

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

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**MBARARA DISTRICT COUNCIL SCORE-CARD REPORT 2011/2012**

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**COVER PHOTOS**

**ABOVE:** (Left) A section of a district road in Mbarara District, (Right) A Protected spring near Kitagata Trading Centre – Nyakayojo S/County.

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## ABBREVIATIONS

<b>ACODE</b>	Advocates Coalition for Development and Environment
<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>CDD</b>	Community Driven Development
<b>CEFORD</b>	Community Empowerment for Rural Development
<b>CSO</b>	Civil Society Organization
<b>FAL</b>	Functional Adult Literacy
<b>FGD</b>	Focus Group Discussion
<b>FY</b>	Financial Year
<b>HC</b>	Health Centre
<b>HIV</b>	Human Immunodeficiency Virus
<b>Hon</b>	Honourable
<b>LC</b>	Local Council
<b>LG</b>	Local Government
<b>LLG</b>	Lower Local Government
<b>NAADS</b>	National Agriculture Advisory Services
<b>NFA</b>	National Forestry Authority
<b>O&amp;M</b>	Operation and Maintenance
<b>OPD</b>	Out Patient Department
<b>PAC</b>	Public Accounts Committee
<b>PAF</b>	Poverty Alleviation Fund
<b>PLE</b>	Primary Leaving Examinations
<b>PRDP</b>	Poverty Reduction Development Programme
<b>PWDs</b>	Persons with Disability
<b>SFG</b>	School Facilities Grant
<b>TC</b>	Town Council
<b>UBOS</b>	Uganda Bureau of Statistics
<b>UPE</b>	Universal Primary Education

## ACKNOWLEDGEMENTS

This score-card was prepared as part of the Local Government Councils' Score-card Initiative (LGCSCI). The Initiative is a partnership between the Uganda Local Governments Association (ULGA) and the Advocates Coalition for Development and Environment (ACODE) - an independent public policy research and advocacy think-tank based in Kampala, Uganda. This report is an output of consultations with district technical and political leadership in Mbarara District, as well as community members in selected sub-counties in the district. We acknowledge the contributions of the LGCSCI project team at ACODE and researchers from across the country who gathered information upon which this report is premised. The production of this report would not have been possible without the contributions of several institutions and persons. We are particularly indebted to the offices of: the District Chairperson, the District Speaker, the Chief Administrative Officer, the District Clerk to Council and, especially, the District Councilors (the prime focus of this score-card) for the support accorded to the assessment process. The team is grateful to Drake Rukundo for peer reviewing and Mukotani Rugyendo for technical editing of this report.

We are indebted to the Democratic Governance Facility (DGF) and its contributing partners: the United Kingdom (UK), Denmark, Norway, Ireland, Sweden, Netherlands, Austria and the European Union (EU) for providing the financial support for this Initiative. Finally, it is important to recognize that there still remain considerable gaps of information and data required to fully assess the performance of district councils and councilors in the district. However, we have taken due care to ensure that where information is available, it is presented as accurately as possible. Ultimately though, we take responsibility for any errors of omission.

## EXECUTIVE SUMMARY

This is the first Local Government Score-Card Assessment Report for Mbarara District Local Government. The score-card assesses the performance of the District Council, the LC V Chairperson the Speaker and individual Councilors who are vested with powers and responsibilities to ensure effective governance of the respective local governments as stipulated in the Local Governments Act. The score-card is intended to build the capacities of leaders to deliver on their mandates and empower citizens to demand for accountability from their elected leaders. The objective of this report is to provide information and analysis based on an assessment conducted during Financial Year 2011/12. The report is based on a comprehensive review of existing literature on: planning and budgeting, service delivery monitoring, and Mbarara District Local Government performance reports. A review of minutes of sectoral committees and council sittings was also undertaken to inform the report, particularly about the performance of the Council, the Chairperson and individual Councilors. Face-to-face interviews with the targeted leaders, key informant interviews at service delivery points and focus group discussions further enriched the assessment process.

Mbarara District Local Government is heavily dependent on Central Government transfers which account for 96% of the total budget funding, with local revenue and donor support each contributing 2%. The education sector was allocated the highest share of the budget to the tune of 60.3%. Regarding service delivery outcomes in the primary education sub-sector, 14.1%, 57.6%, 14.3% and 6.8% of the pupils in the district passed in divisions I, II, III, and IV respectively. In the water and sanitation sector, water coverage level was at 62%.

For FY 2011/12, 26 districts were assessed. In Mbarara District, the assessment covered 31 councilors of whom 14 are female while the rest are male. In terms of score-card performance, the District Council scored a total of 53 out 100 possible points. The District Chairperson scored 70 out of 100 points. The District Speaker scored 58 out of 100 possible points. The total average score for councilors was 40 out of 100 possible points. The best male councilor was Hon. Tom Karuhanga with 62 points out of 100 points allotted for all the assessed parameters, while the best female councilor was Hon. Jean Kirimani with 54 points. Overall, the best performed parameter was the legislative role where, on average, councilors scored 16 out of the 25 possible points. The worst performed parameter was participation in the lower local government where, on average, councilors scored 2 out of the 10 possible points.

The major challenges to the performance of the council and political leaders mainly arose from internal weaknesses characterized by: internal political wrangles; poor record keeping; poor monitoring of government projects; and, low civic awareness. The report makes recommendations on: mandatory individual monitoring reports by councilors; and, strengthening of the citizens' forums and advocacy for improved budget architecture, among others.

## 1

# INTRODUCTION

This is the first district assessment report for Mbarara Local Government for the Financial Year 2011/2012 under the Local Government Councils' Score-card Initiative (LGSCI). The Uganda Local Government Councils Score-Card Initiative (LGCSCI) is a long-term initiative of ACODE, being implemented in partnership with the Uganda Local Government Association (ULGA). The goal of the initiative is to strengthen the capacity of citizens to demand for political accountability, good governance and effectiveness in the delivery of public services; and also to boost the performance of local government councilors. Launched in 2009, the initiative started by conducting assessments in 10 district councils. The second assessment for Financial Year 2009/10 was later expanded to cover 20 districts. The third assessment for Financial Year 2011/12 has been further expanded to cover 26 districts<sup>1</sup> around the country, including Mbarara District.

Through the score-card, we seek to improve the performance of the local governments through annual assessments of the District Council, the Chairperson, the Speaker and individual Councilors. The assessment includes interviews, focus group discussions, document review and field visits among others. Findings from the score-card are widely disseminated both at national and district levels. At district level, the findings are presented at an interactive workshop that brings together the assessed political leaders, district technical officials, lower local government leaders, civil society organizations and members of the community.

This report is comprises five sections. Section one focuses on the district profile, while Section 2 reports on the resource envelope and state of service delivery in the district. The score-card findings are presented in Section 3, while factors affecting performance are presented in Section 4. Section 5 gives the conclusion and recommendations.

## 1.1 The Assessment Methodology

The methodology used during the score-card assessment included: literature review; organizing inception meetings; in-depth interviews with councilors and key district leaders; and focus group discussions (FGDs) with the electorates which also served as verification visits at sub county level to corroborate information provided by individual councilors. Photography and observation were also used to triangulate information provided by the councilors during the assessment. During the year under review, 34 FGDs were conducted in Mbarara District involving a total of 238 participants, 60.1% of

<sup>1</sup> Agago, Amuria, Amuru, Bududa, Buliisa, Gulu, Hoima, Jinja, Kabarole, Kamuli, Kanungu, Lira, Luwero, Mbale, Moroto, Moyo, Mpigi, Mukono, Nakapiripirit, Nebbi, Ntungamo, Rukungiri, Soroti, Tororo and Wakiso.

whom were male while the rest were female. The District Council's assessment is largely conducted using the Score-Card assessment tool. The score-card tool has continuously been reviewed by the Expert Task Group comprising policy makers, academics, selected local government officials and the ACODE research team to cater for emerging concerns from the previous assessments. This score-card assessment used a combination of qualitative and quantitative methods of data collection and analysis<sup>2</sup>, which included:

- a) **Literature Review:** This involved a comprehensive review of background documents and reports on Mbarara District. Box 1 shows the different categories of official district documents that were reviewed to compile and collate data and information on governance and public service delivery in the district.

**Box 1: Categories of Official District Documents used in the Assessment**

**Planning and Budgeting Documents**

- Mbarara District Development Plan (DDP) 2011-2016;
- Mbarara District Local Government Revenue Enhancement Plan (2011-2016);
- Mbarara District Local Government Education Work plan and Budget;
- Planning Unit Budget for 2012-2013;

**Reports**

- Quarterly Monitoring Reports for FY 2011/12;
- Committee Monitoring Reports FY 2011/12;
- 2011 Internal Audit Report.

