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

### **Mbarara 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 Mbarara 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 Mbarara 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.

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

The Mbarara District political leadership was headed by Hon. Deusdedit Tumusiime and assisted by 32 elected councillors (including the Speaker) who provided an oversight role and monitored development projects to ensure quality service delivery. The technical team was led by Mr.Charles Okello, the Chief Administrative Officer, together with a team of heads of departments who provided technical guidance and implemented lawful council resolutions to provide services to the citizens.

Agriculture is the main economic activity in Mbarara district. Major activities in the agriculture sector include crop production (particularly banana growing), livestock rearing (particularly the rearing of cattle) and agro-processing. During FY2013/14, the marketing of agricultural produce was beginning to have a substantial impact on family incomes.

**Figure 1: A man milking a cow in Rubyerwa Dairy Farm, Rwanyamahembe**



**Photo Credit:** ACODE Digital Library

Mbarara district also has a number of tourist sites including the Igongo Cultural Centre, the River Rwizi

Valley, the burial sites of the kings of Ankole and Mwizi Bugamba forest reserves. All these sites have the potential for investment since the district is a regional centre and a transit point to Rwanda, Burundi, the DRC and Tanzania.

A review of selected service delivery indicators for Mbarara District shows that despite advances made in various areas, the quality of services leaves a lot to be desired. In the FY2013/14, Mbarara District had 197 primary schools with a total pupil enrolment of 62,263 students. The district registered significant improvements in the performance of pupils in the national Primary Leaving Examinations (PLE) of FY2013/14 where 17.8 per cent of pupils obtained Division I grades compared to just 14.1 per cent of pupils in the previous FY. Similarly, the number of candidates that failed PLE declined from 4.5 per cent in FY2012/13 to 3.1 per cent in FY2013/14. However, pupil enrolment declined consistently as learners progressed through to higher levels of education which is attributed to the numerous challenges faced by the sector. Challenges include the inadequate and late release of funds, high levels of staff and student absenteeism, inadequate teaching infrastructure, poor sanitation facilities and the limited participation of parents in their child's education.

Being an agrarian economy, the survival of the citizens in Mbarara District depends on easy access to the commodity market. Unfortunately, findings revealed that more than 25 per cent of the 3,572 km district road network (excluding roads in the municipality) was in a poor state. This has impacted negatively on citizen access to both markets and service delivery points. Nonetheless, the district local government has endeavoured to improve a number of access roads despite its limited capacity resulting from the low budget allocation to the road sector.

**Figure 2: A section of Rubindi-Nombe-Kashare road in a bad state**

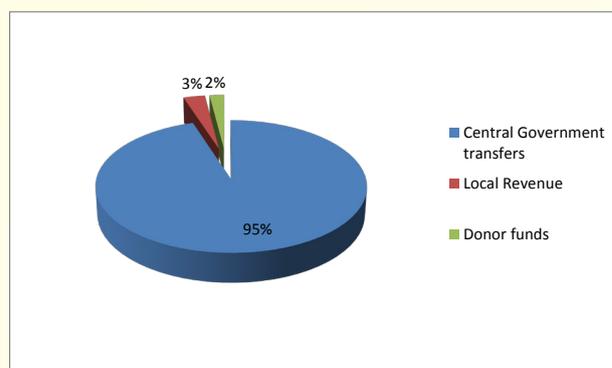


Photo Credit: ACODE Digital Library

## FACTORS AFFECTING SERVICE DELIVERY IN MBARARA DISTRICT

- a) **Budgetary Constraints:** In FY2013/2014, the total approved budget for Mbarara District was UGX 28.5 billion, of which central government funding accounted for 95 per cent. Local revenue and donor funds accounted for 3 per cent and 2 per cent of the district revenue respectively. Central government disbursements, which dominated the district budget, were mainly in the form of conditional grants. This means that there was little or no room for the re-allocation of funds by the district local government to other service delivery priorities.

