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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Kanungu District Council Score-Card Report FY 2013/2014

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OVERVIEW OF KANUNGU DISTRICT DURING FY2013/14

BACKGROUND AND RATIONALE

This policy brief presents findings from the 2013/14 assessment of Kanungu 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 Kanungu district which was being assessed for the third 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.

Kanungu district is managed by both political and technical leadership who work together to deliver services to the district. The political leadership was headed by Hon. Canon Josephine Kasya, assisted by 19 elected councillors (including the Speaker), who provided an oversight role and monitored development projects to ensure quality service delivery. The technical leadership was led by Mr. Chrezestom Kayise, the Chief Administrative Officer, who worked with a team of heads of departments to provide technical guidance and implement lawful council resolutions to provide services to citizens.

Kanungu district is renowned for beautiful scenery and areas of protected nature including national parks (managed by Uganda Wildlife Authority), game reserves and both central and local forest reserves. In these protected areas, there are a variety of wild animals including buffalo, climbing lions, mountain gorillas, elephants, Uganda kob and a variety of birds and reptiles. Queen Elizabeth National Park and the Bwindi Impenetrable National Park, in particular, attract both local and foreign tourists.

District oil production is becoming a possibility at sites in Nyamirama sub-county, Katete Parish in Kambuga sub-county, Kihiihi sub-county, Kanyantorogo sub-county and Kayonza sub-county. Currently, mining activities taking place in the district include gold mining and the excavation of sand and clay (mainly for construction and pottery purposes). Agriculture is the main economic activity and the construction of two major tea factories¹ has created further local employment and livelihood improvement opportunities. The district also hosts three small airstrips (located at Kayonza Tea Factory, Savannah Resort Hotel and Ishasha areas of Queen Elizabeth National Park) with

¹ The two tea factories are Kayonza Growers Tea factory and Kinkiizi Development Company Limited.

proposals to extend the Ishasha grass airstrip for improved transport links and a growing district.²

Figure 1: One of the largest tea estates in Kanungu District



Photo Credit: ACODE Digital Library

A review of selected service delivery indicators for Kanungu district shows that despite improvements in levels of statistical achievement from FY2012/13, the quality of service provision remains wanting. For example, in the education sector key primary education indicators showed an improvement in comparison with the achievements of FY2012/13. Enrolment levels increased from 47,162 to 51,241 pupils whilst the pupil-teacher ratio was at 38.1; well above the national target of 55:1. However, despite impressive statistics, the education sector faced several challenges including the poor remuneration of teachers (more than 15 per cent of primary teachers were not on the payroll), inadequate teaching facilities, high levels of staff and student absenteeism, a high dropout rate (despite an increase in enrolment levels for FY2013/14) and the poor participation of parents in the education of their children.

In terms of transport and access to the district, Kanungu district had no tarmac roads. Notably, the connection into Kanungu district was improved with the provisional Mitaano Bridge as the construction of a new bridge continues. However, despite an improvement in the district road network (15 km of trunk roads, 390 km of rural district/feeder roads, and 600 km of community access roads) in the previous financial year, the gravel work was poor. In such a hilly district, periodic maintenance is necessary (especially on central government roads) as roads became impassable, particularly during the rainy season. Poor roads access impacts on the transportation of agricultural produce to the markets and has previously forced farmers to sell their produce at a give-away price with minimal financial returns.

² The Population and Housing Census (2002) estimates the annual population growth rate of the district at 2.1 per cent.

Figure 2: A recently fixed Mitaano bridge, Kambuga Sub-county to ease transport in the district



Photo Credit: ACODE Digital Library

FACTORS AFFECTING SERVICE DELIVERY IN KANUNGU DISTRICT

- a) **Budgetary Constraints:** During FY2013/14 Kanungu District Local Government received the biggest share of its revenue from central government transfers, accounting for 93 per cent of the district's revenue. Locally-generated revenue contributed only 1 per cent while donor contributions were 6 per cent. Kanungu district outlined the costs of their projected service delivery activities for FY2013/14 at UGX 22.9 billion but only UGX. 22.7 billion was received. Although there was an increase in central government transfers during FY2013/14, central government 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.
- b) **Limited Support Supervision and Operations Repairs and Maintenance:** The inadequate and limited supervision by district staff of service delivery operations and maintenance led to delays in the implementation of work by some contractors. Furthermore, the procurement of planned activities was delayed. This particularly affected the engineering and roads sector.
- c) **Prohibitive Terrain:** The hilly nature of Kanungu district makes the maintenance of roads difficult. For example, Kibimbiri-Mitanda-Katokye road has remained in a poor state although the district local government has tried to ensure that the road is graded to the required standard. Similarly, monitoring in such hard-to-reach areas is complicated.
- d) **High Drop-out Rate of Councillors:** Research findings revealed that there was a high turnover

rate of councillors. For example, five councillors left their roles and were serving in other positions in local governments or as Resident District Commissioners (RDCs) which left sub-counties with no representation in council. The high drop-out rate was attributed to findings that suggest councillors had excessive expectations on the financial returns of a political position in local government and were unaware of the magnitude of roles and responsibilities expected from them amidst the meager allowances.