- b) **District Council Committee Minutes and Minutes of Council Sitzings:** Another important source of information for the score-card was the district council minutes, reports of committees of council as well as monitoring reports.
- c) **Face-to-face interviews:** The scoring of district leaders was conducted through face-to-face interviews with the district chairperson, speaker and councilors whose assessment was later backed up with information from the literature and the focus group discussions (FGDs). For this report, the scoring of the respective leaders took place during the months of July and August 2012.
- d) **Focus Group Discussions (FGDs):** Thirty-four (34) FGDs were conducted during the period July – August 2012.

The score-card has been periodically reviewed by a task force comprising academicians, officials from the Ministry of Local Government (MoLG), a representative of the Parliamentary Committee on Local Governments, district technical and political leaders and representatives of civil society. The rationale for periodic review is to make the tool more robust and avoid the possibility of the research results being easily challenged

<sup>2</sup> For a detailed Methodology, See Tumushabe, G., Ssemakula, E., and Mbabazi, J., (2012). Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance ACODE Policy Research Series, No. 53, Kampala.

## 1.2 District Profile

Mbarara district lies in south-western Uganda. It currently covers 1,788 sq km of land area. In the recent years, the district has witnessed the trend of administrative engineering, which has sub-divided it into smaller administrative units in the form of new districts. According to the 2009 projections, the total district population stands at 427,200, with an annual population growth rate of 2.8%. Table 1 below shows key demographic indicators based on the 2002 national census.

**Table 1: Demographic data (projected figures 2010)**

<b>Total Population (projection for 2009)</b>	<b>427, 200</b>
Female Population	217,900
Male Population	209,300
Annual Population Growth Rate	2.8%
Population Rural	345,200
Population Urban	82,000
Population Density	196 sq.km
Average Dependency Ratio	111
Average Household Size	5.3
Urbanization Rate	19.4%

**Source:** Mbarara District Local Government Development Plan 2011-2016

## 1.3 Political Leadership

Mbarara District Local Government comprises 14 sub-counties.<sup>3</sup> It has only one Municipal Council --Mbarara Municipality, with a mandate to run the affairs of the municipality which comprises three municipal divisions of Kamukuzi, Nyamitanga and Kakoba. During the year under review, Mr. Deusdedit Tumusiime was the political head of the district, supported by 31 councilors who included the District Speaker. In terms of gender, 14 of the councilors were female while 17 were male. Table 2 below shows the Mbarara District leadership during the year of assessment.

**Table 2: Mbarara District Leadership**

<b>Designation</b>	<b>Name</b>
Chairperson	Hon. Deusdedit Tumusiime
District Vice Chairperson	Hon. Godfrey Baryomunsi
District Speaker	Hon. William Tibamanya
Members of Parliament	Hon. Medard Bitekyerezo- MP Mbarara Municipality
	Hon. Emma Boona-Woman MP
Chief Administrative Officer	Mr. Wilson Tibugyenda
D/CAO	Mr. Anthony Tumwesigye
Resident District Commissioner	Mr. Clement Kandole
D/RDC	Mr.Keith Mugabe

**Source:** Mbarara District Council Minutes (2011-2012)

<sup>3</sup> Kakiika, Rugando, Ndejja, Bukiuro, Biharwe, Bubaare, Rubindi, Rubaya, Rwanyamahembe, Kagongi, Kashare, Bugamba, Nyakayojo and Mwizi sub-counties.

Under the District Council, there are 5 standing committees through which the council runs the district. These committees are tasked with planning for the district and monitoring of government priority programme areas. The committees and their secretaries are as shown in Table 3 below.

**Table 3: Secretaries of Council Standing/Sectoral Committees**

Sectoral Committee	Secretary	Constituency
Social Services	Hon. Didas Tabaro	Rubindi Sub-county
Works and Technical Services	Hon. Asaph Muhangi	Ndejja Sub-county
Production and Natural resources	Hon. Godfrey Baryomunsi	Kakika Sub-county
Finance and Planning	Hon. Felly Tumwesigye	Mwizi Sub-county
Community based services	Hon. Deuseddit Tumusiime	District Chairperson

**Source:** Mbarara District Council Minutes (2011-2012)

## 2

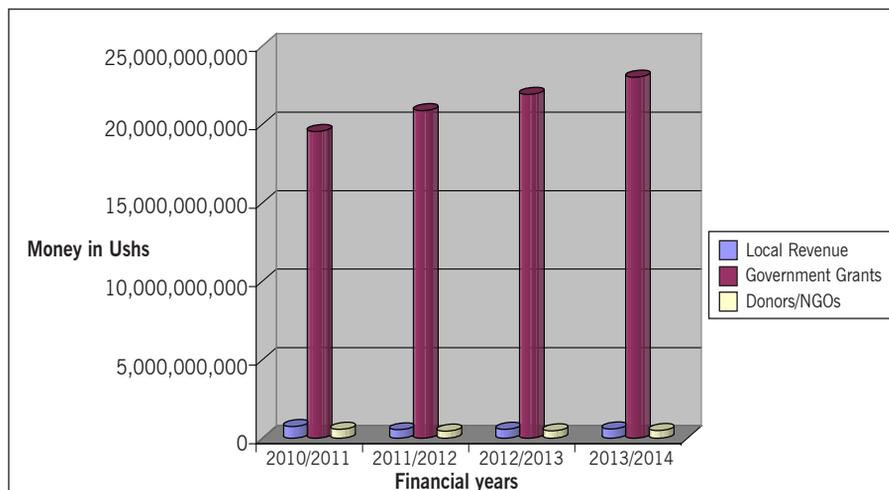
# BUDGET ARCHITECTURE AND SERVICE DELIVERY IN MBARARA DISTRICT

According to Article 152 of the Constitution of the Republic of Uganda, no tax shall be imposed except under the authority of an Act of Parliament. Consequently, Parliament passed the enabling law in the form of the Local Governments Act 1997 (as amended). Section 81 of the Act allows local governments to mobilize revenue in form of fees and taxes including rents, royalties, stamp duties, graduated tax, registration and licensing fees and all those revenues that are specified in the fifth schedule of the Local Governments Act 1997. Mbarara District, as one of the local governments benefited from this enabling law. It levies fees and taxes as stipulated in the law that forms the backbone of its local revenue base. In addition, the district receives grants and donations from external donors/development partners and NGOs, as well as the approved government revenues inform of unconditional and conditional grants. Table 4 shows the revenue performance and projections for five years.

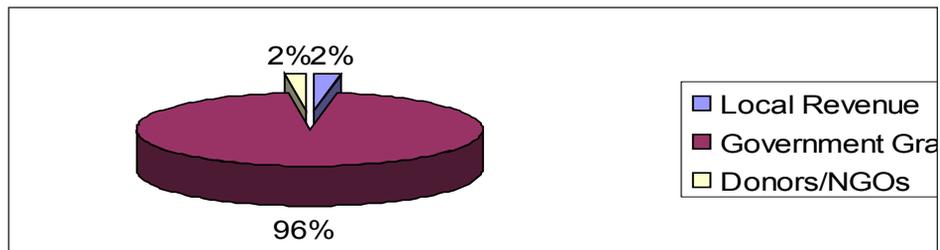
### 2.1 Mbarara District Local Government Resource Envelope

Mbarara District Local Government depended heavily on the Central Government funding for FYs 2010/2011 and 2011/2012. This trend seems to be consistent based on the budget estimate figures and projections for the next two financial years. Funding in form of local revenues contributes minimally towards the district budget. Donor funding as an additional form of external funding is equally insignificant in comparison to the share it contributes to the entire budget. The figure below shows the trend of the resource envelope.