**Figure 3: Composition of the Resource Envelope for Mbarara District FY 2013/14**



Source: Mbarara District Local Government Final Accounts FY2013/14

- b) **Limited Support Supervision and Operations Repairs and Maintenance:** Most of the public service delivery facilities were not adequately supervised by district local government staff. Departments including works, finance and agriculture were headed by officers in acting capacity which left gaps in key departments whilst budgetary constraints, the low morale of supervisors and low staffing levels meant that key service delivery operations and routine maintenance was not supervised adequately. This resulted in shoddy works at key service delivery points.
- c) **Issues Related to Procurement, Poor Contract Works and Accountability:** There were concerns with regard to the slow and bureaucratic system of procurement leading to the delayed delivery of services. A key example was the rehabilitation of Nyamiriro gravity flow scheme which was planned and budgeted for in FY2013/14 but was not implemented due to the slow procurement process.
- d) **Internal Conflicts within District Leadership:** Although the technical and political arms are supposed to work together to enhance service

delivery, conflicts existed during FY2013/14 among district officials and between the district and lower local government councillors. Internal conflict within and between local government district leadership not only impacted on the smooth running of district activities but it also led to a wastage of resources particularly in cases where external parties had to be involved to mitigate issues.

- e) **Limited Monitoring and Documentation:** Although councillors are supposed to monitor the delivery of public services, insufficient funds allotted to the exercise saw the limited monitoring of service delivery points. In cases where the councillors claimed to have monitored, there was no evidence to back up their claims on monitoring activities they had undertaken.
- f) **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 the electorate. The electorate had diverse expectations from their councilors and the often excessive and non-constitutional demands from citizens discouraged the councilors 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 Mbarara 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: Mbarara District Council Score-card FY 2013/14**

Trends in Performance				
	2011/12	53	100	
	2012/13	62	100	
	2013/14	75	100	
	% change	21		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	The council adopted standard rules of procedure and although a subscription to ULGA was paid, no action was taken on key resolutions. More than 10 DEC meetings were held and motions on child protection and labour recruitment were passed as well as an ordinance on the protection of district wetlands.
	Membership to ULGA	1	2	
	Committees of Council	3	3	
	Motions passed	2	3	
	Ordinances	2	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>18</b>	<b>25</b>	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	3	4	There was adherence to work plans and PAC reports were presented to council on 20/05/2014. The council chamber has a well-furnished and accessible public gallery where citizens are allowed to observe council proceedings however there was no evidence of any resolution on clients' charter or a display of releases on the public notice boards.
	Political Accountability	5	8	
	Administrative Accountability	6	8	
	Involvement of CSO	0	2	
	Principles of accountability	0	3	
	<b>Sub total</b>	<b>14</b>	<b>25</b>	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The district had an approved DDP, CBP and REP and although the district had initiatives to raise revenue, it had 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	4	5	The council generally performed well in their monitoring role though did not produce evidence of having followed up on emerging issues with respective offices.
	Health	4	5	
	Water and sanitation	3	4	
	Roads	4	4	
	Agriculture	3	4	
	FAL	3	4	
	ENR	4	4	
	<b>Sub total</b>	<b>25</b>	<b>30</b>	

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

		Duesdedit Tumusiime		NRM	
Trends in Performance		2011/12	70	100	
		2012/13	75	100	
		2013/14	81	100	
		% change	7		
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	3	3	The chairperson chaired at least eleven DEC meetings and delegated at least once to his vice. A petition was received from Kakiika Sub-county on the handling of Koranorya market and the district state of affairs report was presented. Meanwhile, statutory boards and committees were fully constituted.	
	Monitoring admin	5	5		
	State of affairs	1	2		
	Oversight civil servants	4	4		
	Commissions/Boards	2	2		
	Central gov't	4	4		
	<b>Sub Total</b>	<b>19</b>	<b>20</b>		
LEGISLATIVE ROLE	Council	2	2	The chairperson attended five council meetings and the DEC presented two bills on child protection and labour recruitment.	
	Motions Executive	4	6		
	Bills by Executive	3	7		
	<b>Sub Total</b>	<b>9</b>	<b>15</b>		
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The chairperson held various talk shows on health with the DHO to address service delivery issues.	
	Issues by electorate	5	5		
	<b>Sub Total</b>	<b>10</b>	<b>10</b>		
PROJECTS	Projects Initiated	3	3	The chairperson initiated a water supply extension in underserved areas of Mbarara District and wrote a letter to the Manager of NWSC. The chairman initiated a MoU with Ruharo Mission Hospital for the delivery of health services to children with disabilities and with 'amaizi marungi' for the supply of safe water to Ndejja Sub-county.	
	Communal Projects	2	2		
	NGOs	1	3		
	<b>Sub Total</b>	<b>6</b>	<b>10</b>		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	5	7	The chairperson's performance under the parameter of monitoring role was relatively good although he sometimes failed to follow up on some of the emerging issues with the respective offices.	
	Health	6	7		
	Schools	5	7		
	Roads	7	7		
	Water Sources	6	7		
	FAL	5	5		
	Environment	3	5		
	<b>Sub Total</b>	<b>37</b>	<b>45</b>		

