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LOCAL GOVERNMENT COUNCILS' PERFORMANCE AND PUBLIC SERVICE DELIVERY IN UGANDA

Kabarole District Council Score-Card Report FY 2013/2014

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OVERVIEW OF KABAROLE DISTRICT DURING FY2013/14

BACKGROUND AND RATIONALE

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

Kabarole district local government is governed by both political and technical wings. In FY2013/14, the political team was headed by the Chairperson, Hon. Richard Rwabuhinga, who was assisted by 35 elected councillors (including the Speaker). The technical leadership was headed by Mr. Nicholas Muron Ocakara, as the Chief Administrative Officer, who coordinates and works with heads of departments to provide technical guidance and implement lawful council resolutions.

Kabarole district lies along the base of the snow-capped Mount Rwenzori with the major town, Fort Portal, named after the British special commissioner to East Africa, Gerald Portal. In addition to Mount Rwenzori and the multiple rivers and streams that flow from it, Kabarole district is home to Kibaale Forest, Semuliki Game Park and two universities, Mountains of the Moon University and Uganda Pentecostal University.

Agriculture is the major economic activity for 80 per cent of the population and additional economic activities include trade and entrepreneurship. As only 20 per cent of the households derive their livelihoods from formal gainful employment, income generating activities include transport services, brick-making, stone quarrying and mining (pozzolana and sand). Kabarole

During FY2013/14, Kabarole district realized great efforts in improving district water coverage however despite advances; the overall quality of service provision across all sectors was below the national standard for quality service provision. For example, water coverage improved from 57 per cent in FY2012/13 to 81 per cent in FY2013/14 which was mainly attributed to the projects initiated by the district. Specifically the Maizimarungi Project funded by UNICEF extended water to several rural communities. In terms of

construction, the district also constructed several shallow wells in Busoro sub-county, Katebwa sub-county and West Division, among other areas. Notable efforts were made in the rehabilitation of water sources in Kicwamba sub-county too. However, in spite of such improvements in the water sector, areas remain without clean and safe drinking water in Kabarole district. Karangura sub-county, with a population of 18,700 people¹ has only one shallow well and the only regular sources of water are the mountain streams. Specific water challenges that faced the district during FY2013/14 included the poor maintenance of water sources by community members, the long distances to the water sources and multiple non-functional water sources.

Figure 1: Children fetching water from a tributary river in Karangura Sub-county



Photo Credit: ACODE Digital Library

In terms of roads, Kabarole district has a total of 295.6 km of feeder roads of which 45km are gravel and 250.6 km are earth roads. The district also has a total length of close to 800km of community access roads. The Community Agriculture Infrastructure Improvement Programme (CAIIP) worked on 59.3km of road to ease the transportation of citizens and produce. However, concerns emerged from citizens about the delays in work under CAIIP, despite targeted long-term project planning. The district is also working with an investor, Royal Transporters, to improve the road to Harugongo sub-county. However, despite the achievements in the sector, the district was still struggling with the poor state of roads, especially during the rainy season in sub-counties including Harugongo, Karangura and Kasenda.

Figure 2: Road to Harugongo Sub-county in a poor state



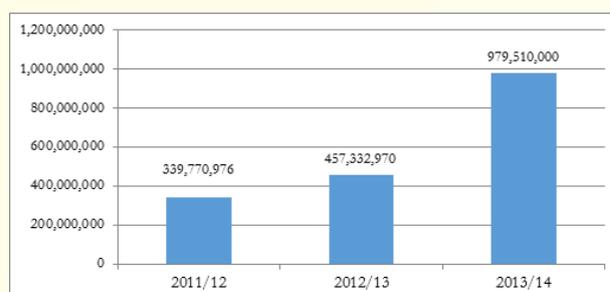
Photo Credit: ACODE Digital Library

¹ Uganda Bureau of Statistics, 2012

FACTORS AFFECTING SERVICE DELIVERY IN KABAROLE DISTRICT

a) Budgetary Constraints: During the fiscal year under review, Kabarole District collected UGX 979,510,000 million from local sources accounting for 4 per cent of its annual budget of UGX 26,867,121,495 billion. Although the district significantly increased its local revenue contributions to the budget over the years, the district still relies heavily central government funding which accounts for over 69 per cent of the district budget. Central government disbursements, which form the greatest percentage of the district budget, are mainly in form of conditional grants which means there was little or no room for the re-allocation of funds by the district local government to other service delivery priorities during the previous FY.