**Figure 1: Composition of the resource envelope for Mbarara**



**Figure 2: Percentage share of major revenue sources for the Mbarara district budget for the FY 2011/2012**

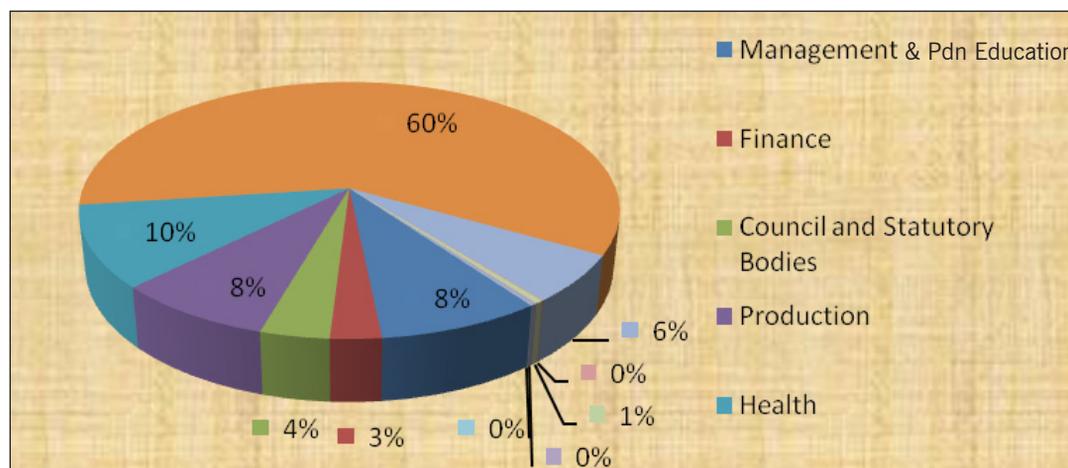


In 2011/2012, as demonstrated from the graph above, the Central Government contributed 96% of the total budget funding, with local revenue and donor support each contributing 2%. Moreover, most of Government grants are conditional and this limits the ability of the district local government to plan and implement effectively, especially with regard to local priorities.

## 2.2 Budget Allocations

According to the sector allocations for FY 2011/2012, the Education sector received the highest share of the budget with 60.3% and Health got only 10.3%. This meagre allocation for health could be a contributing factor to the deterioration of the health facilities in the district. Management and Production received 8.4% and 8.2% respectively. Works received 6% while, Council and Statutory bodies got 3.5% and Finance received only 2.6%. The least funded sectors were Natural Resources at only 0.1%, Community Based Services 0.4%, Planning 0.3% and Audit 0.1%.

**Figure 3: Intra-sector Budget allocations for Mbarara District (2011/2012)**



**Source:** *Approved Budget Estimates and Annual Work Plans for FY 2011/2012 for Mbarara District.*

From the above, it is evident that although education received 60.3% of the total Mbarara District budget, other priority areas such as health, production (which includes agriculture) have partly been ignored. It is important to note that the failure of effective budgetary allocations to key priority areas results into poor service delivery. For that reason, it is of

the essence that Mbarara District develops viable revenue enhancement strategies aimed at mobilizing local revenues in order to meet its developmental goals.

### 2.3 State of Service Delivery in Mbarara District Local Government

The success of decentralization is measured against the quality of the public services such as education, health, roads and agriculture that are provided to the people in the local governments. An assessment of selected service delivery indicators for Mbarara District shows that generally service delivery has improved but there are some areas that still need to be upgraded. Table 4 below shows the service delivery indicators and the level of achievement obtained in the district.

**Table 4: Service Delivery Indicators in Mbarara District (2011/12)**

Sector	Indicators	National standard	District Target 2010/11	Level of achievement 2011/12
Education - Primary Education	Enrolment	-	-	-
	PCR			37:1
	TCR			36:1
	Pupil-Desk Ratio			6:1
	Pupil-Textbook Ratio			5:1
	Inspector: Primary school ratio			1:38
	No. of Primary schools			197
	PLE Performance		No target	Div 1 -14.1% Div II- 57.6% Div III- 14.3% Div IV- 6.8% U- 4.5 X- 2.7%
Health services	ANC 4 <sup>th</sup> Visit		20000	15865
	Deliveries in Health Centres	33%	No target	40%
	Total beds	-	No target	180
	Access to any form of Health Service			60%
	HIV prevalence rate			9%
	Access to Maternity services	-	No target	Not Known
	No. of pregnant mothers receiving antenatal and postnatal care		Not known	17267
	MMR		-	Not known
	IMR		-	Not known
	Staffing Levels	-		
	Contraceptive prevalence rate		Not known	30%
Road Network	Km of roads under routine maintenance	-		Not known
	Km of roads rehabilitated	-		Not known
	Km of roads under periodic maintenance			Not known
	Proportion of roads in good condition		-	Not known
	Construction of bridges	-		Not known
	Opening up new community roads	-	No target	-

Sector	Indicators	National standard	District Target 2010/11	Level of achievement 2011/12
Water and sanitation	Water coverage		-	68.7%
	Number of boreholes sunk			
	Number of boreholes rehabilitated	-	No target	-
	Functionality of water sources	80%		93.8%
	Safe water coverage			62.2%
	Proportion of the population within 1km of an improved water source		No target	-
	Pit latrine coverage	90%		90%
	Percentage of households with boiled/treated drinking water			90%
	Percentage of households using hand-washing facilities			25%
Agriculture	Number of extension workers per sub-county	-	Not known	
	Number of service points	-	Not known	
	Number of demonstration farms	-	Not known	
	Technical back-up visits	-	Not known	
FAL	Number of instructors			378
	Number of participants		No target	5336
	Number of service centres	-	-	372
	Level of coverage	-	-	Not known
Environment and Natural Resources	Staffing Level	-	No target	
	Conduct Environmental monitoring and assessment	-		Not known
	Production and update District State of the Environment Report (DSOER)	-		-
	District Environment Action Plan	-	Not available	Not seen
	Preparation of District Wetland Ordinance		Not available	Not seen
	Monitor wetland systems in the district	-		-
	Gazetted forest Reserves		-	6
	Establishment of Agro-forestry nurseries		-	32
	Trees planted annually			10000
	Length of drainage			12km

**Source:** Education Department Inspection Report of 2011- Community Performance Report

### 2.3.1 Primary Education Services

Mbarara has a total of 197 government-aided schools spread throughout the district, with an average of 11 government-aided schools per sub-county. Primary school enrolment has maintained a positive trend of around 5.1% and as of 2010 it stood at 61,532. Generally, the district has performed well in areas of net intake, completion rate and PLE performance. Mbarara District received recognition from the Ministry of Education and Sports for excellent performance. However, field visits revealed a disparity between the statistics and the reality on the ground. It was discovered, for example, that many of the rural school structures were dilapidated, classrooms were overcrowded and there was a

general lack of teachers. The district has faced many challenges that have hindered service delivery such as high school dropout rate and lack of adequate funding. The funding issue is mainly due to the lack of allocation of the Normal School Facilities Grant-SFG from the Ministry of Education and Sports for the last three years.

**Figure 4: Kibaya Mixed Primary School, Nyakayojo Sub-County –Headteacher’s house (left) and classroom block (right)**



*Source: Primary data from fieldwork*

### 2.3.2 Health Services

During the year under review, Mbarara District had a total of 56 hospitals and health centres. These were both government-owned and others run by NGOs and Church organizations. There were 5 hospitals, 4 HC IVs, 14 HCIIIs, 24 HCII (Government-owned) and 9 HCII (NGO-owned). In respect to maternal health services, 60% of the pregnant women in Mbarara District delivered with the assistance of a skilled professional.<sup>4</sup> Access to any form of health service was at 60% where as access to basic emergency obstetric care was still poor. Hence, maternal and newborn mortalities remained high. With regard to immunization, the district performed well with coverage of 118% overall, and this performance was partly attributed to a massive awareness campaign and the participation of councilors.

Following the discussions with the electorate, it was observed that major drugs, especially for malaria, were available although concerns were raised over the lack of key essential drugs meant to cure common illnesses. At the same time, the state of health services was deficient in some of the sub-counties visited. First, there was a general concern of health centres being understaffed.<sup>5</sup> Secondly, the electorate complained about staff reporting late for duty,<sup>6</sup> unethical conduct of the medical staff and closing the health centres on Saturdays and Sundays, as if people were supposed to fall sick during week days only.

4 *Source:* Higher Local Government Statistical Abstract for Mbarara District 2011

5 A case in point is Nyakabale Health Centre II in Rugando Sub-County where complaints of patients being attended to by the support staff were repeatedly raised. The health centres apparently had no staff.

6 This was evidenced in Nyabisirira H/CII in Kashari Sub-County and Bwengure H/C II in Kagongi Sub-County where both Health Centres were visibly closed by afternoon time (2:00pm).

**Figure 5: A new maternity ward at Kakoba Division Health Centre III**



*Source: Primary data*

### **2.3.3 Road Network**

A network of 4273.4 km of roads of which 263.5 km are trunk roads, 3552.4 km community access roads and 458 km feeder roads serve Mbarara District.<sup>7</sup> The district had only one grader meant to carry out routine maintenance work in the whole district and this negatively affected the district's capacity to carry out road maintenance.

