9	18	10	7	7	7	7	1	2	38	
Cosmas Kakuru	NRM		Ruhaama	M	3	79	85	83	-2	8	8	0	2	18	9	9	18	10	7	3	7	7	5	1	37	
Dinnah Nwabeine Nabaasa	NRM		Ihunga/Kibatsi	F	1	81	72	82	14	8	8	0	1	17	7	9	16	10	7	7	7	3	1	3	39	
Denis Muhumuza	NRM		Itojo	M	1	60	72	81	13	8	8	0	2	18	7	9	16	10	7	7	7	0	2	37		
Perez Baguma Bashajja	NRM		Kibatsi	M	2	18	0	81		8	8	0	1	17	9	9	18	10	7	7	7	1	0	36		
Augustine Kashija	NRM		Nyakyora	M	3	65	64	77	20	5	8	0	2	15	9	9	18	10	7	7	3	7	1	2	34	
Sam Mugabi K	NRM		Ntungamo	M	3	79	83	76	-8	8	8	2	1	19	9	9	18	10	5	5	5	3	1	29		
Richard Kwehayo Byarugaba	NRM		Rukoni East	M	1	29	69	73	6	5	8	0	0	13	9	9	18	10	7	3	3	7	3	2	32	
Shakira Mbabazi K	NRM		Ruhaama/Rwikiniro	F	3	76	81	69	-15	1	8	0	2	11	9	9	18	10	7	7	7	0	1	1	30	
Dalson Barugahare	NRM		Western Division	F	1	60	66	67	2	8	8	0	2	18	9	9	18	10	1	1	5	7	1	5	21	
Peace Karonco Natukunda	NRM		Rubaare TC/Rubaare/ Rugarama	F	1	59	71	65	-8	5	8	0	0	13	9	9	18	10	7	3	1	7	1	3	24	
Miriam Muhanguzi	NRM		Nyabihoko	F	1	29	58	65	12	1	8	0	1	10	9	9	18	10	7	7	1	7	0	3	27	
Debrah Kobusigye	NRM		Ihunga	F	1	49	51	64	25	5	8	2	0	15	9	9	18	2	7	7	7	1	5	1	29	
Emmanuel Binyerere	NRM		Western Division	M	1	17	60	63	5	8	8	0	1	17	7	9	16	6	7	5	1	5	0	1	24	
Tugume Sulagi Baguma	NRM		Rwekiniro	M	1	68	58	60	3	1	4	0	2	7	9	9	18	6	5	1	5	7	3	1	29	
Paddy Mugyema	NRM		Ihunga	M	1	63	57	58	2	5	8	0	1	14	9	9	18	2	3	4	1	7	5	3	24	
Dan Buteera	NRM		Ngoma	M	5	47	62	58	-6	8	8	0	1	17	4	9	13	4	0	7	7	1	5	3	24	
Gorette Maguru	NRM		Bwonyera	F	4	33	54	56	4	8	8	5	2	23	7	9	16	10	4	1	0	0	1	0	7	
Patrick Rwakabare	NRM		PWD	M	1	46	56	55	-2	1	8	0	1	10	9	9	18	6	7	1	5	3	1	3	21	
Aidah Nturanabo	NRM		Itojo	F	1	55	69	52	-25	1	8	0	0	9	9	9	18	10	5	3	0	1	3	1	15	
Jennifer Kabejje	NRM		Youth	F	1	55	45	52	16	1	8	0	1	10	4	9	13	0	7	7	3	7	0	2	29	
Plaxida Hamanya	NRM		Ntungamo	F	1	35	60	49	-18	1	8	0	0	9	9	9	18	10	1	5	0	5	0	0	12	
Grace Twinomugisha	NRM		Kifuse TC	F	4	63	63	49	-22	1	8	0	1	10	7	6	13	8	5	4	1	5	1	1	18	
Fedson Turyatamba	NRM		Eastern Division	M	1	37	52	46	-12	1	8	0	1	10	7	9	16	10	1	1	1	1	5	0	10	
Bosco Tumwesigye	UFA		Central Division	M	1	35	54	45	-17	5	8	0	1	14	6	9	15	6	5	1	1	0	1	0	2	10
Peace Tusiime	NRM		Nyakyera	F	1	41	44	40	-9	1	5	0	0	6	7	9	16	10	1	1	3	1	1	1	0	8
Feddy Kaishe	NRM		Kayonza	F	2	33	51	37	-27	1	8	0	1	10	4	9	13	4	1	5	0	0	1	1	2	10
Benon Rutogogo	NRM		Youth	M	1	37	50	36	-28	5	8	0	1	14	7	2	9	0	5	1	1	4	1	0	1	13
Alex Twebuze	NRM		Rubbare	M	2	78	74	29	-61	8	8	0	1	17	0	2	2	10	0	0	0	0	0	0	0	0
Benon Musinguzi	NRM		Bwonyera	M	1	44	41	22	-46	8	4	0	0	12	0	0	0	10	0	0	0	0	0	0	0	0
Average						52	60	59	-6	5	8	0	1	14	7	8	15	8	5	4	3	4	2	1	22	

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

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

1. The Central Government considers increasing the budgetary allocation for Ntungamo Local Government to meet service delivery priorities.
2. Ntungamo District Local Government devises strategies to increase and effectively collect the local revenue from the available local resources.
3. Ntungamo District Local Government devises simpler ways of resolving any existing issues within Local Government departments for the sake of the entire district. Resources spent on mitigating such conflicts can be allotted to other district priorities.
4. Ntungamo District Local Government intensifies monitoring by both political leaders and administrative to check shoddy works on service delivery units especially road works.
5. Ntungamo District Local Government institutionalizes the practice of production of monitoring reports by the elected leaders.
6. Ntungamo 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

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