- e) **Poor Monitoring and Documentation:** Although councillors are supposed to monitor the delivery of public services, this was found wanting. Poor monitoring was mainly attributed to insufficient funds allotted to the exercise. In cases where the councillors claimed to have monitored, there was often no evidence to back up their claims such as monitoring reports or signatures in the visitors books of service delivery points.
- f) **Limited Contact with 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 councillors and the, often excessive and non-constitutional, demands discouraged the councillors 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 Kanungu 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: Kanungu District Council Score-card FY 2013/14

Trends in Performance				
	2011/12	67	100	
	2012/13	57	100	
	2013/14	69	100	
	% change	21		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	The council adopted standard rules of procedure with amendments and, as a member of ULGA, paid subscription. The DEC sat more than ten times and motions were passed on issues such as meeting with UNRA staff about the poor state of central government roads, the repair of Mitaano Bridge, Ishasha eco power dam and delayed works on Rukungiri-Kanungu road. The district council also hosted a delegation from Kisoro District.
	Membership to ULGA	1	2	
	Committees of Council	3	3	
	Motions passed	1	3	
	Ordinances	1	3	
	Conflict Resolution	1	1	
	Public Hearings	2	2	
	Legislative resources	3	4	
	Petitions	2	2	
	Capacity building	2	3	
	Sub total	18	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	There was adherence to the work plans although this was hindered by delayed funds. Council debated on corruption scandals (particularly in the roads sector) and action was taken. MoUs were signed between the district and development partners including Kigezi Tea Growers Company Ltd however there was no evidence of public display of the client charter.
	Political Accountability	5	8	
	Administrative Accountability	2	8	
	Involvement of CSO	2	2	
	Principles of accountability	0	3	
	Sub total	13	25	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The district had an approved DDP, CBP and REP however there was still no ordinance on local government financial autonomy.
	District Budget	4	4	
	Local Revenue	9	11	
	Sub total	18	20	
MONITORING SERVICE DELIVERY ON NPPAs	Education	4	5	Despite monitoring some service delivery facilities, the council did not adequately monitor water and sanitation, roads and FAL services delivery points.
	Health	5	5	
	Water and sanitation	1	4	
	Roads	2	4	
	Agriculture	4	4	
	FAL	0	4	
	ENR	4	4	
	Sub total	20	30	

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

Josephine Kasya		NRM		
Trends in Performance	2011/12	53	100	
	2012/13	74	100	
	2013/14	62	100	
	% change	-19		
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. She also wrote a letter to the DSC over the delayed backlog for interviews.
	Monitoring admin	5	5	
	State of affairs	2	2	
	Oversight civil servants	1	4	
	Commissions/Boards	2	2	
	Central gov't	3	4	
	Sub Total	16	20	
LEGISLATIVE ROLE	Council	2	2	The chairperson attended council at least four times; motions and bills on service delivery were presented on the delayed road works of Rukungiri – Kihhihi-Kanungu road and tree planting along the roads.
	Motions Executive	4	6	
	Bills by Executive	0	7	
	Sub Total	6	15	
CONTACT WITH ELECTORATE	Meetings Electorate	3	5	The chairperson visited eight sub-counties and held radio talk shows on service delivery
	Issues by electorate	5	5	
	Sub Total	8	10	
PROJECTS	Projects Initiated	3	3	Among other projects, the chairperson linked the community to development partners including Kiruruma community to Netherlands people. She also made sure that the pledge of tea seedlings from the president was fulfilled.
	Communal Projects	1	2	
	NGOs	5	3	
	Sub Total	9	10	
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	4	7	The chairperson performed well in monitoring the areas of agriculture, health, roads and environment however the chairperson's monitoring performance was found wanting in the areas of education, water and FAL.
	Health	7	7	
	Schools	0	7	
	Roads	7	7	
	Water Sources	0	7	
	FAL	0	5	
	Environment	5	5	
	Sub Total	23	45	