**Figure 6: A section of a district road in Mbarara District**



*Source: Primary data*

### **2.3.4 Water and Sanitation**

Mbarara District Local Government, through the Department of Water is mandated to provide safe water and sanitation facilities to the population of the district. According to the Water Department Annual Report 2010, the current safe water coverage is 62% serving a population of 183,292 out of the 291,350 (this figure excludes the National

<sup>7</sup> Mbarara District Local Government Works Department, Road Network 2011/2012

Water and Sewerage Corporation for the Municipality). The Department of Water, Mbarara District Local Government, is focused on increasing the coverage to 100% by the year 2015.

Major types of water sources in the district include: Boreholes (125), Shallow wells (62), Protected springs (382), Community tanks (28), Household (HH) tanks (2165), Gravity Flow Scheme (GFS) taps (609) and Piped water (33).<sup>8</sup>Mbarara District Local Government has made efforts to expand safe water coverage in the entire district that include provision of 220 water-harvesting tanks,<sup>9</sup> as well as de-silting and drilling boreholes.<sup>10</sup>

Accessibility of water sources was highlighted as a major challenge as people had to travel long distances. In addition, some of the water sources like boreholes, gravity flow, protected springs were not functioning and lacked rehabilitation. Worse still, people living near trading centres and towns reported cases of buying water at a high price.

**Figure 7: A Protected spring near Kitagata Trading Centre – Nyakayojo S/County**



*Source: A Water Monitoring Report by Gershom Matsiko (2010)*

### **2.3.5 Agriculture and NAADS**

The largest number of people in Mbarara District is employed in the agriculture sector. This is in form of subsistence farming or trading in agricultural produce. Some of the challenges facing the agricultural sector include hazardous and unpredictable weather conditions, pests and epidemics.

The National Agricultural Advisory Services (NAADS) is one of the government programmes that is meant to spearhead agricultural transformation in the country. The introduction of NAADS in Mbarara District was received with mixed feelings and reactions. In fact, from a series of focus group discussions (FGDs) carried out across the district, the largest

8 Source: Water Department Annual Report 2010

9 This was done in Bukiro, Mwizi, Nyakayojo, Kashari, Ndejja, Rubindi, Biharwe, Rwanyamahembe and Rubayasub-counties.

10 According to the District State of Affairs Report

section of the electorate observed that NAADs had had no substantial contribution to their community. Major complaints about NAADs were that the programme only benefited the rich while neglecting the poor; provided poor seeds which also came at a wrong time of the planting season and ended up not germinating; and, corruption in the procurement process, etc. The worst case was in the procurement of goats where prices of goats were inflated such that goats, which one would get at, say shs.40, 000/= on the open market, would be procured at shs.120, 000/= under NAADS. At the same time, some of the participants mentioned that most of the funds were spent on officials' allowances and facilitation instead of carrying out outreach and advisory services.

### **2.3.6 Functional Adult Literacy (FAL)**

Functional Adult Literacy (FAL) is a government initiative that was introduced to reduce the levels of illiteracy in the country. In Mbarara, an estimated 5,336 learners (1,197 male and 4,139 female) were believed to be attending FAL classes. In total, there were 378 FAL instructors and 372 FAL classes in the entire district according to the community performance report.

In Mbarara District, FAL programme had raised the literacy level up to 79%. Contrary to primary, secondary and tertiary education, female participation in FAL classes superseded that of males. However, the challenge was that the enrolment and attendance levels were still very low. From our interviews, it was revealed that the councilors' interest in FAL was minimal. A good number confessed that no deliberate move had been made to visit the FAL classes within their constituencies. The few that had done so had gone there for a programme launch or some other reason but not primarily to monitor. Other findings revealed that in spite of the existence of FAL, most FAL classes were non-functional.

### **2.3.7 Environment and Natural Resources**

Mbarara District is greatly endowed with various natural resources and tourist attractions. Estimated land coverage planted with trees is approximately 300 acres annually. There are 6 gazetted forest reserves. The number of households promoting fuel-saving technologies is 250 households. Common timber tree species promoted in the district include pine, eucalyptus and meosopsis.

The major challenge registered was encroachment of wetlands. Other challenges affecting the environment in Mbarara included: problems of waste water pollution mainly in Mbarara Municipality; safety hazards in steel rolling factory; poor housekeeping conditions in bakeries; agro-chemical pollution (acaracides) district-wide. More so, with the level of deforestation at an estimated rate of 9% and re-forestation at 5%, the state of forestry in Mbarara is on the verge of extinction. Interestingly, given the above challenges, issues concerning the environment did take precedence as a subject of discussion in the District Council during the year under review. Some initiatives to conserve the environment were taken included tree-planting initiatives by NGOs, CBOs and the National Forestry Authority (NFA), where a number of nursery beds were prepared. The district was yet to pass an environmental ordinance to conserve nature, especially the wetlands and forests, so as to ensure sustainable development.

# 3

## FINDINGS FROM THE SCORE-CARD PERFORMANCE

### 3.1 Assessment

The score-card assessment is premised on a set of parameters, which guide the assessment on the extent to which local government council organs and councilors perform their duties.<sup>11</sup> The parameters in the score-card are based on the responsibilities of the local government councils. The organs assessed are the district local government council, district chairperson, district speaker and the individual councilors. The performance of the local government council is based on the assessment of responsibilities of the councils categorized under the following parameters: legislation; contact with the electorate; planning and budgeting; participation in lower local governments; and, monitoring of service delivery.<sup>12</sup>

### 3.2 Performance of the District Council

Section 9 (1) of the Local Governments Act Cap 243 provides that a council shall be the highest political authority within the area of jurisdiction of a local government and shall have legislative and executive powers to be exercised in accordance with the Constitution and the Act. The score-card for the district council is derived from the functions of the council as provided in the Local Governments Act. The score-card assessment seeks to establish the extent to which a council uses its powers to address issues arising in its jurisdiction. Table 4 shows the details of the council's performance on each assessed parameter.

<sup>11</sup> See Third Schedule of the Local Governments Act, Section 8.

<sup>12</sup> See Tumushabe, G., Ssemakula, E., and Mbabazi, J., (2012) Strengthening the Local Government System to Improve Public Service Delivery Accountability and Governance. ACODE Policy Research Series, No. 53, Kampala.

**Table 5: Performance of Mbarara District Council in FY 2011/12**

Performance Indicators	Actual Score	Maximum Scores	Remarks
<b>1. LEGISLATIVE ROLE</b>	<b>11</b>	<b>25</b>	
Adopted model rules of Procedure with/without debate (amendments)	1	2	There are members of ULGA and the payment vouchers are present.
Membership to ULGA	1	2	The council passed a motion to award the best performing schools.
Functionality of the Committees of Council	3	3	
Lawful Motions passed by the council	1	3	The district has no functional library although the clerk's office is well equipped, council chambers are present with a councilor change.
Ordinances passed by the council	0	3	
Conflict Resolution Initiatives	0	1	
Public Hearings	1	2	
Evidence of legislative resources	3	4	There is evidence of capacity building workshops for district political leaders.
Petitions	0	2	
Capacity building initiatives	1	3	
<b>2. ACCOUNTABILITY TO CITIZENS</b>	<b>15</b>	<b>25</b>	
Fiscal Accountability	4	4	Evidence of classroom blocks and health centres being constructed as evidence for value for money.
Political Accountability	4	8	All the major commissions and boards were instituted and are functional.
Administrative Accountability	4	8	
Involvement of CSOs, CBOs, Citizens private sector, professionals, and other non-state actors in service delivery	2	2	There is evidence of the district partnering with health centres owned by churches and NGOs.
Commitment to principles of accountability and transparency	1	3	
<b>3. PLANNING &amp; BUDGETING</b>	<b>11</b>	<b>20</b>	
Existence of Plans, Vision and Mission Statement	5	5	All the planning documents are in place and the vision and statement are well displayed on the notice board.
Approval of the District Budget	4	4	Evidence of review of sector budgets and work plans.
Local Revenue	2	11	Initiatives have been taken through the Revenue Enhancement Plan.
<b>4. MONITORING SERVICE DELIVERY ON NPPAs</b>	<b>16</b>	<b>30</b>	
Education	4	5	In all the sectors, there was no evidence of visits produced but reports were received and discussed in council. Under FAL, there was no evidence of visits and neither were any reports received and discussed in council.
Health	3	5	
Water and Sanitation	2	4	
Roads	2	4	
Agriculture and Extension	2	4	
Functional adult Literacy	0	4	
Environment and Natural Resources	3	4	
<b>TOTAL</b>	<b>53</b>	<b>100</b>	<b>Performance is slightly above Average</b>

Mbarara District Council scored a total of 53 out of 100 possible points. The best-performed parameter was accountability to citizens (15 out of 25), while the least marks obtained were in the council's legislative role (11 out of 25). A comparison of all district councils' performance in the 25 districts is presented in **Annex 1**.