Figure 3: Review of Locally Generated Revenue in Kabarole District



Source: Kabarole District Local Government Final Accounts FY2013/14

b) Limited Support Supervision and Operations Repairs and Maintenance: Weak supervision and inspection support to service delivery staff and services from both the technical and political wings was attributed to an over-reliance on insufficient central government funds. In addition, central government funds were often released late during the previous FY which affected the planning and implementation process of political and technical staff to provide support supervision to staff and monitor the repairs and maintenance of service delivery points.

c) Slow Procurement Systems: There were concerns with regard to the slow and bureaucratic system of procurement which led to the delayed delivery of services. Slow procurement systems had impacted negatively on the implementation of key services in FY2013/14 and several public demonstrations were held, especially on issues of delayed engineering and road works.

d) Poor Monitoring and Documentation: Although

councillors are mandated to monitor public services, insufficient funds were allotted to the exercise which meant that councilors were not adequately facilitated to carry out their monitoring roles. In many cases where the councillors claimed to have monitored, there was often no evidence (such as a monitoring report) to back up their claims on the monitoring activities they had undertaken.

- e) **Limited Contact with Electorate:** The failure by the electorate to understand the roles and responsibilities of political leaders and councillors affected the councillors' contact with their electorate. The electorate had diverse expectations and often excessive demands, particularly in regards to perceived social and financial responsibilities, which 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 Kabarole 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: Kabarole District Council Score-card FY 2013/14

Trends in Performance				
	2011/12	75	100	
	2012/13	63	100	
	2013/14	81	100	
	% change	29		
Parameter	Indicator	Score	Max Score	Explanatory Remarks
LEGISLATIVE ROLE	Rules of Procedure	2	2	The district council ensured that standard rules of procedure were reviewed, adopted and operationalized and were also fully subscribed to ULGA. Motions on the procurement of tea plantlets, the approval of administrative units and the annual leaders' forum were moved however, there were no ordinances passed. Meanwhile, the districts of Soroti, Mbarara, Kanungu visited Kabarole district.
	Membership to ULGA	1	2	
	Committees of Council	2	3	
	Motions passed	2	3	
	Ordinances	0	3	
	Conflict Resolution	1	1	
	Public Hearings	0	2	
	Legislative resources	3	4	
	Petitions	2	2	
	Capacity building	2	3	
	Sub total	15	25	
ACCOUNTABILITY TO CITIZENS	Fiscal Accountability	4	4	The district council approved work plans and budgets whilst value for money was ensured through monitoring and technocrat oversight. PAC reports were reviewed and through notice boards, the district council and lower local governments, the financial releases were communicated to citizens. The client charter was drafted in April 2014 and was being implemented whilst there was also evidence of partnerships with USAID, UNICEF and the media.
	Political Accountability	7	8	
	Administrative Accountability	8	8	
	Involvement of CSO	2	2	
	Principles of accountability	2	3	
	Sub total	23	25	
PLANNING & BUDGETING	Plans, Vision and Mission	5	5	The district council approved DDP, CBP and work plans. Despite an increase in local revenue, there was no evidence of an ordinance on local government financial autonomy.
	District Budget	4	4	
	Local Revenue	9	11	
	Sub total	18	20	
MONITORING SERVICE DELIVERY ON NPPAS	Education	5	5	There was substantial monitoring done by council although sometimes the follow up action on the issues emerging from the monitoring exercise was not done.
	Health	5	5	
	Water and sanitation	3	4	
	Roads	3	4	
	Agriculture	3	4	
	FAL	3	4	
	ENR	3	4	
	Sub total	25	30	

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

		Hon. Richard Rwabuhinga		Independent	
Trends in Performance		2011/12	80	100	
		2012/13	89	100	
		2013/14	87	100	
		% change	-2		
Parameter	Indicators	Score	Max Score	Explanatory Remarks	
POLITICAL LEADERSHIP	DEC	3	3	The chairperson chaired all meetings and wrote to the MoLG on the creation of Town boards. He also delivered a report on the district state of affairs on May 30, 2014. and there was evidence of the presentation of PAC reports.	
	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 chairman attended at least four council meetings and moved a bill on the creation of Town boards and on hosting a week of accountability.	
	Motions Executive	6	6		
	Bills by Executive	0	7		
	Sub Total	8	15		
CONTACT WITH ELECTORATE	Meetings Electorate	5	5	The chairman availed evidence of community meetings, radio talk shows and citizen rallies to give feedback to the electorate after monitoring exercises	
	Issues by electorate	5	5		
	Sub Total	10	10		
PROJECTS	Projects Initiated	3	3	The chairman initiated the construction of the Kibiito HC IV under the funding of BAYLOR, Maizi Marungi water project funded by UNICEF, and mobilized people to commit a day for community service.	
	Communal Projects	1	2		
	NGOs	5	3		
	Sub Total	9	10		
MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS	Agriculture	7	7	The chairman monitored 90% of the services - launched CAIP roads, commissioned community roads, district bridges in Karangura and Katebwa, and visited several farmer revolutionary groups. He also commissioned a cow project and coffee planting in Karangura and Katebwa. Nyakinoni and Butebe sub-counties. He also ensured the planting of the forest was done for Nyakigumba and Nyakinoni forest reserves.	
	Health	7	7		
	Schools	7	7		
	Roads	7	7		
	Water Sources	5	7		
	FAL	3	5		
	Environment	5	5		
	Sub Total	41	45		