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

Name	Charles Beshesya			
District	Kanungu			
Political Party	NRM			
Constituency	Kirimya			
Gender	M			
Terms	1			
Trends in Performance	2011/12	61	100	
	2012/13	68	100	
	2013/14	72	100	
	% change	6		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	The standard rules of procedure were adopted and enforced by the speaker whilst minutes were produced on time and given to councillors before the next council meeting. The speaker also convened meetings according to a schedule which was circulated to councillors for their reference. He also delegated to his deputy.
	Rules of procedure	6	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	0	5	
Sub Total	17	25		
Contact with Electorate	Meetings Electorate	11	11	The speaker had a programme to meet citizens in his constituency every Friday and also mobilized citizens to demand for the broken Mitaano bridge to be repaired; after a meeting with the president at the site, a provisional bridge was fixed.
	coordinating center	9	9	
	Sub Total	20	20	
LLG	Participation in LLG	10	10	The speaker attended five sub-county sessions and gave official communication (as reflected in minutes).
Monitoring NPPAs	Health	7	7	The speaker monitored a substantial number of service delivery facilities however his monitoring role was found wanting in the areas of FAL and Environment.
	Education	5	7	
	Agriculture	5	7	
	Water	5	7	
	Roads	3	7	
	FAL	0	5	
	Environment	0	5	
	Sub total	25	45	

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

Identifiers	Political Party		Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate				LLGs	Monitoring NPPA							
	Name	Maximum Score				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
Lawrence Byaruhanga	NRM		Nyamirama	M	1	65	66	82	24	8	8	2	1	19	7	9	16	10	7	7	4	7	3	2	37	
James Niringiyimana Rungi Kaberuka	NRM		Kihiihi	M	1	77	83	80	-4	8	8	2	1	19	7	9	16	10	7	7	5	7	1	1	35	
Emmy Magezi	NRM		Kanungu	M	3	64	65	78	20	8	8	2	1	19	7	9	16	10	5	5	7	3	1	33		
Justine Atwine Kakuru	NRM		Kirima & Kanungu	F	3	57	65	75	15	8	8	0	1	17	7	9	16	10	5	7	5	7	1	0	32	
Mable Nahurira	NRM		Rutenga/ Kinaaba	F	1	27	68	73	7	8	8	0	0	16	7	9	16	10	7	7	3	0	7	5	2	31
Mariam Asimwe	NRM		Kanyantoro	F	2	49	80	71	-11	8	5	2	0	15	5	6	11	10	7	5	7	5	7	3	1	35
Christopher kamara	NRM		Kanyantoro	M	1	64	74	70	-5	8	8	2	1	19	7	9	16	6	3	7	5	5	3	1	29	
John Muhima	NRM		Kayonza	M	3	65	71	65	-8	8	8	2	1	19	7	9	16	4	5	5	7	1	7	0	1	26
Addah Nasima	NRM		Kihiihi	F	3	66	61	63	3	5	8	2	1	16	7	6	13	10	7	7	1	0	1	1	24	
Jacinta kataba	NRM		Kambunga	F	3	59	76	63	-17	8	8	0	1	17	7	9	16	8	7	0	5	4	5	1	0	22
Fulgence Muhumuza	NRM		Rugweyo	M	3	27	70	62	-11	8	8	2	1	19	7	9	16	0	0	5	5	4	7	5	1	27
Hope Tugumisirize	NRM		Kayonza & Mpungu	F	1	44	68	60	-12	1	1	0	0	2	7	9	16	8	7	7	7	6	0	0	34	
Nyiraguhigwa Felesta	NRM		Kihiihi	F	2			56		5	8	0	0	13	7	6	13	10	7	3	0	3	7	0	0	20
Frank Byaruhanga	NRM		Mpungu	M	3	72	73	55	-25	8	8	2	0	18	7	6	13	10	3	3	1	0	7	0	0	14
Jackline Mugisha	NRM		Nyomiro	F	1	50	59	52	-12	8	8	0	0	16	4	7	11	10	7	6	1	0	1	0	0	15
Geoffrey Bigambwamukama	NRM		PDW Male	M	1	10	58	18	-69	8	8	0	0	16	0	2	2	0	0	0	0	0	0	0	0	0
Immaculate Nyabuhara	NRM		Youth Female	F	1	13	25	13	-48	1	5	0	0	6	0	0	0	0	2	0	3	0	2	0	0	7
Josephine Kigundu	NRM		PWDs Female	F	1	0	0	11	0	1	5	0	0	6	0	0	0	0	0	2	3	0	0	0	0	5
Average						48	62	58	-9	7	7	1	1	15	6	7	12	7	5	4	3	5	1	1	24	

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

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

1. Central Government considers increasing the budgetary allocation for Kanungu Local Government to meet service delivery priorities.
2. Kanungu District Local Government devises strategies to increase and effectively collect local revenue from the available local resources.
3. Kanungu District Local Government recruits key administrative staff that can offer leadership and supervision to ensure efficiency in service delivery.
4. Kanungu District Local Government intensifies monitoring by both political and administrative leaders to check shoddy works on service delivery units, especially engineering and road works.
5. Kanungu District Local Government institutionalizes the practice of elected leaders producing monitoring reports.
6. Kanungu District Local Government includes more capacity building initiatives for council members and elected leaders in the 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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