### 3.3 District Chairperson

Hon. Deusdedit Tumusiime was the chairman of Mbarara District Local Government during the year under review. He subscribes to the ruling party, National Resistance Movement and at the time of the assessment, he was serving his first term of office.

**Table 6: Chairperson's Score-card**

Name	Deusdedit Tumusiime		
District	Mbarara		
Region	West		
Political	Party NRM		
Gender	Male		
Number of Terms	1		
Total	70		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
<b>1. POLITICAL LEADERSHIP</b>	<b>17</b>	<b>(20)</b>	<ul style="list-style-type: none"> <li>- The chairman chaired all the executive committee meetings.</li> <li>- He has implemented most of the council decisions as evidenced by 98% budget performance.</li> <li>- He made a decision to sell UNICEF grounds- (minutes of the executive committee of 2011)</li> </ul>
Presiding over meetings of Executive Committee	2	3	
Monitoring and administration	4	5	
Report made to council on the state of affairs of the district	1	2	
Overseeing performance of civil servants:	4	4	
Overseeing the functioning of the DSC and other statutory boards/committees (land board, PAC,)	2	2	
Engagement with central government and national institutions	4	4	
<b>2. LEGISLATIVE ROLE</b>	<b>2</b>	<b>(15)</b>	He attended 5 out of 6 meetings.
Regular attendance of council sessions	2	2	
Motions presented by the Executive	0	6	
Bills presented by the Executive	0	7	
<b>3. CONTACT WITH ELECTORATE</b>	<b>8</b>	<b>(10)</b>	Appearances on Radio West and notification of decisions through media and on notice boards.
Programme of meetings with Electorate	5	5	
Handling of issues raised and feedback to the electorate	3	5	
<b>4. INITIATION AND PARTICIPATION IN PROJECTS IN ELECTORAL AREA</b>	<b>4</b>	<b>(10)</b>	Evidence of contributions. MOU with Epilepsy Support Association of Uganda- 08/7/2011
Projects initiated	0	3	
Contributions to communal Projects/activities	1	2	
Linking the community to Development Partners/ NGOs	3	5	
<b>5. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	<b>39</b>	<b>(45)</b>	There is evidence of monitoring all the National Priority Programme Areas, with the exception of FAL and ENR.
Monitored Agricultural services	7	7	
Monitored Health Service delivery	7	7	
Monitored schools in every sub-county	7	7	
Monitored road works in the district	7	7	
Monitored water sources in every sub-county	7	7	
Monitored functional Adult literacy session	2	5	
Monitored Environment and Natural Resources protection	2	5	
<b>TOTAL</b>	<b>70</b>	<b>100</b>	<b>Performance is above Average</b>

Chairman Tumusiime scored 70 out of the 100 possible points. The chairman performed relatively well because he attained 86% (39 out of 45) under the parameter of monitoring service delivery on National Priority Programme Areas. He also attained high marks for his political leadership (17 out of 20). He however scored poorly in his legislative role and in the initiation and participation in projects in the electoral area. A comparison of all district chairpersons' performance in the 25 districts is presented in **Annex 2**.

### 3.4 District Speaker

Hon. William Kisooso Tibamanya was the Speaker of Mbarara District Local Government for the year under review. He was serving his first term as he was elected to Council in 2011. Table 4 provides details of his performance during FY 2011/12.

**Table 7: Speaker's Performance in FY2011/12**

Name	William Kisooso Tibamanya		
District	Mbarara		
Sub-County	Rugando		
Political Party	NRM		
Level of Education	Degree		
Gender	Male		
Number of Terms	1		
Total	58		
ASSESSMENT PARAMETER	Actual Score	Maximum Score	Comments
<b>1. PRESIDING AND PRESERVATION OF ORDER IN COUNCIL</b>	<b>13</b>	<b>(25)</b>	He chaired 6 ordinary and 2 extra ordinary council meetings.  Rules of procedure are followed, minutes are taken and produced on time.
Chairing lawful council/ meetings	3	3	
Rules of procedure	8	9	
Business Committee	2	3	
Records book with Issues/ petitions presented to the office	0	2	
Record of motions/bills presented in council	0	3	
Provided special skills/knowledge to the Council or committees.	0	5	
<b>2. CONTACT WITH ELECTORATE</b>	<b>16</b>	<b>(20)</b>	Evidence was produced to show the names, venue and the purpose of meetings held.
Meetings with Electorate	7	11	
Office or coordinating centre in the constituency	9	9	
<b>3. PARTICIPATION IN LOWER LOCAL GOVERNMENT</b>	<b>6</b>	<b>(10)</b>	Attended all 4 of the lower local government meetings.
Attendance in sub-county Council sessions	6	10	
<b>4. MONITORING SERVICE DELIVERY ON NATIONAL PRIORITY PROGRAMME AREAS</b>	<b>23</b>	<b>(45)</b>	Evidence was produced to prove monitoring and follow up actions except for Functional Adult Literacy and Environmental and natural Resources.
Monitoring Health Service delivery	5	7	
Monitoring Education services	5	7	
Monitoring Agricultural projects	1	7	
Monitoring Water service	5	7	
Monitoring Road works	5	7	
Monitoring Functional Adult Literacy	1	5	
Monitoring Environment and Natural Resources	1	5	
<b>TOTAL</b>	<b>58</b>	<b>100</b>	<b>Performance is above Average</b>

Hon. William Kisooso Tibamanya scored 58 out of 100. He scored highly under contact with the electorate, where he got 16/20. The parameter with the lowest score is monitoring service delivery on National Priority Programme Areas where he got 23/45. This performance can mostly be attributed to poor record keeping. A comparison of all district speakers' performance in the 25 districts is presented in **Annex 3**.

### **3.5 District Councilors**

During the fiscal year under evaluation, councilors were assessed on the four performance parameters: (i) legislative role; (ii) contact with the electorate; (iii) participation in the lower local government; and (iv) monitoring of service delivery on NPPAs. Mbarara District Local Government Council had a total of 32 councilors,<sup>13</sup> all of whom were assessed.

The best male councilor in the district was Hon. Tom Karuhanga representing Bukiro Sub-County, who scored 62 out of the possible 100 points; while the best female councilor, Hon. Jean Kirimani from Rugando Sub-County, got 54 points. The best performed parameter was the legislative role where on average councilors scored 16 points out of 25.

On the other hand, councilors scored poorly on participation in the lower local governments, with an average score of 2 out of 10 possible points. The reason for this poor performance was the lack of documented evidence and limited financial resources to traverse the large constituencies. Table 7 provides a detailed analysis of all the assessed councilors and their performance.

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<sup>13</sup> This total excludes the chairperson and speaker who have been assessed separately in accordance with their unique roles and responsibilities under the LGA.

**Table 8: Score-card performance for Mbarara District Councillors in FY2011/12**

Name	Subcounty	Political Party	Gender	Number of Terms	Scores/Totals	Legislative role					Contact with electorate			Participation in LLGs		Monitoring service Delivery on NPPAs							
						Plenary	Committees	Motion	Special Knowledge	Sub Total	Meeting Electorate	Office	Sub Total	LLG Meeting	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total
Tom Karuhanga	Bukiuro	NRM	M	3	62	8	8	0	3	19	7	9	16	2	2	5	1	5	5	1	3	5	25
Didas T. Tumwesigye	Rubindi	NRM	M	2	58	8	8	0	0	16	9	9	18	6	6	1	1	5	5	1	4	18	
Justine K. Mwesigye	Bugamba	NRM	F	2	52	8	8	0	1	17	5	9	14	4	4	1	5	5	1	0	0	17	
Edwin Akoragye	Biharwe	NRM	M	1	52	8	8	0	0	16	2	9	11	2	2	1	5	5	5	1	1	23	
Jean Kirimani	Rugando	NRM	F	1	54	8	8	0	1	17	7	9	16	0	0	5	1	5	5	0	4	21	
Venance Munanukye	Kagongi	NRM	M	1	49	8	8	0	0	16	2	9	11	2	2	1	5	4	5	0	0	20	
Apollo Rwakarimanga	Mwizi	NRM	M	1	50	8	8	0	0	16	7	2	9	4	4	5	5	0	5	0	1	21	
Grace Kabanankye	Ndejja	NRM	F	2	44	8	8	0	0	16	4	2	6	0	0	5	4	5	1	5	1	22	
Godfrey Baryomunsi	Kakiika	NRM	M	1	48	8	8	0	0	16	7	9	16	2	2	1	1	5	1	5	0	14	
Juliet K. Atuhaire	Kamukuzi	NRM	F	2	41	8	0	0	0	8	4	6	10	6	6	5	5	0	1	1	0	17	
Bonny Tashobya	Youth	Ind	M	1	44	8	8	0	0	16	7	9	16	0	0	0	1	5	0	5	0	12	
Annet B. Arinaitwe	Rubindi	NRM	F	2	40	8	8	0	0	16	7	2	9	0	0	1	5	1	5	1	1	15	
Robert Arinanye	Bugamba	NRM	M	1	42	8	8	0	0	16	7	0	7	2	2	1	5	0	5	0	1	17	
Bernard M Mugume	Kashare	NRM	M	1	42	8	8	0	0	16	2	0	2	6	6	5	5	0	1	5	1	18	
David Rwakanuma B	Rwanyamahembe	NRM	M	1	39	8	8	0	1	17	5	0	5	2	2	5	1	1	5	1	1	15	
John P. Byaruhanga	Bubaare	NRM	M	1	39	8	8	0	0	16	5	9	14	2	2	5	0	1	0	0	1	7	
Haji Erimiyajumba	Nyamitange	NRM	M	3	34	8	8	0	1	17	3	2	5	2	2	5	1	1	1	1	1	10	