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

	Name	William K. Tibamanya			
	District	Mbarara			
	Political Party	NRM			
	Constituency	Rugando			
	Gender	M			
	Terms	1			
Trends in Performance		2011/12	58	100	
		2012/13	64	100	
		2013/14	73	100	
		% change	14		
Parameter	Indicator	Score	Max Score	Explanatory Remarks	
Legislative Function	Chairing council	3	3	The speaker chaired at least four meetings and delegated to his deputy. Council adopted standards rules of procedure and there was a clear record of motions. The speaker ensured that council minutes were produced in time and guided council on approaches to poverty eradication however he did not present any written paper to guide council/committee.	
	Rules of procedure	6	9		
	Business Committee	3	3		
	Records book	2	2		
	Record of motions	3	3		
	Special skills	2	5		
<b>Sub Total</b>	<b>19</b>	<b>25</b>			
Contact with Electorate	Meetings Electorate	9	11	The speaker convened several meetings with his electorate in Rugando S/C hall and possessed an office where he met his electorate.	
	coordinating center	9	9		
	<b>Sub Total</b>	<b>18</b>	<b>20</b>		
LLG	Participation in LLG	10	10	The speaker attended meetings in Rugando S/C where he shared information on service delivery with LLGs.	
Monitoring NPPAs	Health	3	7	The speaker monitored a substantial number of service delivery units though there is room for improvement in the monitoring water and sanitation points.	
	Education	5	7		
	Agriculture	5	7		
	Water	1	7		
	Roads	5	7		
	FAL	3	5		
	Environment	4	5		
	<b>Sub total</b>	<b>26</b>	<b>45</b>		