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

		Clovis Mugabo		
Trends in Performance		2011/12	54	100
		2012/13	66	100
		2013/14	72	100
		% change	9	
Parameter	Indicator	Score	Max Score	Explanatory Remarks
Legislative Function	Chairing council	3	3	The district speaker presided over five council sessions where the rules of procedure were adopted and enforced. The records and petitions file exists in the Clerk's office and the speaker's profession as a veterinary assistant saw him guide the council on animal disease out-breaks like foot and mouth disease and swine fever.
	Rules of procedure	6	9	
	Business Committee	3	3	
	Records book	2	2	
	Record of motions	3	3	
	Special skills	2	5	
Sub Total	19	25		
Contact with Electorate	Meetings Electorate	5	11	The speaker attended four meetings with community members in the parishes of Magunga, Karwoma, Burungu and Iboroga during the year under review. The speaker also used his small animal drug shop as his office.
	coordinating center	9	9	
	Sub Total	14	20	
LLG	Participation in LLG	4	10	The speaker only attended two meetings at the LLG where he shared communication on district activities and service delivery.
Monitoring NPPAs	Health	7	7	The speaker monitored a substantial number of service delivery facilities, made reports and followed up on the emerging issues in the health, education, agriculture and environment sectors although his monitoring role was found wanting in water, roads and FAL.
	Education	7	7	
	Agriculture	7	7	
	Water	3	7	
	Roads	3	7	
	FAL	3	5	
	Environment	5	5	
	Sub total	35	45	

Identifiers	Political Party		Sub-county	Gender	Terms	Trends in Performance				Legislative role				Contact with electorate			LLGs	Monitoring NPPA									
	Name	Party				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
Charles Rutakirwa	NRM		Kiwamba	M	1	56	61	53	-13	4	8	0	0	12	9	9	18	10	5	5	1	1	1	1	1	1	13
Faith Nyakairu	NRM		South Division	F	5	50	64	53	-17	8	8	0	0	16	9	9	18	0	2	1	7	6	1	1	1	19	
Gertude Bahinda	Ind		Ruteete Kasenda	F	1	26	51	51	0	8	8	0	0	16	0	9	9	0	1	7	7	7	3	0	1	26	
Joram Bintamanya	FDC		South Division	M	1	70	61	50	-18	8	8	0	0	16	7	9	16	0	1	1	5	5	5	0	1	18	
Rose Kajubu	NRM		Karambi	F	1	30	31	39	26	1	1	0	0	2	7	9	16	10	5	1	1	1	1	0	2	11	
Stella Kemigabo	NRM		Youth	F	1	34	40	37	-8	1	8	0	0	9	3	9	12	10	1	1	1	1	1	1	0	6	
Rosemary Kabona	NRM		PWD	F	3	52	28	34	21	1	1	0	0	2	9	9	18	0	0	7	7	0	0	0	0	14	
Judith Nyakaisiki	Ind		Western Division	F	1	16	33	8	-76	1	1	0	0	2	0	0	0	6	0	0	0	0	0	0	0	0	
Average						55	84	86	0	8	8	0	2	18	9	9	18	10	7	7	7	7	7	3	2	40	

NB: Hon. Rose Monday Byabasajja, was promoted to the post of Deputy RDC before she completed her tenure during the FY 2013/14

POLICY RECOMMENDATIONS FOR IMPROVED SERVICE DELIVERY

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

1. Central Government considers increasing the budgetary allocation for Kabarole Local Government to meet service delivery priorities.
2. Kabarole District Local Government devises strategies to increase and effectively collect the local revenue from the available local resources.
3. Kabarole District Local Government recognises the need to recruit additional staff to fill the vacant positions in order for the full team of staff to carry out district activities for the effective delivery of services.
4. Kabarole District Local Government intensifies monitoring by both political and administrative leaders to check shoddy works on service delivery units, especially road works.
5. Kabarole District Local Government institutionalizes the practice of elected leaders producing monitoring reports.
6. Kabarole District Local Government includes more capacity building initiatives for council members and/or elected leaders in the areas of understanding 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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