Name	Subcounty	Political Party	Gender	Number of Terms	Scores/Totals	Legislative role					Contact with electorate			Participation in LLGs		Monitoring service Delivery on NPPAs											
						Plenary	Committees	Motion	Special Knowledge	Sub Total	Meeting Electorate	Office	Sub Total	LLG Meeting	Sub Total	Health	Education	Agriculture	Water	Roads	FAL	Environment	Sub Total				
Prisca Muganzi	Nyakayojo	Ind	F	1	37	8	8	0	0	16	5	9	14	0	0	1	1	1	1	1	1	1	1	1	7		
Norah Komugisha K	KakobaDiv	NRM	F	2	40	8	8	5	0	21	0	9	9	0	0	1	0	5	0	0	0	0	0	0	4	10	
Jennipher Tumuhaitwe	Rwanyamahembe/ Bubaare	NRM	F	1	36	8	8	0	0	16	4	9	13	2	2	1	1	0	0	1	1	1	1	1	1	5	
Annah Tirwakunda	Kamukizi/ Nyamutanga	NRM	F	1	32	4	8	0	0	12	5	6	11	2	2	0	0	0	1	5	0	1	5	0	1	7	
Jolly Kabwizi	PWD	NRM	F	3	38	8	8	0	0	16	5	9	14	2	2	0	0	1	0	0	1	0	0	1	4	6	
Asaph Muhangi	Ndejja	NRM	M	1	31	8	8	0	0	16	5	2	7	0	0	0	0	1	1	5	0	1	5	0	1	8	
Loy Mpumwiire	Kagongi	NRM	F	1	31	5	5	0	0	10	3	6	9	6	6	1	1	1	1	1	1	1	1	1	1	0	6
Stephen Natukunda	Rubaya	NRM	M	2	32	1	8	0	0	9	5	9	14	0	0	1	1	1	1	1	1	1	1	0	4	9	
Mohammed Nyombi	Kakoba	NRM	M	2	24	8	8	0	0	16	2	0	2	0	0	1	0	4	0	1	0	0	1	0	0	6	
Evaristo K Mucunguzi	PWD	NRM	M	1	29	8	8	0	0	16	5	0	5	0	0	0	0	5	0	0	0	0	0	0	3	8	
Jeninah Kobusingye B	Youth	NRM	F	2	25	8	8	0	0	16	7	0	7	0	0	0	0	1	0	0	0	0	0	0	1	2	
Felly Tumwesigye Bebuuze	Mwizi	NRM	F	1	22	8	8	0	0	16	2	0	2	0	0	1	1	1	0	1	0	1	0	1	0	4	
Can. Joseline Kemirembe	Kakiika/Rubaya/ Biharwe	NRM	F	1	21	8	8	0	0	16	0	2	2	0	0	1	0	1	0	0	0	1	0	0	1	3	
Average					40	8	8	0	0	16	5	5	10	2	2	2	2	2	2	3	1	1	1	1	1	12	

## 4

# FACTORS AFFECTING PERFORMANCE OF MBARARA DISTRICT LOCAL GOVERNMENT AND IMPLICATIONS FOR SERVICE DELIVERY

### 4.1 Internal Factors

#### 4.1.1 Poor monitoring of government projects

The Local Governments Act provides that monitoring of government programmes and projects is one of the major roles of councilors. However, many councilors performed very poorly on this particular parameter. Some councilors who claimed to have monitored some projects lacked substantive evidence to back up their claims. Many councilors could not produce individual monitoring reports and any follow up activities due to lack of documented evidence. This augured poorly with regard to downward accountability and researchers could not verify their assertions.

#### 4.1.2 Low civic awareness among the electorate

Evidence from various FGDs conducted in Mbarara District revealed that the citizens do not know the roles of their councilors. Some citizens understood their councilor's roles to be construction of classrooms, attending social functions and donating money to the electorate. This trend disempowered the electorate to demand for better services and also hindered the councilors from meeting their electorate due to what they claimed was the electorate's expectation of allowances, lunch and transport refund whenever they were called for developmental meetings. People's ignorance of their rights and roles further meant that they could not take civic action against non-performing councilors, which hindered service delivery programmes.

#### 4.1.3 Poor record keeping among councilors

It was apparent that councilors did not regard record keeping as a priority since only a few had official programmes, diaries and any relevant documentation to substantiate their assertions. Some of them who claimed to have offices did not even possess any visitors' book, calendars or files. Poor record keeping as characterized by lack of programme books, monitoring reports made follow up difficult and this derailed service delivery projects.

#### **4.1.4 Internal political wrangles**

During the year under review, Mbarara District witnessed some political bickering within the Council. While reviewing several documents, it was evident that several censure motions were raised. In addition, the District Chairman had filed a case in court against the district before he became chairperson and the case was not yet resolved. Evidently, Council was divided and efforts taken to resolve these conflicts took centre stage. As a result, these conflicts diverted the Council's attention from debating relevant issues concerning service delivery and development in the district.

### **4.2 External Factors**

#### **4.2.1 Budget architecture: High dependence on Central Government funding**

Mbarara District Local Government depends highly on the Central Government for most of its budget as discussed in section 2 of this report. Central Government contributed 96% of the total budget funding with local revenue and donor support each contributing 2%. Moreover, most of Government grants are conditional and this inhibits the ability of the District Local Government to plan and effectively implement its local priority programmes.

#### **4.2.2 Municipality versus District**

During the whole research process, a key concern was raised by the residents of the Municipality and councilors about their relevance. There was a debate on whether it was the Municipal Council or the District Local Government that was responsible for service delivery programmes within the municipality. According to the Local Governments Act, the municipality is a lower local government within a district. However, Mbarara Municipal Council manages its own budget, allocates funds for all of the programmes and projects within its area of jurisdiction. The law does not clearly provide for the degree of autonomy of the municipalities. This creates a situation where the Division councilors representing municipal divisions at the district cannot lobby for their constituencies from the district since almost all the programmes in the municipality are facilitated at the municipality level.

#### **4.2.3 Poor facilitation of Councilors**

Councilors' remuneration as stipulated in the Local Governments Act requires the District Council to pay their emoluments basing on the size of the district's revenue base. The creation of several districts that were carved out of Mbarara district resulted into a dramatic decline of its revenue base and consequently the effectiveness of councilors. While carrying out interviews with these councilors almost all of them kept attributing their inefficiency in monitoring government programmes to poor facilitation. Furthermore, councilors with larger constituencies like PWDs, Female Councilors and Youth Councilors were said to be the most affected.

#### **4.2.4 Local Revenue Generation**

It was evident that the abolition of Graduated Tax and the creation of several districts robbed the district of a substantive chunk of local revenue needed for development and investment in priority sectors. Consequently, Mbarara District must creatively come up with new ways of improving its local revenue base. One such area that could boost the district revenue could be to introduce a direct development tax through a district council resolution or through Parliament sponsored by Uganda Local Government Association (ULGA). The direct tax would not only raise revenue for the district, but also help put several men, especially the youth to work, most of who have now resorted to alcoholism and betting. This direct tax could be made popular by attaching some benefits to citizens such as access to free medical care at selected hospitals etc. Secondly, the district could raise local revenue for development by organizing an annual investment forum to attract investors/businesses in the districts which would be taxed to raise revenue.