**Table 4: Summary performance of Mbarara 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			
Name	Political Party	Sub-county	Gender	Terms	Maximum Score	Average																			
Jenifer Tumuhairwe	NRM	Rwanyamahembe	F	1	36	60	84	40	8	8	0	2	18	9	9	18	10	7	3	7	7	5	2	38	
Godfrey Baryomunsi	NRM	Kakika	M	1		79			8	8	5	1	22	5	9	14	6	7	7	7	7	0	2	37	
Didas Tumwesigye Tabaro	NRM	Rubindi	M	2	58	57	76	33	8	8	5	2	23	4	9	13	0	7	7	7	7	3	2	40	
Annah Turwakunda	NRM	Kamukuzi, Nyamitanga	F	1	32	47	74	57	8	4	5	0	17	9	9	18	10	4	5	5	4	5	1	29	
Bernard Mugume Mukuru	NRM	Kashare	M	1	42	48	74	54	8	8	5	2	23	9	2	11	0	7	7	7	7	3	2	40	
Asaph Muhangi	NRM	Ndejja	M	3	37	54	74	37	8	8	5	1	22	9	9	18	4	5	5	7	7	5	0	30	
John Patrick Byarugaba	NRM	Bubare	M	1	39	50	72	44	8	8	5	0	21	9	9	18	0	7	5	7	5	7	0	33	
Felly Tumwesigye Bebuze	NRM	Mwizi	F	4		72			8	8	5	2	23	9	5	14	6	5	5	5	5	3	1	29	
David Rwankunuma Baine	NRM	Rwanyamahembe	M	1		71			5	8	5	2	20	9	9	18	6	5	5	5	5	1	1	27	
Edwin Akoragye	NRM	Biharwe	M	2		70			8	8	5	0	21	9	5	14	4	7	5	5	7	0	2	31	
Tom Karuhanga	NRM	Bukiro	M	3	62	64	70	9	8	1	0	0	9	9	9	18	10	5	7	5	7	3	1	33	
Steven Natukunda Barebire	NRM	Rubaya	M	2	32	53	68	28	4	5	0	0	9	9	9	18	10	5	5	5	7	3	1	31	
Norah Komugisha Kamugisha	NRM	Kakoba	F	2	40	44	68	55	8	8	5	0	21	9	9	18	2	7	7	7	0	5	0	27	
David Muhairwe	NRM	Nyakayojo	M	1		53	67	26	4	0	5	0	9	9	9	18	10	5	7	7	5	0	1	30	
Everist Mucunguzi Kamatungu	NRM	Male PWD	M	1	29	49	67	37	8	4	5	2	19	9	9	18	2	5	5	5	5	3	0	28	
Hajji Erimiya Jumba	NRM	Nyamitanga	M	3	34	47	67	43	8	8	0	0	16	9	6	15	10	5	7	7	0	5	0	26	
Venance Mwanukye	NRM	Kagongi	M	1	49	54	62	15	8	5	0	0	13	7	9	16	4	7	7	3	7	0	2	29	
Justice kakyara M	NRM	Bugamba	F	2		62			4	8	0	0	12	9	9	18	6	5	5	5	5	0	1	26	
Jolly kabwizi	NRM	PWD	F	4	38	45	61	36	8	1	5	2	16	7	9	16	10	5	7	3	0	0	3	1	19
Prisca Muganzi Mulongo Rwakishajja	Ind	Nyakayojo	F	1	37	45	60	33	4	1	0	0	5	9	9	18	0	7	7	7	7	1	1	37	
Loy Mpumwire Loy	NRM	Kagongi, Kashare	F	1	31	38	59	55	5	1	0	0	6	6	5	11	8	3	7	7	3	7	5	2	34
Juliet Atuhairwe Kamushana	NRM	Kamukuzi Division	F	2	41	59	59	0	8	0	2	0	10	9	9	18	10	5	5	5	0	1	5	0	21
Bonny Tashobya Karuya	NRM	Male Youth	M	1		57			5	1	5	2	13	0	9	9	10	0	1	5	5	7	5	2	25
Grace Kanukye	NRM	Ndejja	F	2		57			1	4	0	0	5	9	9	18	2	5	7	5	5	3	2	32	
Annet Arineitwe Bwongyerwe	NRM	Rubindi	F	2	40	55	56	2	8	8	5	1	22	3	9	12	0	0	4	5	5	4	3	1	22
Robert Arinanye Bikye	NRM	Bugamba	M	1	42	46	53	15	8	5	5	0	18	9	5	14	8	0	1	6	2	2	1	1	13
Jean Kirimani Tumusime	NRM	Rugando	F	1	54	59	50	-15	4	8	0	0	12	9	9	18	6	4	4	2	1	2	0	1	14
Appolo Rwakarimanga	NRM	Mwizi	M	1	50	45	47	4	8	1	5	0	14	9	9	18	0	3	7	3	1	1	0	0	15
Jenina Bisangwa Kobusingye	NRM	Youth - Female	F	2	25	47	45	-4	1	4	0	0	5	3	9	12	4	0	6	7	4	2	5	0	24
Mohammed Nyombi	NRM	Kakoba	M	2	24	42	36	-14	4	8	2	0	14	3	5	8	0	0	1	5	0	7	0	1	14
Josefine Kemirembe	NRM	Kakika, Rubaya, Biharwe	F	1	21	47	32	-32	8	8	5	0	21	0	0	0	0	3	3	0	5	0	0	0	11
<b>Average</b>					<b>39</b>	<b>50</b>	<b>63</b>	<b>23</b>	<b>6</b>	<b>5</b>	<b>3</b>	<b>1</b>	<b>15</b>	<b>7</b>	<b>8</b>	<b>15</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>4</b>	<b>5</b>	<b>2</b>	<b>1</b>	<b>27</b>	

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

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

1. Central Government considers increasing the budgetary allocation for Mbarara Local Government to meet service delivery priorities.
2. Mbarara District Local Government devises strategies to increase and effectively collect local revenue from available local resources.
3. Mbarara District Local Government devises simpler ways of resolving issues for the sake of the entire district and to allow resources spent on mitigating such conflicts to be allotted to service delivery priorities.
4. Mbarara District Local Government recruits more staff to fill vacant positions and to carry out district activities for effective service delivery.
5. Mbarara District Local Government intensifies monitoring by both political and administrative leaders to check shoddy works on service delivery units, especially road works.
6. Mbarara District Local Government institutionalizes the practice of elected leaders producing monitoring reports.
7. Mbarara 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/>

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