# 5

## RECOMMENDATIONS

### 5.1 Advocacy for revision of Budget architecture

A critical analysis of Mbarara District Local Government budget of the year under review reveals high dependence on Central Government for funding. This dependence makes Mbarara District Local Government a mere agent of the Central Government rather than a fully-fledged Local Government as envisioned under the Local Governments Act. In essence, Mbarara District Local Government cannot be expected to drastically improve local service delivery with the current local budget architecture. At the end of the day, the allocations should be reflective of the needs of the local government. Dependence of the district on the central government for funding constrains planning, innovation and channeling of the resources into sectors that are considered priorities for the district.

### 5.2 Mandatory individual monitoring reports

Based on the interviews carried out for Mbarara District, no single councilor produced a monitoring report. This could be attributed to the fact that it is not mandatory for the councilors to provide such reports. The Council should, for that reason, make it a requirement for each councilor to produce individual monitoring reports in a specified period and that these monitoring reports should be separate from joint Committee reports. This initiative will not only make councilors more obliged to carry out regular monitoring exercises as part of their mandate, but the reports will also act as tools of reference for future interpretation and follow-up of activities.

### 5.3 Remuneration of Councilors

Councilors have many responsibilities as provided in the Local Governments Act and, at the very least, their expenditures on Council business or activities that are part of their responsibilities need to be reimbursed. It is also recommended that on top of reimbursement, a reasonable financial incentive be added to councilors' facilitation so that they are motivated to assume their roles and responsibilities more effectively. The fact that councilors reside in their constituencies and in close proximity to the community means that they are the lifeline of communication from the citizens to the district and need adequate facilitation to allow them perform their roles and responsibilities to their maximum potential.

#### **5.4 Capacity Building Programmes for Local Government Officials**

There is need to invest in building the capacity of Local Government Councilors and other elected officials such as Speakers and Clerks to Council in the management of Council affairs. For example, Councilors should be trained in leadership, community mobilization, record keeping and documentation, and general awareness about the priority and strategic national public policy issues. Speakers and Clerks to Council respectively would benefit from training in managing Council meetings and recording of Council minutes. These trainings should be more action-oriented including the use of new training techniques such as moot Council Sessions and public speaking assignments.

#### **5.5 Strengthening of the Citizens Forums --Barazas**

Throughout the assessment of the performance of political leadership in Mbarara District, it was evident that most of the members of the community had no idea about what transpired in the District Council. In addition, many did not even know the roles of their Councilors and what they should expect from them. The district should, therefore, take deliberate steps to establish more meaningful interface with the citizens. It is recommended that a District Platform be convened at specified period intervals where district political leaders and technical staff can engage with the electorate to discuss their concerns in a rather informal but business-like manner. This will infuse more ideas into how the district should be run and help build confidence and trust among the district leadership and the residents. It will also provide opportunities to educate the communities about the roles and responsibilities of Councilors and the need for the community members to use such benchmarks to assess their leaders' performance.

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**Annex 1: Summary of District Councils' Performance**

District	Total	Legislative Role										Accountability To Citizens					Planning & Budgeting				Monitoring NPPAs									
		Rules of procedure	Membership ULGA	Functionality of committees	Lawful motions	Ordinances	Conflict resolution	Public hearings	Legislative resources	Petitions	Capacity building	Sub Total	Fiscal accountability	Political accountability	Administrative accountability	Involvement of CSOs	Principles of accountability	Sub Total	Planning and budgeting	District budget	Local revenue	Sub Total	Education	Health	Water	Roads	Agriculture	FAL	Environment	Sub Total
Gulu	82	2	2	2	3	0	1	0	4	2	1	17	3	7	6	2	3	21	5	4	9	18	5	5	4	4	2	4	2	26
Amuria	78	2	2	0	2	0	1	2	1	2	2	14	4	6	4	2	2	18	5	4	11	20	5	5	4	4	0	4	26	
Mukono	78	2	1	2	2	1	1	2	4	2	2	19	4	5	3	2	2	16	5	4	9	18	5	5	4	4	3	0	4	25
Kabarole	75	2	1	2	1	0	1	0	1	2	3	13	4	4	4	2	0	14	5	4	9	18	5	5	4	4	4	4	30	
Wakiso	71	2	1	3	1	0	1	1	2	2	1	14	3	7	2	2	2	16	5	4	9	18	5	5	4	2	0	3	4	23
Luweero	70	2	2	2	2	0	1	0	1	1	0	11	4	5	7	2	1	19	5	4	9	18	2	4	4	3	2	3	22	
Rukungiri	69	1	2	3	2	1	1	0	3	2	3	18	4	5	5	2	1	17	5	4	4	13	5	5	2	3	4	0	2	21
Soroti	68	1	1	1	2	0	1	0	3	1	1	11	4	8	8	2	1	23	5	4	1	10	5	5	4	4	0	2	24	
Kanungu	67	1	2	3	2	0	1	2	2	2	1	16	4	5	5	2	2	18	5	4	2	11	5	5	2	4	3	0	3	22
Mpigi	67	2	1	3	2	0	1	0	4	1	1	15	3	5	7	2	0	17	5	4	4	13	4	5	2	4	2	1	4	22
Ntungamo	64	2	2	3	2	1	0	0	4	1	0	15	4	4	4	2	1	15	5	4	7	16	3	5	0	3	4	3	0	18
Bududa	60	2	1	3	1	1	1	0	3	2	3	17	4	8	6	2	0	20	5	3	4	12	2	2	2	2	2	0	1	11
Buliisa	57	1	1	3	3	0	1	1	2	0	2	14	3	6	4	2	0	15	5	4	4	13	5	5	0	4	0	0	1	15
Nakapiririt	56	2	1	3	2	3	1	0	2	0	2	16	3	2	3	1	1	10	5	4	4	13	4	2	2	4	0	2	3	17
Mbale	55	2	1	3	1	0	1	0	4	2	3	17	3	6	3	2	0	14	5	4	4	13	2	2	2	2	0	1	1	11
Moroto	55	2	1	0	2	0	0	2	2	0	2	11	2	4	1	2	1	10	5	4	9	18	3	3	3	0	3	2	2	16
Moyo	55	1	2	3	2	0	1	0	2	1	1	13	4	5	3	2	3	17	5	4	2	11	2	2	2	2	0	4	14	
Mbarara	53	1	1	3	1	0	0	1	3	0	1	11	4	4	4	2	1	15	5	4	2	11	4	3	2	2	0	3	16	
Nebbi	51	2	2	3	1	0	1	0	2	1	1	13	3	3	3	2	3	14	5	4	2	11	2	2	2	2	0	3	13	
Lira	49	2	1	2	2	1	0	0	4	0	1	13	1	3	3	2	0	9	5	4	9	18	4	2	2	1	0	0	9	
Hoima	48	2	2	3	1	0	0	1	0	0	0	9	3	3	3	2	0	11	5	4	2	11	1	5	2	3	3	0	3	17
Jinja	44	2	2	2	2	0	1	0	2	0	2	13	2	3	5	2	1	13	5	4	2	11	1	0	4	0	1	0	1	7
Kamuli	40	2	1	1	0	0	1	0	2	1	2	10	4	3	3	2	0	12	5	4	9	18	0	0	0	0	0	0	0	0
Tororo	40	2	0	3	1	1	1	1	1	3	0	3	5	6	2	0	16	5	4	0	9	0	0	0	0	0	0	0	0	0
Amuru	30	0	0	0	0	0	1	0	2	0	3	6	1	4	2	2	0	9	5	4	6	15	0	0	0	0	0	0	0	0

**Annex 2: Summary of District Chairpersons' Performance**

Name	District	Party	Gender	Terms	Total	Political Leadership							Legislative Role			Contact With Electorate			Development Projects				Monitoring Service Delivery On NPPAs							
						Executive	Monitoring Admin	State of affairs	Civil Servants	DSC and Boards	Central Govt	Sub total	Council session	Motions executive	Bills executive	Sub Total	Program meetings	Handling issues	Subtotal	Project initiated	Contributions	Dev't partners	Sub Total	Health services	Schools	Roads	Water	FAL	Environment	Sub Total
Martin Ojara M.	Gulu	FDC	M	1	91	3	5	2	4	2	4	20	2	4	3	9	5	5	10	2	2	5	9	7	7	7	7	3	5	43
Gregory M. Egunyu.	Soroti	NRM	M	1	82	3	4	2	4	2	4	19	2	6	2	10	5	5	10	1	1	5	7	7	7	7	6	0	2	36
Richard Rwabihunga	Kabarole	Ind	M	1	80	3	5	2	4	2	4	20	2	2	0	4	5	5	10	2	2	3	7	7	7	7	5	3	39	
John M. Luwakanya	Mpigi	NRM	M	1	80	3	5	2	4	0	4	18	2	6	0	8	5	2	7	3	2	5	10	7	7	7	7	0	2	37
Francis Lukooya M.	Mukono	NRM	M	2	80	3	6	2	4	2	4	21	2	6	5	13	3	5	8	2	2	4	8	3	7	6	2	2	4	30
Emmanuel Osuna	Tororo	NRM	M	2	78	3	2	2	2	0	4	13	2	2	0	4	5	5	10	3	2	5	10	7	6	7	7	2	5	41
Mark AolMusooka	Moroto	NRM	M	1	76	3	5	2	3	1	3	17	2	6	5	13	4	2	6	3	1	5	9	7	6	6	7	0	5	31
John Francis Oluma	Amuria	NRM	M	1	74	3	5	2	3	1	4	18	2	6	7	15	3	2	5	1	1	5	7	7	2	5	7	5	0	29
Bernard Mujasi	Mbale	NRM	M	3	70	3	4	2	3	2	3	17	2	6	3	11	5	2	7	3	1	5	9	7	3	3	5	3	2	26
Deusdedit Tumusiime	Mbarara	NRM	M	1	70	2	4	1	4	2	4	17	2	0	2	5	3	8	0	1	3	4	7	7	7	7	2	2	39	
Mathias Bwanika L.	Wakiso	DP	M	1	70	3	5	2	4	1	2	17	2	2	0	4	5	5	10	3	2	3	8	5	5	5	5	3	3	31
John Lorot	Nakapiripit	NRM	M	2	69	3	4	2	3	2	3	17	2	0	0	2	5	5	10	3	1	3	7	5	5	5	7	5	1	33
Denis Singahakye	Ntungamo	NRM	M	1	69	3	5	2	3	2	4	19	2	6	0	8	3	5	8	2	1	4	7	3	7	1	7	0	2	27
Fredrick G Ngobi	Jinja	NRM	M	1	66	2	5	1	3	2	4	17	2	6	7	15	5	5	10	3	1	5	9	3	2	2	2	2	2	15
George Tinkamanyire	Hoima	NRM	M	3	65	3	4	2	4	2	2	17	2	6	0	8	5	2	7	2	1	3	6	5	5	5	7	3	0	27
Robert Okumu O.	Nebbi	NRM	M	1	65	3	5	2	3	2	3	18	2	0	0	2	4	5	9	1	2	5	8	6	3	6	7	6	0	28
Abdul Nadduli	Luwero	NRM	M	3	63	3	4	2	4	1	3	17	2	2	0	4	2	5	7	3	2	3	8	4	5	5	5	0	3	27
John B Nambeshe	Bududa	NRM	M	1	62	3	4	1	4	1	4	17	2	2	3	7	5	5	10	1	1	3	5	6	7	3	3	2	0	23
Fred Lukumu	Buliisa	NRM	M	2	56	3	5	1	3	2	4	18	2	2	0	4	5	3	8	3	2	0	5	3	6	3	3	3	0	21
Anthony A Omach	Amuru	NRM	M	2	54	2	4	0	3	1	4	14	2	2	0	4	4	5	9	3	2	5	10	7	2	2	2	0	2	17
Samuel Bamwole	Kamuli	NRM	M	3	53	1	4	1	1	0	3	10	2	2	0	4	5	5	10	3	1	0	4	2	6	6	7	2	0	25
Josephine Kasya	Kanungu	NRM	F	3	53	3	0	2	4	2	2	13	2	0	0	2	4	5	9	3	0	4	7	6	7	2	7	0	0	22
Jimmy Vukoni	Moyo	Ind	M	1	52	3	5	2	4	2	4	20	2	6	0	8	0	2	2	3	1	3	7	7	0	0	6	2	0	15
Charles Byamukama	Rukungiri	NRM	M	1	44	3	5	2	3	2	3	18	2	2	3	7	4	2	6	2	0	5	7	0	2	2	2	0	0	6
Alex OremoAlot	Lira	UPC	M	1	40	2	5	1	2	2	3	15	2	0	3	5	2	7	3	1	3	7	0	2	0	2	0	2	0	6

**Annex 3: Summary of District Speakers' Performance**

Name	District	Constituency	Party	Gender	Terms	Total	Presiding And Preservation Of Order In Council							Contact With Electorate		Participation In LLG		Monitoring Service Delivery On NPPAs							
							Chairing Council	Rules of procedure	Business committee	Records of issues	Record of petition	Special skills	Sub Total	Meetings electorate	Office	Sub Total	LLGs meetings	Sub Total	Health	Education	Agriculture	Water services	Road works	FAL	Environment
Douglas P. Okello	Gulu	Lalogi	NRM	M	1	89	3	9	3	2	3	0	20	11	9	20	8	7	5	5	7	5	41		
Mohammed Mafabi	Mbale	Bubyangu	Ind	M	2	75	3	9	3	2	3	0	20	11	9	20	10	3	5	3	7	0	25		
Daudi B. Mukibi	Wakiso	Kakiri	NRM	M	3	75	2	9	3	2	3	0	19	11	9	20	10	4	4	7	0	5	26		
James Kunobwa	Mukono	Nagojje	NRM	M	2	73	3	9	3	0	3	0	18	11	9	20	10	7	7	1	3	1	25		
Richard Mayengo	Jinja	Mafubira B	NRM	M	3	68	2	9	0	2	3	0	16	11	9	20	4	7	1	7	1	3	28		
Ida Fuambe	Nebbi	Atego/Nyaravur	NRM	F	3	68	3	9	3	2	0	0	17	11	9	20	10	3	5	3	5	1	0	21	
Dan Nabimanya	Ntungamo		NRM	M	1	66	3	9	3	2	3	0	20	9	6	15	10	5	5	1	5	0	4	21	
Proscovia Namansa	Luwero	Wobulenzi / Katikamu	NRM	F	3	64	3	9	0	0	0	0	12	11	9	20	10	4	4	0	5	3	1	22	
Henry Ndyabahika	Rukungiri	Buhunga	NRM	M	2	64	3	8	3	2	0	0	16	7	9	16	10	5	5	1	5	1	4	22	
Jotham Loyer	Nakapiripit	Namalu	NRM	M	2	62	2	9	3	2	3	0	19	11	0	11	10	4	4	3	0	5	1	22	
Charles Beshesya	Kanungu	Kirima	NRM	M	1	61	2	8	3	2	3	0	18	6	6	12	10	5	5	1	0	5	1	4	21
Andrew Odongo	Soroti	Soroti	FDC	M	1	61	3	9	3	2	3	0	20	9	9	18	4	4	1	5	5	0	3	19	
William Tibamanya	Mbarara	Rugando	NRM	M	1	58	3	8	2	0	0	0	13	7	9	16	6	5	5	1	5	1	1	23	
Clovice Mugabo B	Kabarole	Mugusu	NRM	M	2	54	3	5	1	2	3	0	14	11	6	17	2	2	1	5	5	1	0	4	21
Christopher Odongkara	Amuru	Pabbo	NRM	M	1	51	2	0	3	0	0	5	5	9	9	18	6	6	7	2	7	0	6	0	22
CesarLomoto L	Moroto	Youth	NRM	M	1	49	3	7	3	2	3	0	18	7	9	16	2	2	1	5	1	1	0	4	13
Martin Chaiga	Moyo	Moyo	NRM	M	2	44	3	8	3	0	0	0	14	5	9	14	10	1	1	0	0	0	0	4	6
Charles Engoru	Amuria	PWD	NRM	M	2	41	2	9	3	2	3	0	19	2	9	11	2	2	1	1	1	1	0	4	9
Juliet Jemba	Mpigi	Muduma/ Kiringente	NRM	F	2	40	2	5	3	2	3	0	15	0	9	9	10	1	1	1	1	1	0	1	6
Didan Amaama R.	Buliisa	Ngwedo	Ind	M	1	37	3	2	3	0	3	0	11	2	5	7	6	5	5	1	1	1	0	0	13
MichéalMatsyetsye	Bududa	Bumasheti	NRM	M	2	35	3	9	3	2	0	0	17	0	0	0	4	4	1	1	5	5	0	1	14
Isingoma Kitwe	Hoima	BusisiDiv	NRM	M	1	33	3	6	3	0	3	0	15	3	9	12	2	2	1	0	1	0	0	1	4
James Paul Michi	Tororo	Eastern Div	NRM	M	1	32	2	2	2	2	0	0	8	9	2	11	6	6	1	1	1	1	1	1	7
Martin Ocen Odyek	Lira	Railway Div	UPC	M	1	26	3	9	3	0	3	0	18	0	2	2	0	0	1	1	1	1	1	0	6

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